



Shelter Cluster Bangladesh

ShelterCluster.org

Coordinating Humanitarian Shelter

Shelter Response Strategy

Bangladesh Monsoon Floods 2019

Version: 1.2

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1. Overview

Government lead	Ministry of Disaster Management and Relief (MoDMR)
Sector leadership	IFRC – Lead UNDP – Co-Lead
Agencies	United Purpose, Care Bangladesh, Plan International, Habitat for Humanity, Caritas Bangladesh, Shelterbox, UNDP, Save the Children, Friendship, Swedish Red Cross, Bangladesh Red Crescent Society, IFRC.
Priority districts	Kurigram, Gaibanda, Sunamgonj, Jamalpur, Sirajganj, Bandarban, Sylhet, Tangail and Bogra
Target caseload	243,000 people (48,600 HH)
Timeframe	9 months
Objectives	Objective 1: Emergency shelter (August – November 2019) Objective 2: Recovery including housing and technical support (December 2019 – April 2020)

Contact Details for Flood Response

Government lead	Dr. Atiqur Rahman, Joint Secretary, Ministry of Disaster Management and Relief (MoDMR)
Coordinator, Flood Response (Emergency Phase)	Martin de Vries (to 25 August 2019) / Hasibul Bari (Razib) 26 August – 18 September 2019 / Rodolfo (Rudy) Maginera 19 September – 18 October 2019 (end date tbc) Email: coord1.bd@sheltercluster.org
Coordinator, Flood Response (Recovery Phase)	Arif Abdullah Khan, UNDP Email: arif.abdullah@undp.org
Website	https://www.sheltercluster.org/response/bangladesh-monsoon-flooding-2019

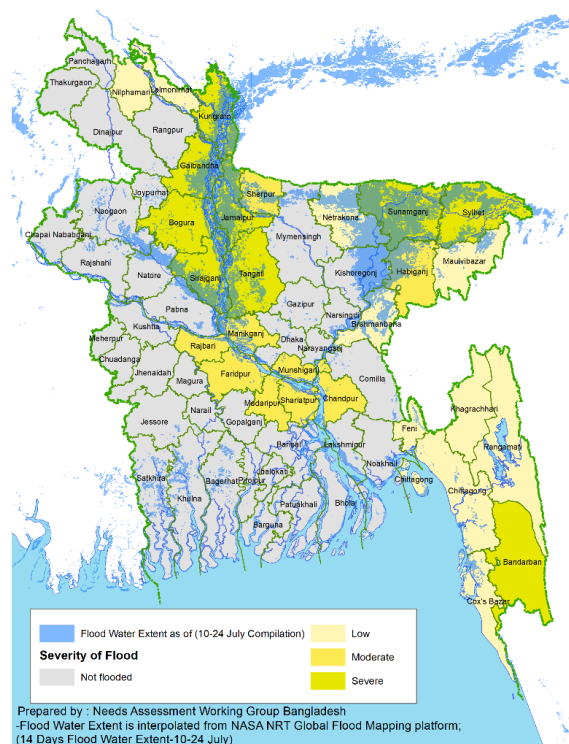
2. Situation

Heavy monsoon rains in July 2019 caused intense flooding across northern Bangladesh. Two major river systems in the north (Jamuna & Tista) reached their highest water level (compared to previous records) for 100 years. In the 28 affected districts, almost 600,000 houses have been damaged or destroyed.

The Joint Needs Assessment (Needs Assessment Working Group, 26 July 2019) indicated that:

- More than **7.6 million people** have been affected,
- To date, **119 people** are confirmed dead,
- Almost **35,000 houses** have been fully damaged including 1,500 houses from river erosion,
- Almost **550,000 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 most vulnerable flood affected families with partially damaged houses need repair assistance and who lost their entire houses are in need of new shelters. Many floods affected people are still displaced and living in temporary shelters, school, embankment and road in Kurigram, Gaibandha, Jamalpur, Sirajganj, Tangail and Bogura. Displaced people living on the embankment, road and open space; need emergency shelter assistance. Moreover, shelter affected people are exposed to the monsoon rains and other weather elements of possible protection risks, especially for women and girls with special high risk of mud-built houses collapsing after the flood water recedes.



