Report of the MoDMR workshop with the HCTT on the revision of the Standing Orders on Disaster (SOD)

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1. Introduction

The Standing Orders on Disaster (SOD) are an important part of the Disaster Regulatory framework in Bangladesh. The SOD were first introduced in 1997, revised in 1999 and, again, in 2010. Prepared to clarify duties and responsibilities in disaster management at all levels, they outline the roles and responsibilities of the ministries, divisions, agencies, organizations, committees, public representatives and citizens to cope with any natural disaster. With the objective of ensuring the national leadership and ownership of the humanitarian cluster/sector system in Bangladesh, the MoDMR agreed for the HCTT members to participate to revision of the SOD notably to take into consideration the Disaster Management Act enacted in 2012.

Against that backdrop, a dedicated workshop was organized by the MoDMR with the support of the RCO. The workshop took place on 27th March 2017 at the Radisson Blu (See annexed agenda). The objective of the workshop was for the clusters and working groups affiliated to the HCTT to share their views/recommendations as part of the SOD revision process. The overall objective being to increase the national leadership and ownership of the humanitarian cluster/sector system for increased efficiency in disaster preparedness and response.

2. Preparatory steps

Prior workshop, cluster/sector/working groups Leads-Co-Leads familiarized themselves with the SOD, gathered and synthetized the views/comments/recommendations of their members and transmitted their observations/recommendations to the RCO for compilation. A preparatory inter-cluster meeting was also organized on April 22nd. Cluster/sector/working groups Lead/Co-Leads prepared their presentations to be made during the workshop around the following elements: (1) The triggering of a response to a disaster; (2) Goods and/or services to be provided to respond to Key Immediate Needs and definition of standard support packages; (3) Roles and responsibilities of concerned stakeholders and, accountability; (4) SOPs to ensure timely flow of information during and after an emergency; (5) Good and services to ensure the safety and dignity of the most vulnerable persons; (6) Budget allocations for disaster management response, recovery and coordination. All presentations made are available at the following link: https://drive.google.com/open?id=0B_UrQG51bieTzVJ5v3BKa29ZN0E

3. Word of appreciation to MoDMR

HCTT’s interest being (1) to be able to assist and to complement effectively and efficiently GoB’s assistance/response to a disaster to make sure that the right assistance is coming to the right persons at the right time and in the most appropriate way and, (2) to support the MoDMR in its disaster response coordination role, the HCTT felt grateful to MoDMR for the invitation and, for giving members of the humanitarian community the opportunity to contribute to the on-going revision of the SOD. The HCTT expressed the hope to continue this discussion with the MoDMR and all relevant partners.

4. General comment

In view of increasing the GoB’s response ability to a large-scale disaster (such as an earthquake hitting a major urban centre such as the capital Dhaka) and, for the partners of the GoB to know how and with whom to engage to provide its support to the GoB, the participants expressed the need for strengthening the SOD in a way that it provides clear guidance to all relevant parties on their roles and responsibilities with clear
accountability mechanism. The participants recognized the fact that the SOD review process constitutes a disaster preparedness activity as well as a disaster risk reduction activity as practical SOD will facilitate the provision of an emergency response and, consequently prevent the further loss of lives following a major disaster. In other words, the SOD revision will not prevent an earthquake to hit the country but prevent confusion in the delivery of the response that could occur if chains of command and duties are insufficiently delineated.

