



Shelter Cluster Bangladesh

ShelterCluster.org

Coordinating Humanitarian Shelter

Shelter Response Strategy

Bangladesh Monsoon Floods 2017

DRAFT FOR CONSULTATION

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Feedback can be sent to: coord1.bd@sheltercluster.org

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1. Overview

Government lead	Ministry of Disaster Management and Relief
Sector leadership	IFRC – Lead UNDP – Co-Lead
Agencies	IFRC/BDRCS, UNDP, ACF, BRAC, ActionAid, CARE, Caritas, Concern, CRS, Friendship, Habitat for Humanity Bangladesh, Save the Children, ShelterBox, Terre des Hommes, World Vision and UNOPS.
Priority districts	Gaibandha, Naogaon, Kurigram, Dinajpur and Sirajganj
Target caseload	320,000 people
Timeframe	6 -12 months
Objectives	Objective 1: Emergency shelter Objective 2: Recovery Objective 3: Housing Objective 4: Technical support

Contact details for flood response (emergency phase)

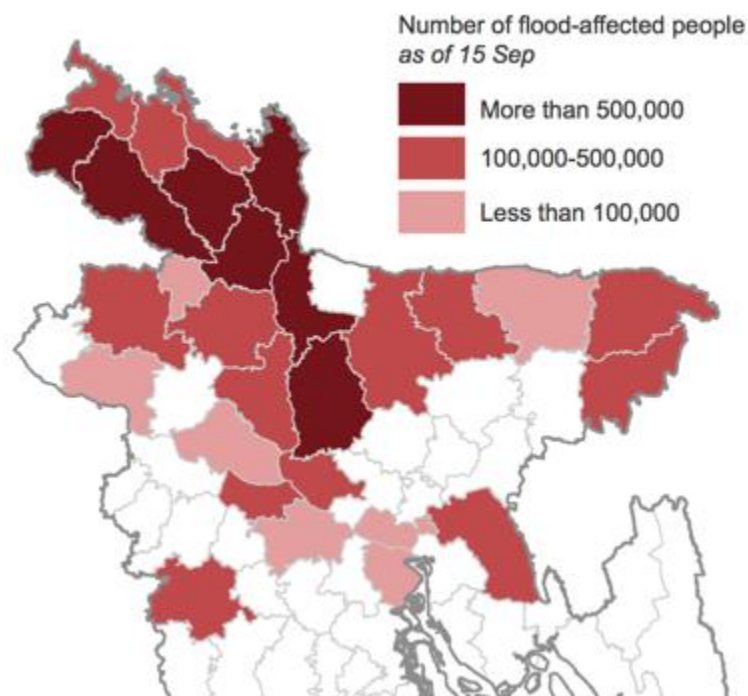
Government lead	Dr Atiq Rahman, Deputy Secretary Ministry of Disaster Management
Coordinator, Flood Response	Victoria Bannon Email: coord1.bd@sheltercluster.org
Information Manager	Quinten Dengerink coord1.bd@sheltercluster.org
Website	http://sheltercluster.org/response/bangladesh-monsoon-floods-2017

2. Situation

Heavy monsoon rains in August 2017 caused intense flooding across more than one-third of Bangladesh. Incessant heavy rainfall brought by the monsoon triggered flooding in five divisions, 32 districts, 176 Upazilas and 1,173 Unions. Ministry of Disaster Management and Relief (MoDMR) needs assessment indicates that:

- More than **8 million people** have been affected,
- More than **140 people** are confirmed dead,
- More than **100,000 houses** have been fully damaged,
- More than **600,000 houses** have been partially damaged,
- More than **300,000 people** were displaced, living in temporary shelters, on embankments, or in the open.
- There has been major loss of crops, livestock, infrastructure, water sources.