3. Strategic Objectives

3.1 HCCT Emergency Response Plan

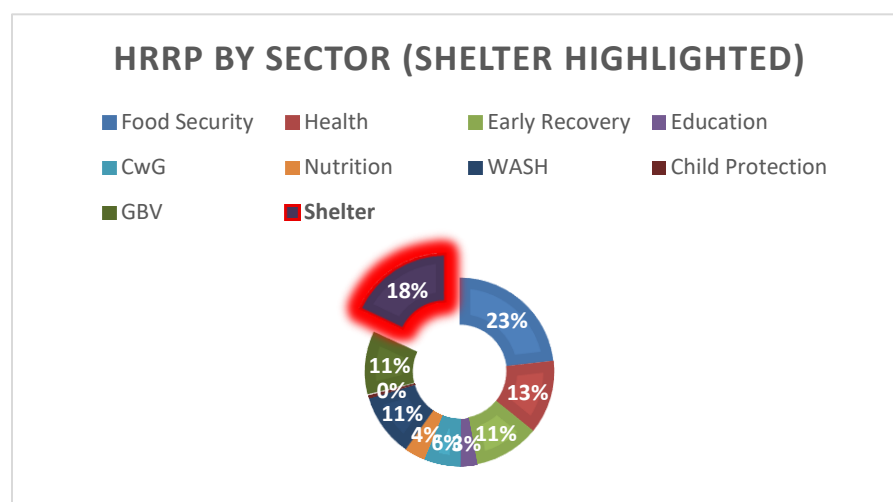
Shelter response falls under the overall Humanitarian Coordination Task Team's (HCTT), Humanitarian Response and Recovery Plan prepared by the Resident Coordinator's Office 7 August 2019. The Plan integrates IFRC's Emergency Appeal launched on 30 July 2019 and includes existing on-going emergency interventions from the I/N NGOs, UN Agencies and START Fund Bangladesh.

The Plan targets 736,000 people in 9 priority districts over 9 months to:

1. provide life-saving assistance to those in life- threatening situations
2. restore the safety and dignity of the most vulnerable populations
3. rebuild livelihoods and to facilitate the recovery process

The total funding requirement is USD \$ 27 million, which is allocated across different sectors:

Cluster	Targeted Population	Phase 1	Phase 2	Total (USD)	%
Food Security	146,974	\$3,109,198	\$3,313,371	\$6,422,569	23%
Health	230,000	\$1,698,020	\$1,801,980	\$3,500,000	13%
Early Recovery	19,000	\$1,300,000	\$1,800,000	\$3,100,000	11%
Education	193,400	\$612,300	\$210,000	\$822,300	3%
CwG	138,000	\$1,700,000	\$0	\$1,700,000	6%
Nutrition	291,869	\$691,000	\$301,000	\$992,000	4%
WASH	500,000	\$750,000	\$2,250,000	\$3,000,000	11%
Child Protection	540,000	\$70,000	\$80,000	\$150,000	1%
GBV	200,000	\$1,500,000	\$1,500,000	\$3,000,000	11%
Shelter	242,917	\$2,988,018	\$1,995,193	\$4,983,211	18%
Total		\$14,418,536	\$13,251,544	\$27,670,080	100%



Source: Bangladesh: Humanitarian Response and Recovery Plan – Monsoon Floods (August 2019-April 2020)

3.2 Shelter Response Targets

The Shelter Cluster aims to reach 243,000 people in 9 priority districts over 9 months with emergency and recovery shelter support.

The total funding requirement is USD \$4.9 million.

3.3 Shelter Response Objectives

Phase 1:

1. *To provide shelter in pre-identified public buildings ‘community emergency shelter’ or other emergency shelters e.g. tents, shelter kits, suitable for accommodating family units ‘family emergency shelter’.*

Phase 2:

1. *To assist affected households to return to their own homes and to provide NFIs and technical support.*
2. *To provide technical support on the design and the access to ‘low cost’ finance for facilitating self-building/repairs.*

3.4 Response options matrix

Status	Focus of response	Emergency activities	Recovery Activities
Displaced	• Collective centres • Temporary shelters	• Multi-purpose cash • Cash for shelter • Tarpaulins • NFIs	• Resettlement • Housing support • DRR • Build back safer
Non-displaced	• Repair • Reconstruction	• Multi-purpose cash • Cash for shelter • Tarpaulins	• Shelter repair kits • Plinth/foundations repair • DRR • Build back safer