5. Overall recommendations

1. To find a right balance b/w clarity and comprehensiveness of the SOD while considering annexing documents that would provide the required guidance per sector;
2. To simplify the SODs and, to develop Standard Operating Procedures (SOPs) to make it more operational and action-oriented for ensuring their adequate implementation, including at field level;
3. To sensitize/to train central and local actors on the SODs to make sure that they become acquainted with the SODs to develop a proper understanding of their duties and responsibilities;
4. To translate the SOD in Bangla to facilitate their socialization;
5. To expand the SOD beyond the roles and responsibilities of MoDMR, to outline the necessary engagement of other key ministries in response and preparedness;
6. To indicate the goods and services to be delivered as part of a response by all concerned ministries. (reference to SPHERE standards);
7. To elaborate key considerations for most vulnerable groups;
8. To optimize the communication system to link all relevant government ministries, agencies and departments at national and sub-national levels;
9. To rationalize the number of platforms on a same thematic issue either in normal time and disaster period to avoid duplication of work;
10. To specify further the roles and responsibilities of DMCs and other actors and, to strengthen the participation and representation of women in Disaster Management Committees (DMCs);
11. To recognize existing humanitarian platforms co-led by the national authorities such as the HCTT and the clusters, notably for their roles and relationships within the overall humanitarian coordination architecture and, for their cooperation with other humanitarian coordination fora such as the INGO Emergency Sub Committee, the Shongjog and, a functional and inclusive local NGO coordination forum;
12. To consider the ‘Disaster Grading System’ for triggering appropriate response; the signals for cyclone in the SOD and for the meteorological department must be harmonized to avoid possible gaps in triggering a response;
13. To mainstream Gender Equality and Gender Empowerment in the SOD and, to mainstream gender and GBV preparedness and mitigation across the roles and responsibilities of each ministry;
14. To include sexual and reproductive health services, in line with international standards for minimum initial health service package;
15. To consider including CwC throughout the SOD, as it plays a key role in many areas of a response and has implications on the responsibilities of a very wide range of stakeholders;
16. To consider adding an annex with specific provisions for the Chittagong Hill Tracts (CHR) that highlights how traditional governance structures and DMCs will work together in order to promote an efficient and effective emergency response;
17. To leverage budget allocations for disaster management response, recovery and coordination;
18. To ensure that a monitoring mechanism is agreed upon from central to local level to ensure that that the humanitarian response is of the expected quality;
19. To promote a decentralized approach and, to ensure that at local level, the responsibilities are shared and/or delegated among concerned officials in order not to jeopardize the quality of a response by expecting all efforts to be undertaken by a few overwhelmed officials;
20. To strengthen knowledge management, data collection and the availability of on-line data.
6. Sectoral recommendations

6.1 Communication with Communities (Shongjog)

In the context of humanitarian action, Communication with Communities, which is sometimes abbreviated to CwC, refers to activities where the exchange of information is used to save lives, mitigate risk, enable greater accountability and shape a humanitarian response, as well as supporting the communication needs of people caught up in conflicts, natural disasters and other crises. Meeting the information and communication needs of such people increasingly is being recognised as a core deliverable in humanitarian response. It can save lives, mitigate risk, enable greater accountability and shape the humanitarian response.

The UN Declaration of Human Rights, Article 19 states: Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.

Recommendations for Community Engagement in SoD

- The need to ensure that Communication with Communities (CwC) is enshrined in the SOD comes from the Core Humanitarian Standard; the WHS ‘Grand Bargain’ and the UN Declaration on Human Rights.
- CwC response would complement the efforts of other sectors, increasing the efficiency and effectiveness and helping to ensure that needs of affected populations are met.
- Information sharing and two-way communication must be a predictable, coordinated and resourced component of any response.
- CwC approaches (and the responsibility to ensure they are implemented) should be included throughout the SOD. Shongjog has provided some detailed input but would gladly assist MoDMR in redrafting appropriate parts of the SOD in detail as the revision process continues.
- Ensure that CwC is defined and recognised as a key response tool
- Add explicit reference to Shongjog (including membership and responsibilities). Move some of the current responsibilities of the ‘Disaster Management Training and Public Awareness Task Force’ (which is not currently functioning) under Shongjog.
- Update and expand all existing references to communication/dissemination (for example, for Ministry of Information, BTV, Betar, BMD) to reflect the two-way, CwC approach
- Update responsibilities of key bodies to include two-way, CwC roles (detail provided in our submission).
- Add a general responsibility on all ministries, divisions, departments and government-owned corporations to ensure effective, coordinated, two-way CwC.
- Consider an appendix, based on existing best-practice documentation, with more technical details and practical guidance about the role of CwC in a response.
6.2 Child Protection cluster