The 72-hour assessment found that six districts in northern Bangladesh were the worst affected: Gaibandha, Dinajpur, Kurigram, Jamalpur, Nilphamari, Sirajganj. These districts are targeted for support under the Bangladesh Humanitarian Country Task Team (HCTT) Response Plan with the UN's Central Emergency Response Funds (CERF) targetting Dinajpur and Jamalpur. MoDMR figures, however, also show substantial housing damage in two additional districts not considered under the HCTT Response Plan: Tangail and Naogaon.



Map Sources: UNCS, BBS, NDRCC, HCTT. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. .Map created on 19 Sep, 2017

3. Strategic objectives

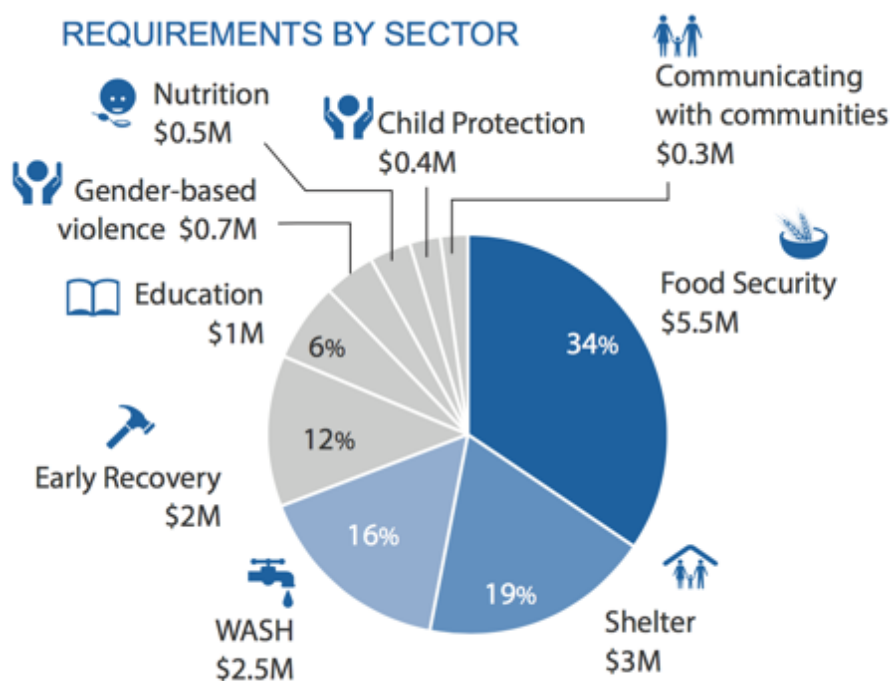
3.1 HCTT Emergency Response Plan

The Shelter Response Plan falls under the overall Humanitarian Coordination Task Team (HCTT) [Emergency Response Plan](#), prepared by the Resident Coordinator’s Office.

The plan targets 330,000 people in 6 priority districts over 6 months to:

1. Rapidly provide life-saving and protection assistance to people affected by the floods;
2. Restore the safety and dignity of the most vulnerable populations;
3. Facilitate the early recovery of the most vulnerable households through the provision of basic services and urgent rehabilitation of community infrastructures.

The total funding requirement is USD \$ 12million, which is allocated across different sectors.



Source: HCTT Monitoring Dashboard, 14 September 2017

3.2 Shelter response targets

The Shelter Cluster aims to reach 320,000 people in 5 priority districts over 6-12 months with emergency and recovery shelter support.

The total funding requirement is USD \$3million.

3.3 Shelter response objectives

Objective 1: Emergency shelter

- Support [vulnerable households](#) through the provision of emergency shelter items such as tarpaulins, shelter-NFIs, or their cash equivalent, supported by appropriate training, community mobilisation and IEC material.
- Support for winterisation for displaced and [vulnerable households](#) in colder areas.

Objective 2: Recovery

- Support recovery for [vulnerable households](#) through the provision of recovery shelter kits, plinth repairs or cash equivalent.