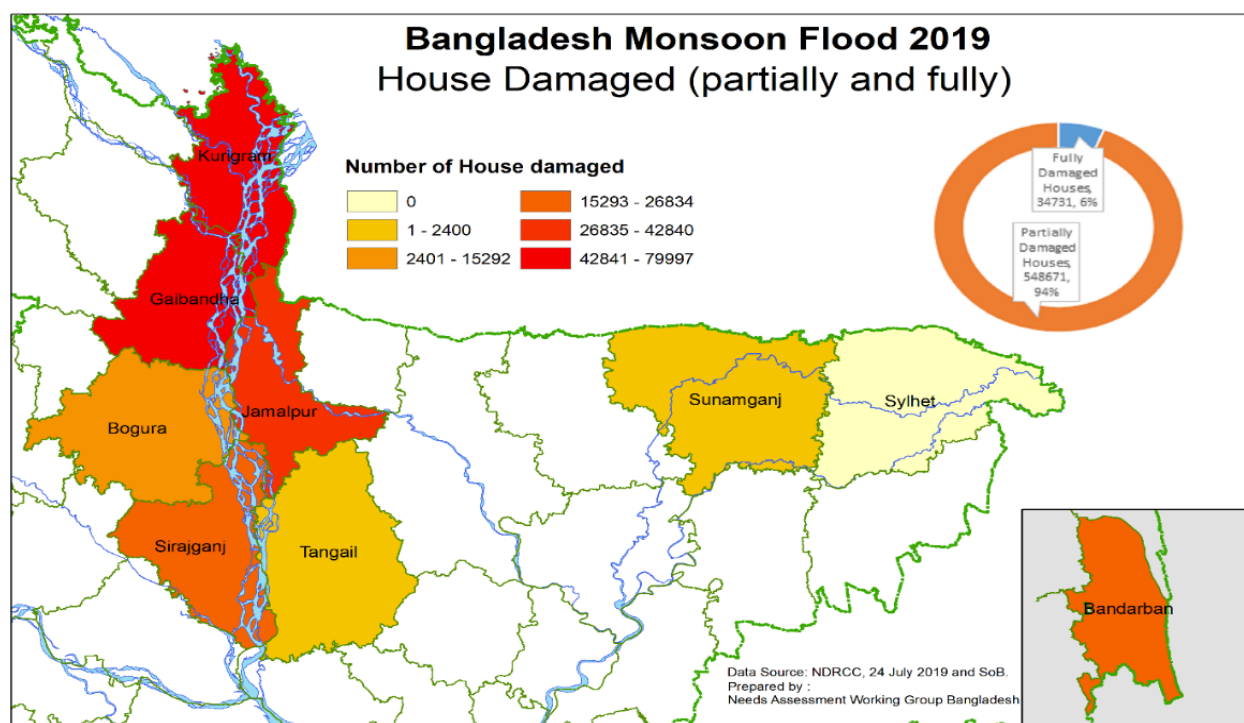
4. Prioritisation and Targeting

4.1 Priority Intervention Areas

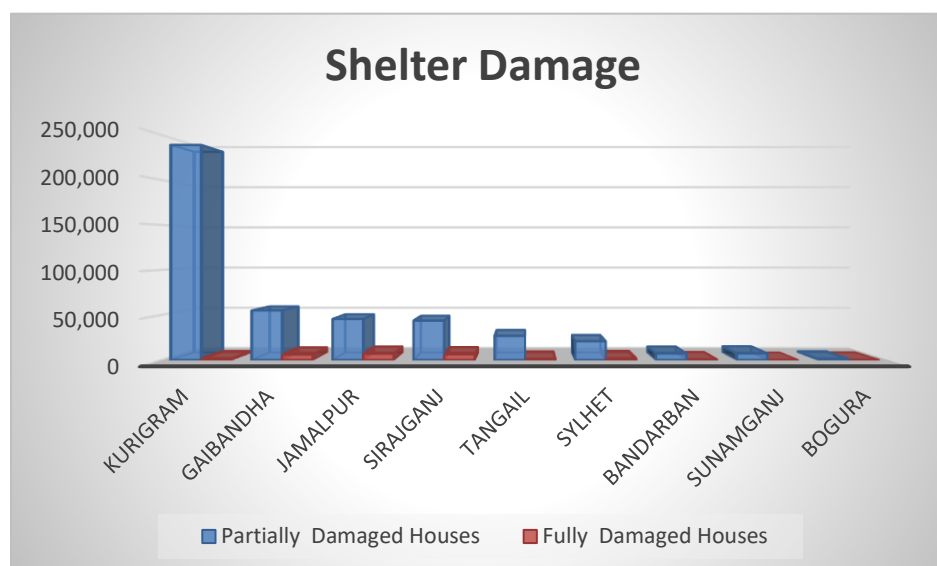
Shelter cluster partners are encouraged to focus on the nine districts that experienced the most housing damage. The latest available damage data is presented in the table below:

	Most Affected Districts	Partially Damaged Houses	Fully Damaged Houses	Total Damaged Houses	% of Total Damaged Houses Across all Affected Districts
1	Kurigram	238,672	1,853	240,525	51%
2	Gaibandha	55,058	6,312	61,370	13%
3	Jamalpur	45,580	7,250	52,830	11%
4	Sirajganj	43,813	6,505	50,318	11%
5	Tangail	26,913	1,380	28,293	6%
6	Sylhet	20,949	1,992	22,941	5%
7	Bandarban	7,305	659	7,964	2%
8	Sunamganj	7,512	0	7,512	2%
9	Bogura	1,548	221	1,769	0%
	Totals:	447,350	26,172	473,522	100%

Source: Joint Needs Assessment Report, Needs Assessment Working Group, 26 July 2019



Kurigram, Gaibandha and Jamalpur have the most **partially and fully damaged houses** across all affected districts while those in **Gaibandha, Jamalpur and Sirajganj** have the highest number of **fully damaged shelters**. Most houses in these three districts are 'kachcha', i.e. made of mud meaning that collapsed houses and access to building materials may be an issue. Approximately 1,600 households also lost their land and houses due to severe river erosion.