- Under human induces disasters, communal/racial conflict or massive political conflict and internal/external displacement or migration need to be include in the definitions.
- NDMC and other committees: MoWCA and MoSW including DSS need to be added as the core members and their accountabilities.
- Local level coordination: DD, DSS, USSO/probation officer and union social workers need to be included.
- Child protection service mapping as the roles and responsibilities and capacity building on DRR, response and post disaster rehabilitation.
- Child protection support and services through psychosocial, protection, and social services for unaccompanied/separated children, orphans and other vulnerable children at all levels including post disaster rehabilitation.
- Permanent child friendly spaces and adolescent clubs should be considered as DRR initiative and preparedness.
- No coordination mechanism with Child Welfare Board at different level with DMCs.
- Special projects and programmes under MoLE to prevent child labour including domestic labour and informal sector and child labour trafficking in post disaster situation.
- Child protection rapid assessment and Case management for vulnerable children need to be adopted for the response and rehabilitation stage for children in need of protection.
- Separate room for establishing Child friendly space need to be considered in any shelter/infrastructure which will be use during disaster or any conflict situation.

Comments from the floor

- The meanings of disaster and hazard have changed. How do you support the child in the middle of communal violence?
- MoWCA and MoSW most important for child protection, but how will they protect them if they are not a part of the committee. There is no upazila or union level infrastructure for MoWA.
- There are already child protection services so, SoD must address how to access those service via mapping.
- Adolescent clubs and child spaces work very well during to disasters.
- No mention in SoD of how child labor can be avoided during disasters by MoLE.
6.3 Early Recovery and Shelter clusters

- Legal Framework for Disaster Recovery- required;
- All Ministries, Divisions/Departments and Agencies should prepare their own Early Recovery Action Plans in respect of their responsibilities under the Standing Orders for efficient implementation;
- Overlapping responsibilities of DMC members and DMG is a major hindrance to proper functioning; should merge.
- Local level DMCs need to be more functional where DRRO will play significant roles in small-medium scale disasters;
- Extend use of existing tools (i.e JNA, CRA) for assessing early recovery needs in participatory manner;
- Led Advocacy Programs for recovery financing for assembling recovery needs;
- SoD should be in pocket version (smaller in size)
- Each Cluster need to be led by the Governments;
- ER as cross cutting issue, inter cluster coordination group should steer by the Early Recovery Cluster;

Comments from the Floor

- Comprehensive shelter guidelines are required.
- Land Ministry must be involved in SoD because it plays an important role when building shelters.
- Schools are a major form of shelter during disaster. Should Education and Shelter clusters work collaborate to lay down guidelines?
- All clusters can work together – for a committee under Shelter cluster.
- If there is need for multi-ministerial work, as per GoB’s rules of business, Planning Commission can lead.
6.4 Education cluster

- Indicate the value of key indicators that would trigger a response in your respective sector of interventions.
- If the Education process remains interrupted for 7 or more consecutive days due to disaster/emergency, education must resume in any alternative options.
- In case of interruption of the education process for more than 7 days, relevant authorities (UEO, DEO, MoPME and MoE) to come up with the action plan on providing alternative arrangement for education continuity (school building is damaged or schools are used as shelters –alternative space with the provision for repair and maintenance works after community members leave the shelter).
- List of goods and/or services, and more specifically the ones to respond to Key Immediate Needs - to be delivered by concerned stakeholders to respond to a disaster in your respective sector.

Comments from the floor

- SoD should include only vital points and ministerial coordination mechanism. Sectoral documents should lay down individual cluster responses.
- SoD should lay down the likes of: who do I call if there is a fire? What’s in the principal’s ToR?
- Children are not mentioned at all in SoD.
- If there are existing structures and resources within the government, we can avoid discomfort over clusters following international standards and simply work through those structures in the government.
- How do we measures progress of the line ministries? Accountability must be there.
- Above all, strong commitment is needed towards disaster management principles and standards.
- Digitization of services must be prioritized at every level when implementing SoD.
- Popular synopsis of SoD for everybody.
- Accountability in current SoD encompasses responsibilities. Instead, each committee could be given an objective that must be met, along with deliverables and action plan.
- There must be greater knowledge management and innovation in SoD provisions.
6.5 Food Security cluster