Objective 3: Housing

- Support extremely vulnerable households through construction of permanent houses or cash assistance for leasing/purchasing land for relocation.

Objective 4: Technical support

- Develop information, education and communication (IEC) materials on Building Back Safer (BBS), masons training and community-based training on hazard awareness, preparedness and disaster risk reduction (DRR), during all phases of the response.

3.4 Response options matrix

Status	Focus of response	Emergency activities	Recovery Activities
Displaced	<ul style="list-style-type: none"> • Collective centres • Host families • Temporary shelters 	<ul style="list-style-type: none"> • Multi-purpose cash • Cash for shelter • Tarpaulins • NFIs • Winterisation 	<ul style="list-style-type: none"> • Resettlement • Housing support • DRR • BBS
Non-displaced	<ul style="list-style-type: none"> • Repair • Reconstruction 	<ul style="list-style-type: none"> • Multi-purpose cash • Cash for shelter • Tarpaulins • Winterisation 	<ul style="list-style-type: none"> • Shelter repair kits • Plinth/foundations repair • DRR • BBS

4. Prioritisation and Targeting

4.1 Priority Intervention Areas

Shelter cluster partners are encouraged to focus on the five districts that experienced the most housing damage, in particular those with the greatest number of fully damaged houses. These five districts (Gaibandha, Naogaon, Kurigram, Dinajpur and Sirajganj) represent 77.42% of the total fully damaged houses across all affected districts.

Some of these districts differ to those identified as priorities by the HCCT and other clusters, because the focus is on the extent of fully damaged houses.

The latest available damage data for the 10 most affected districts is presented in the table below:

	Name of affected Districts	Total damaged houses	No of partially damaged houses	No of Fully damaged houses	As a percentage of fully damaged houses across all affected districts		
1	Gaibandha	122,157	122,157	(no info)	(no info)	77.42%	93.02%
2	Naogaon	93,640	66,350	27,290	26.36%		
3	Kurigram	115,129	88,969	26,160	25.27%		
4	Dinajpur	47,247	26,101	21,146	20.43%		
5	Sirajganj	39,601	34,053	5,548	5.36%		
6	Tangail	78,666	73,575	5,091	4.92%	15.6%	
7	Manikganj	51,820	48,090	3,730	3.60%		
8	Mymensingh	19,048	15,512	3,536	3.42%		
9	Munshiganj	4,720	2,765	1,955	1.89%		
10	Jessore	10,623	8,790	1,833	1.77%		

Assumptions

The prioritisation of affected districts is based on the following assumptions from field visits and assessments:

1. Districts with the most fully damaged houses are likely to have the greatest number of displaced persons in need of assistance.
2. Many of those with partially damaged houses have already begun the process of carrying out repairs and self-recovery.
3. While Gaibandha does not have reported fully damaged houses, it has the highest number of partially damaged houses and the needs are expected to be high.