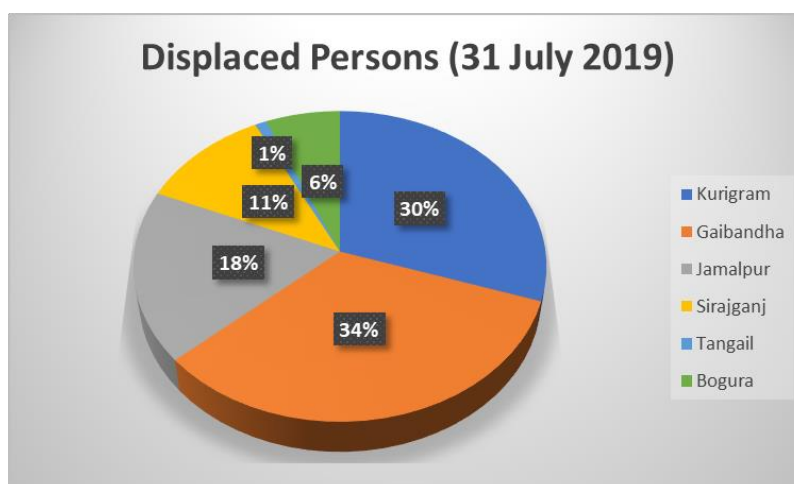


Source: Joint Needs Assessment Report, Needs Assessment Working Group, 26 July 2019

Displaced

As noted in the JNA: “A large number of flood-affected people are still displaced and living in temporary shelters, schools, embankments and roads in Kurigram, Gaibandha, Jamalpur, Sirajganj, Tangail and Bogura... Displaced people... are in need of emergency shelter assistance... However, during the assessment, it is also found that displaced people in Bandarban and Sunamganj have returned to their home.” (Joint Needs Assessment Report, Needs Assessment Working Group, 26 July 2019, page 21)

	Most Affected Districts	Displaced Persons (31 July 2019)
1	Kurigram	72,024
2	Gaibandha	79,997
3	Jamalpur	42,840
4	Sirajganj	26,834
5	Tangail	2,400
6	Sylhet	0
7	Bandarban	0
8	Sunamganj	0
9	Bogura	15,292
	Total:	239,387



Assumptions

The prioritisation of affected districts is based on the following:

1. There remain significant displaced persons requiring emergency shelter
2. Many of those with partially damaged houses have already begun the process of carrying out repairs and self-recovery
3. Local markets have recovered enough to allow for cash grants to purchase building materials
4. There is sufficient stock of materials in the local markets to avoid inflation

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.