- There is no key indicator that would trigger a response and targeting of the sectoral response
  - Acknowledging it is difficult to agree on a value
- Key Immediate Needs: need to be more clearly mentioned. Food is one of the goods mentioned. However, food assistance must aim to follow humanitarian standards. Targeted food distribution for children U5, Pregnant Lactating Women (PLW) and TB + HIV/AIDS patients is missing;
- Standard ration size for food and cash could be included in SOD in line with “Sphere” standards/FSC recommendations, considering different phases (immediate, short term, early recovery) as well as Multi-purpose cash grant
- Sphere standard: food ration (2100 Kcal) with 17% of the energy must come from fat (oil) and 10-12% from protein (pulse)

Comments from the Floor

- It’s the cluster’s responsibility to build the capacity of its government counterpart.
- With climate change, pattern of hazard occurrence in changing – a hazard calendar may be unnecessary.
- Unless government is not steering the cluster, it will not work. How will clusters be endorsed to engage with ministries? Who has the mandate? Who can lead the cluster? Appropriate ministry for each? This would not be a managerial structure – just a technical provision
6.6 Gender Based Violence (GBV) cluster

Regulatory Framework

- Ensure that legislation, policy, and best practice models under the national regulatory framework reflect good practice on GBV prevention, mitigation and response in accordance with domestic, regional and international instruments on preventing, mitigating and responding to GBV
- State all normative frameworks and conventions that underpin the SOD approach (ex. IASC Guidelines for Integrating GBV Interventions in Humanitarian Action (2015), CEDAW (1981), the National Women’s Development Policy (2011))
- Articulation of key considerations for at-risk groups and obligation to address GBV

National Mechanism for Policy Guidance & Coordination

- Appoint MoWCA representatives within national mechanisms for policy guidance and coordination to drive and strengthen GBV prevention, mitigation and response
- Integrate training on the GBV Guidelines into national disaster management training and awareness raising activities, under DMTAPTF

Local Level Coordination

- Promote participatory processes engaging women, girls and other at-risk groups in planning, design, implementation and M&E of disaster preparedness, response, and risk reduction
- Appoint MoWCA representative as GBV Focal Point in local level coordination committees and groups to ensure all decision makers are aware of and have access to guidance relevant to their clusters/sectors and geographic areas

Roles & Responsibilities

- Ensure that GBV response is always included in regular emergency planning cycles under the Ministry of Home Affairs, Ministry of Health and Family Welfare, Ministry of Social Welfare, and Ministry of Women and Child Affairs
- Integrate GBV prevention and mitigation into the general roles and responsibilities of all ministries, divisions, departments and government-owned corporations
- Require relevant GBV indicators in monitoring frameworks for all sectors and use this data in all regular reporting on implementation of national policies, plans and strategies (in line with safe and ethical practice for the collection and dissemination of GBV data)
6.7 Health cluster

- The current SOD is an excellent document and captured most of the health sector functions comprehensively. However – it needs a wide-ranging review involving Ministry of Health, WHO (Health Cluster Co-lead), UNFPA (Reproductive Health), Action Against Hunger/ACF (Mental Health and Psychosocial Support) and other relevant health stakeholders responding in emergencies.
- There are not a single word about the provision of Mental Health and Psychosocial Support as well as Sexual and Reproductive Health (SRH) issues – these lifesaving health needs have to be included in the SOD with due importance as they are very often neglected during emergencies.
- Risk Reduction and Normal Times activities should be merged because the nature of functions almost similar in both stages.
- Ministry/ies for dead body management/drowning prevention to be mentioned.
- Incorporate Humanitarian Coordination Architecture in Bangladesh context and activities of cluster and respective ministry/ies should be aligned and distinct.
- In addition to Ministry of Disaster Management and Relief, coordination with Armed Force Division (Ministry of Defense), Fire Service and Civil Defense and other humanitarian Actors should be outlined in the SOD.
- Reduce too many coordination cell/committee on a same thematic issue either in normal time and disaster period to avoid duplication of work.
- SOD should be reviewed in alignment with the National Health Sector plan, Maternal Health Strategy and other key strategic plans and policies of the MoHFW.
- SRH needs to be integrated into the SOD to prevent maternal, neonatal, mortality and morbidity, prevent STIs and HIV and ensure access to all services promptly.
- MHPSS issue needs to be included into SOD.
- Bangla Version of SOD should be developed and disseminated to the sub-national level (Upazila, District, Division).
- Add ‘Disaster Grading System’ for triggering appropriate response and Change/update some terms and terminologies.
6.8 Logistics cluster