4.2 Targeting and prioritisation of vulnerable households

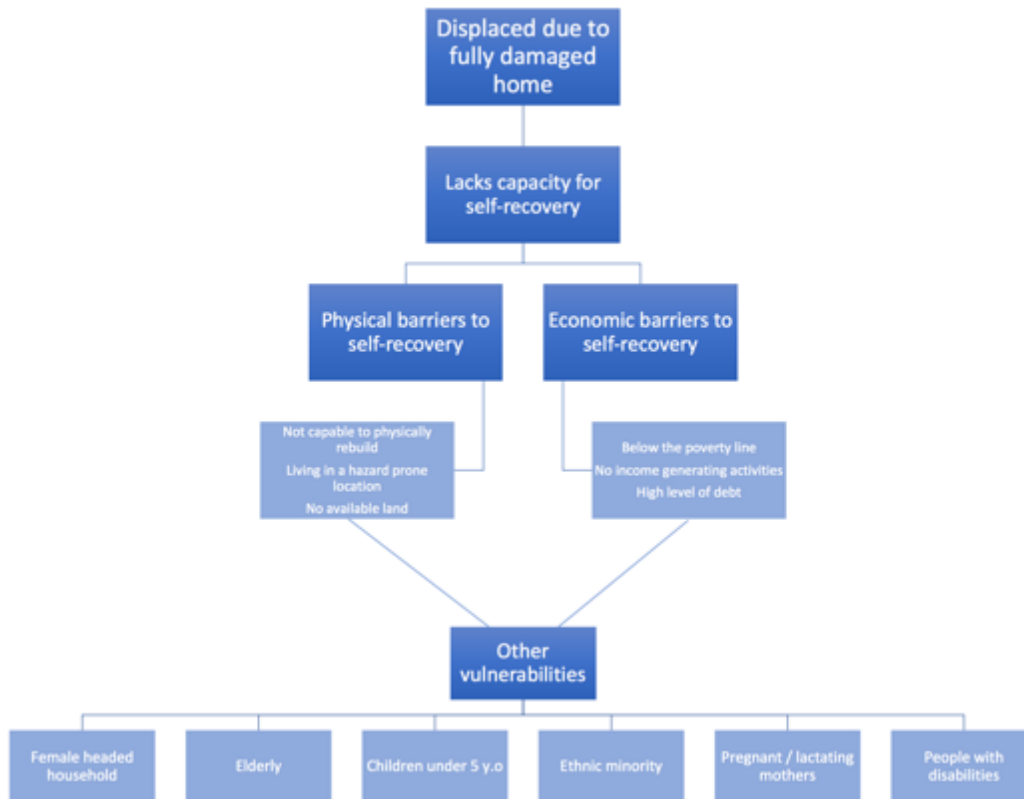
Due to the limitations of resources, it is not possible to reach all people in need of humanitarian assistance for shelter. Therefore, it will be necessary for agencies to target the most vulnerable communities/locations and then prioritise the most vulnerable households within those areas.

At the core of the Shelter Cluster's approach is the objective of supporting self-led recovery and building back safer sheltering. Therefore Shelter Cluster partners are targeting their response towards communities with a high number of households whose homes are fully damaged and who lack the capacity to undertake their own reconstruction and self-recovery.

Further prioritisation of families will require consideration of the following:

- Physical barriers to self-recovery – considering whether people are displaced from their homes and/or are exposed to hazards such as river banks and chars prone to flooding.
- Economic barriers to self-recovery – whether families have access to sufficient resources (money, materials, land) to enable self-recovery.
- Other vulnerabilities / special needs – whether there are people with particular vulnerabilities that require urgent assistance or may pose challenges for the self-recovery process.

The chart below is intended to assist agencies with the prioritisation of households within identified target areas, intended primarily for the provision of emergency shelter but could also be used for recovery activities. Each agency is responsible for making its own prioritisation and targeting decisions, based on the scale and nature of the support being provided.



5. Technical guidance

[Technical Guidelines and Standards](#) have been prepared by the Shelter Cluster’s Technical Working Group in 2015, which are applicable to all disasters requiring a shelter response in Bangladesh. The Technical Guidelines and Standards are in line with the strategies of the Shelter Cluster Operational Framework and recommended by the Shelter Strategic Advisory Group.

They aim to ensure equitable and technically appropriate shelter solutions which are in line with recognised humanitarian and national standards. In particular they include :

- Different packages, kits and specifications for shelter materials
- Technical recommendations for shelter designs
- Links to resources for different implementation methodologies, such a cash and vouchers.

The Shelter Cluster will also support partners in the development of appropriate IEC materials and conduct trainings to support the work of shelter agencies to complement the recovery efforts and to address context-specific needs.