As per the Humanitarian Response and Recovery Plan, shelter partners will be requested to focus on assisting the following vulnerable households who have lost their houses (fully or partially):

- Displaced
- Female-headed households
- Disabled and elderly persons
- Landless/daily labourers
- Small and marginal farmers
- Households with children no longer at school

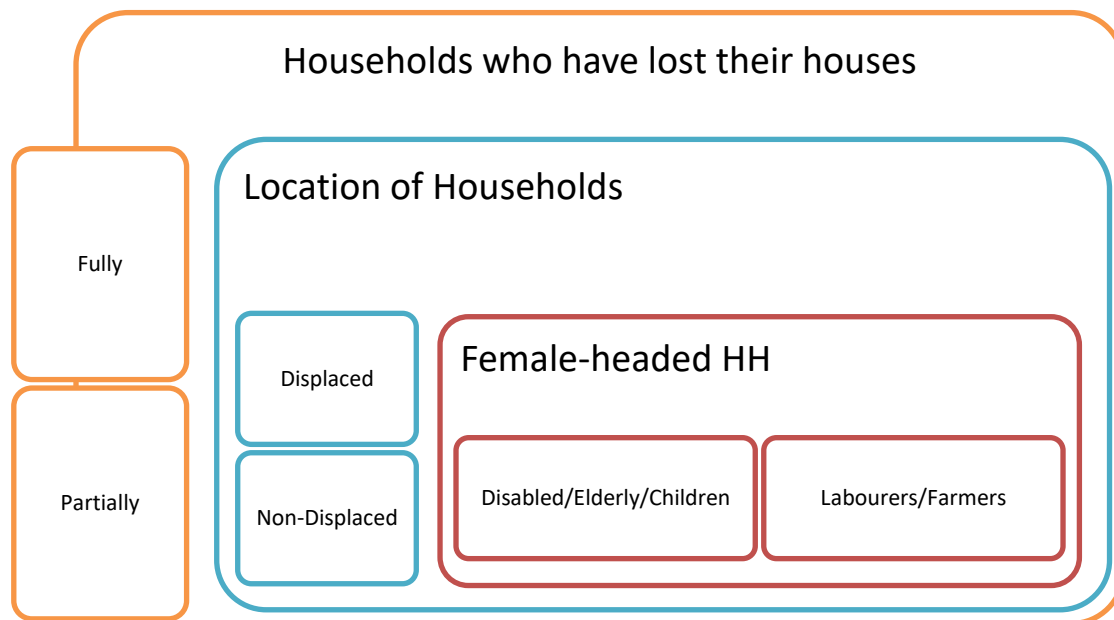


Chart: Order of priority

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.

5. Technical guidance

Technical Guidelines and Standards have been prepared by the Shelter Cluster’s Technical Working Group in 2015, which remain applicable to all disasters requiring a shelter response in Bangladesh. The Technical Guidelines and Standards are in line with the strategies held in 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. They specify the different packages, kits and specifications for materials and provide links to resources for different implementation methodologies, such as cash and vouchers. The Guidelines are currently being translated into Bangla to allow local implementing agencies to better understand the standards to be applied.

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 28 July 2019.
- An inter-cluster/working group meeting was held on 30 July 2019 to strategize and develop the Humanitarian Response and Recovery Plan released one week later 7 August 2019.
- The Needs Assessment Working Group (NAWG), has been supporting clusters in providing a joint needs analysis (released 31 July 2019) and highlighting priorities and cross cutting issues such as child protection, environment and DRR measures.
- It is expected that the HCTT will convene for updates approximately every month, or as needed.