- There was nothing mentioned about Logistics Cluster activation procedure. Defining and describing an effective activation procedure with clear triggering indicators and threshold is necessary for better understanding.
- There was nothing mentioned about the Government counterpart ministry or department for Logistic Cluster. Clear definition of one or more counterpart ministries and departments should be there with clear reporting line between logistics cluster and the Government. Also a focal person from each counterpart should be nominated to attend meetings. The logistics cluster will liaise with those appropriate ministries or departments to deal with any logistic issues pre-, during and post emergency.
- There was nothing mentioned about coordination and communication mechanism between the Government counterpart and the logistics cluster at central level and local lever on logistics issues. It is very much required to define a clear coordination and communication structure and mechanism at all levels of the Government which will help for better response to the affected population.
- The Logistics Cluster is not represented and not invited in any of the central and local level Government committees and meetings including DMCs. It is required for a representative from the logistics cluster members to be nominated and present in different Government committees and meetings.
- There was nothing mentioned about any standard mechanism and tool for logistical assessment of damage and gap analysis to identify unaddressed logistical facilities and required supports. A proper method and tool should be developed to facilitate joint damage and need assessment and logistics gap analysis by the Government and Logistics Cluster. A guideline is also necessary to describe the coordination mechanism to perform joint assessment.
- A Concept of Operations (ConOps) is very much required to clearly identify and describe the gaps in logistical facilities, tools and infrastructures and the necessary supports that the logistics cluster members could ask from the Government during an emergency. It will also define who will do what and how in a coordinated manner during an emergency to address the logistics gaps. This Concept of Operations (ConOps) should be developed jointly by the Government and the Logistics Cluster.
- There is no provision of capacity building for the first responders during the preparedness phase and early response phase. Trainings and simulations on emergency management could be proposed for that purposes for both Government officials and other humanitarian actors. This will help working as a joint force with same understanding and capacity.
- For effective humanitarian response, the proper mapping of humanitarian agencies in terms of logistical capacity, specialization and expertise is important, i.e., who has what capacity in which geographical area. This will supplement the Government capacity in logistics field.
- For better resource sharing purposes real-time information sharing is necessary on which organisations has what type of contingency or emergency stocks of relief materials for immediate deployment.
- Information sharing is important on vendor mapping for price and cost of logistics items and facilities for maintaining consistent procurement procedure across the organisations including the Government to avoid syndication.
- A list of key and relevant suppliers of logistical items and facility providers involving local partners could be developed. That is a smaller contingency stock depot at local level that could be maintained across the country for rapid response.
- The Logistics Cluster to be in touch with local communities and necessary local level Government officials to intervene in affected locations and collect operational and relevant information for better response.
6.9 Nutrition cluster

- Nutrition is clearly lacking in the current SOD
- Targeted interventions for children under 5, Pregnant and Lactating Women (PLW), adolescent girls etc.
  - Screening of children under 5 for malnutrition
  - Children under 5 with Severe Acute Malnutrition admitted in Therapeutic Feeding Programmes
  - Infant and Young Child Feeding (IYCF) in emergencies
  - Micronutrient supplementation, deworming etc.
  - Child center / breastfeeding center
6.10 WASH cluster