6. Coordination

6.1 Humanitarian Coordination Task Team (HCTT)

- A meeting of the Humanitarian Coordination Task Team (HCTT), including UN agencies, International and National NGO’s, Government, and Donors was organized on 19 August 2017.
- As a result, it was agreed that Cluster Leads/Co-Leads would meet with their national counterparts to learn about their on-going/planned response and jointly identify gaps that could be supported by the international community.
- Development Partner (DP) representatives were requested to inform rapidly on possible funding opportunities that could be made available to plan for and prioritize time-critical interventions.
- The Government of Bangladesh has assured all concerned that support will be provided to facilitate NGO’s authorization processes for speedy delivery of assistance.
- The HCTT has been convening meetings with Cluster Leads/Co-Leads and Working Group Leads for updates approximately every two weeks, or as needed.
- The HCTT has been publishing regular situation reports and Dashboards with the latest information on needs assessments and the progress of funding and response operations.

Clusters and working groups responding to the 2017 Monsoon Floods:

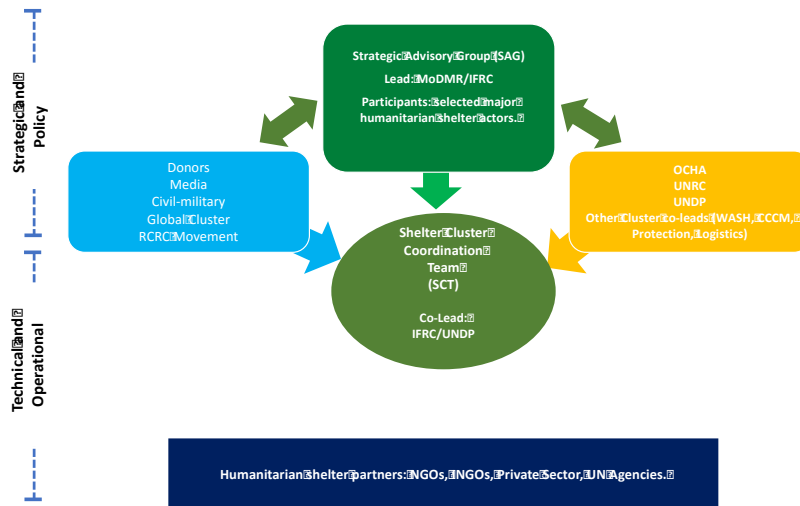
Clusters:	Working groups:
▪ Child protection	▪ Needs Assessment Working Group (NAWG)
▪ Early recovery	▪ Gender in Humanitarian Action (GiHA)
▪ Education	▪ Communications with Communities (Shongjog)
▪ Food Security	▪ Cash Working Group
▪ Gender Based Violence	
▪ Nutrition	
▪ Shelter	
▪ WASH	

6.2 Shelter Cluster Coordination Structure

Shelter Cluster Government Lead: Ministry of Disaster Management & Relief (MoDMR)
Shelter Cluster Sector Co-Leads: IFRC and UNDP

- In accordance with the in-country understanding between the Shelter Cluster Co-Leads, IFRC will lead coordination for the emergency response phase and UNDP will lead coordination for the recovery phase.
- The IFRC is currently leading the Emergency Phase of this response and has deployed additional international personnel to support the country team with coordination and information management.
- Responsibilities of IFRC during Emergency Phase includes:
 1. Assisting with coordinated assessment activities and shelter-specific assessment methodologies.
 2. Convening agencies working in the shelter sector to develop a strategic plan to address needs.
 3. Monitoring progress on cluster partners activities, analyzing gaps and overlaps.
 4. Advocating on behalf of the sector to donors, media, and other humanitarian actors
 5. Working with other clusters to ensure that strategic aims are complementary and address cross-cutting issues
 6. Supporting other coordinated decision-making activities including technical guidance and information management.
- The following Shelter Cluster coordination mechanisms are also established to support effective coordination:
 - **Strategic Advisory Group (SAG)** is led by the Ministry of Disaster Management and IFRC, with representation from selected other humanitarian agencies that make significant contributions to shelter responses during emergencies. The role of the SAG is to provide strategic and policy guidance for the work of Shelter Cluster partners.
 - **Shelter Cluster Coordination Team (SCT)** is co-led by IFRC and UNDP and resourced with existing resources and capacities in country. For larger emergencies, such as the present flood situation, the IFRC provides surge capacity for coordination, information management and technical support as required.
 - **Humanitarian Shelter Partners** comprise IFRC/BDRCS, UNDP, ACF, BRAC, ActionAid, CARE, Caritas, Concern, CRS, Friendship, Habitat for Humanity Bangladesh, Save the Children, ShelterBox, Terre des Hommes, World Vision and UNOPS. Additional agencies participate in shelter cluster emergency response as resources allow. Shelter partners participate in Shelter Cluster Coordination meetings.