Clusters and working groups responding to the 2019 Monsoon Floods:

Clusters:	Working groups:
▪ Child protection ▪ Early recovery ▪ Education ▪ Food Security	▪ Needs Assessment Working Group (NAWG) ▪ Gender in Humanitarian Action (GiHA)

- | | |
|---|--|
| <ul style="list-style-type: none"> ▪ Gender Based Violence ▪ Health ▪ Nutrition ▪ Shelter ▪ WASH | <ul style="list-style-type: none"> ▪ Communications with Communities (Shongjog) ▪ Cash Working Group |
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6.2 Shelter Cluster Coordination Structure

Shelter Cluster Government Lead: Ministry of Disaster Management and Relief (MoDMR)

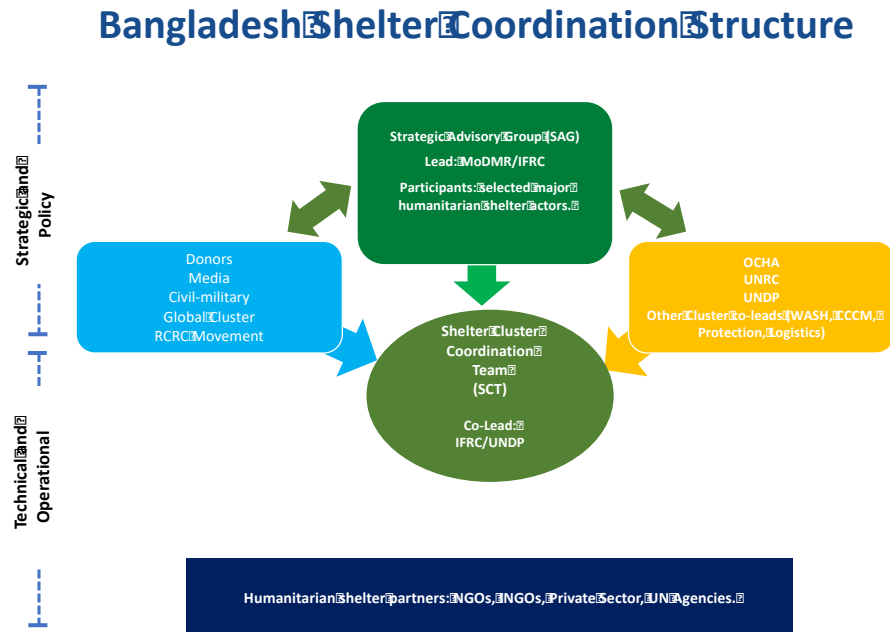
Shelter Cluster Sector Co-Leads: IFRC and UNDP

- In accordance with the in-country understanding between the Shelter Cluster Co-Leads, IFRC will lead coordination for the emergency response phase (nominally August – November 2019) and UNDP will lead coordination for the recovery phase (December 2019 – April 2020).
- The IFRC is currently leading the Emergency Phase of this response and has deployed additional international personnel to support the country team with coordination of the shelter response.
- Responsibilities of IFRC during Emergency Phase include:
 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:

- In the past, a **Strategic Advisory Group (SAG)** has been 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. It has yet to be determined whether a SAG will be convened for this operation.
- **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** currently comprise United Purpose, Care Bangladesh, Plan International, Habitat for Humanity, Caritas Bangladesh, Shelterbox, UNDP (implementing aid projects for both emergency and recovery phases), Save the Children, Friendship, Swedish Red Cross, Bangladesh Red Crescent Society and IFRC. Additional agencies participate in shelter cluster emergency response as resources allow. Shelter partners participate in Shelter Cluster

Coordination meetings.



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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. Notice of meetings and minutes are available on the [Shelter Cluster website](#) for the 2019 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 2019 Bangladesh Floods](#)
- Mailing list
- 4W tracking – who, what, where, when
- Shared folder for exchanging materials and information
- Situation Reports and Dashboards

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 2019.
- The recovery phase is expected to continue for many months, possibly until April 2020, particularly for partners involved in permanent housing reconstruction.
- During November (and possibly earlier if deemed needed) the IFRC and UNDP will initiate a handover process, whereby UNDP will take over leadership of the Shelter Cluster for the 2019 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.

Comments and feedback on this document can be sent to: coord1.bd@sheltercluster.org