Bangladesh Shelter Coordination Structure



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6.3 Shelter Cluster meetings

Shelter Cluster meetings are held with all partners and interested agencies approximately every two weeks, or more often as needed, during the emergency phase. Notice of meetings and minutes are available on the [Shelter Cluster website for the Bangladesh Floods](#).

6.4 Information management

Timely and accurate information is integral to successful coordination of humanitarian action. The main goal of Information Management is to support partners of the Shelter Cluster through the production and dissemination of information on the shelter response, in order to facilitate delivery and monitoring of assistance, undertake gap analysis and determine priorities.

The main tools for information management are:

- [Shelter Cluster Website for the Bangladesh Floods](#)
- Mailing list (see website)
- 4W tracking – who, what, where, when (see website)
- Shared folder for exchanging materials and information (link available upon request)
- Situation Reports and Dashboards (see website)

Trainings for better data management will be conducted for partner agencies where time is available, to improve the information flow between partners and from partners to the Shelter Cluster for now and in the future.

6.5 Cross-cutting issues for coordination

The Shelter Cluster aims to ensure good coordination with other clusters and working groups on cross-cutting issues, in particular:

- Cash Working Group – ensuring coherence and good tracking of cash targeted for shelter activities and multi-purpose cash.
- WASH Cluster – ensuring good linkages between shelter and WASH activities at community and household level, as well as exchange of technical guidelines and information useful for response agencies.
- Needs Assessment Working Group – exchanging information on needs assessments and gaps to support partner agencies appropriately target their response
- Gender in Humanitarian Action Working Group – receiving support for gender analysis and integration of gender issues into shelter response activities.

6.6 Transition from emergency response to recovery

- In accordance with the in-country understanding between the Shelter Cluster Co-Leads, IFRC will lead coordination for the emergency response phase and UNDP will lead coordination for the recovery phase.
- Currently, it is expected that most shelter cluster partners will have completed their emergency shelter response by the end November 2017.
- The recovery phase is expected to continue for many months, possibly until July/August 2018, particularly for partners involved in permanent housing reconstruction.
- During November the IFRC and UNDP will initiate a handover process, whereby UNDP will take over leadership of the Shelter Cluster for the 2017 Monsoon Floods. This process will involve the following:
 1. UNDP to identify individuals and roles required to satisfy coordination duties
 2. IFRC to share all databases, information management products, and cluster documentation with UNDP
 3. IFRC will remain an engaged shelter cluster partner contributing to ongoing activities coordinated by UNDP
- Responsibilities of UNDP during Recovery Phase include:
 - Initiating and coordinating longer-term shelter repair and reconstruction programs and activities.
 - Liaising with relevant partners to elaborate consistent solutions for durable and transitional (if appropriate) shelters, including standard design options.
 - Promoting comprehensive solutions for affected populations, including livelihood, water and sanitation, capacity building towards resilience, and awareness of DRR issues connected to their living environment.

- Liaising with relevant government bodies on national and local level in order to promote national ownership of recovery interventions.
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Comments and feedback on this document can be sent to: coord1.bd@sheltercluster.org