- Key Indicators that should trigger WASH humanitarian response need to include such as:
  - Outbreak of Water borne diseases - 20% area of Upazila affected by any disaster reported by SOS/JNA report with significant destruction of WASH infrastructure; Migration and displacement of population (Emergency Shelter/Camp etc.)
- Include the list of goods and/or services, and more specifically the ones to respond to Key Immediate Needs:
  - WASH Hygiene Kits; Water Purification Tablets; Mobilization of Water Treatment Plant; Temporary Latrine for formal or road side settlement; Temporary latrine for different needs (disable, child etc); Water Trucking for 0 to 30 days; Bathing cubical (Specific to Adolescent girls and Women);
  - Hygiene promotion including menstrual hygiene promotion; National and Sub-national WASH Cluster emergency coordination meetings; Inter-cluster emergency meetings; Compliance with WASH in Emergency Operational guidelines in Bangladesh for humanitarian response; active participation on National, District and Upazila Disaster Management Committees including WASH in Emergency.
  - Strengthening of Information Management system for WASH Cluster at national and sub-national levels
- DPHE is the WASH Cluster Co-lead and should be responsible for coordination of all WASH in Emergency interventions in the country including provision of safe drinking water supply, improved sanitation and Hygiene services.
- Considering the numerous government Ministries, Departments and Agencies involved in emergency sanitation and hygiene response, there should be an inter-agency platform for effective coordination of response and reporting.
- WASH emergency response are not usually well covered by MoDMR, hence there is need for better collaboration with DPHE on reporting of WASH humanitarian response.
- District, Upazila and Union Disaster Management Committee/Team should include DPHE for adequate representation of WASH humanitarian response.
- WASH Cluster should be established and strengthened in all disaster prone districts for effective coordination of WASH humanitarian preparedness and response.
- There is inadequate communication flow between DPHE at national and sub-national levels on emergency response.
- An effective communication system should be developed that will link all relevant government ministries, agencies and departments (such as DPHE) at national and sub-national levels.
- WASH agenda should be incorporated at LGI Disaster Committee.
- There is need for a platform for collaboration between DPHE and DDM.
- The revised operational guidelines for WASH in Emergency in Bangladesh should be referred to in the SOD.
- Government reporting of emergency response in the country should include WASH humanitarian response.
- The criteria for government declaration of emergency should be reviewed to incorporate all natural disasters of small to medium size which should be defined by government.
- The present arrangements for declaration of emergency is not supportive effective response to small and medium size natural disasters
7. Additional recommendations

7.1 Chittagong Hill Tracts (CHT)

Unique Geographical features (both Hilly & Mountainous) in CHT. High frequency of flash floods, water scarcity, soil erosion and degradation, rat infestations, crop destruction, and landslides. Have ample scope of strengthening DMCs for better functioning, i.e. Strengthening linkage to formal GoB DMC system and, facilitate capacity building support for DMC (i.e. training etc.).

NGOs mainly working on disaster mitigation/response are limited in CHT. Wide diversity in culture, language, beliefs and social norms impacting cohesiveness (11 tribes and Bengali). There is specific institutional arrangement in CHT are;

- The central government's administrative system (Union, Uz and District)
- The Chittagong Hill Tract Regional Council (CHTRC) and Hill District Council
- The traditional administrative system of Circle Chiefs and Headmen & Kabari
- And three administrative Circles in the CHT (Mong, Chakma and Bohmong), each with its own Chief or Raja (King).

Disaster Management Committee (DMC) at Chittagong Hill track is the same as those in other parts of Bangladesh. CHTRC and HDCs are part of disaster management and relief work (CHTRC Act 1998). However, they are yet to be included in SoD the traditional leaders i.e. Headman and Karbari are not included in the existing DMC (i.e. Union, Upazila and District). Since it is not mentioned in SoD, formally pursuing inclusion of traditional structure in the DMCs remains a challenge.

The potential for inclusion of traditional structure in SoD including Linkages between the ethnically diverse communities and the DMC established; Coordination between traditional and general administrative system improved; UDMCs have access to remote location to have quick access to information; Comprehensive DRRA Plan for Unions and Upazilas are in place, ensuring representation of all ethnic groups; Strong social cohesiveness established for efficient and effective emergency response

Recommendations for CHT area in the SoD

- Inclusion of Headmen (minimum 2) and Karbaris (minimum 5) in the Union Disaster Management Committee (DMC)
- In Upazila DMC minimum 1 Headman from each union along with Union Chairman. Headman can be nominated by Circle Chief (King/Raja)
- CEO of HDC is already in District Disaster Management Committee (DDMC) but Chairman of HDC and Circle Chief (Raja/King) could be advisors to DDMCs along with the local Member of Parliament (MP)
- Positions (CPP etc.) mentioned in the DMC are not applicable for CHT and Chairperson of respective DMC has authority to co-opt three members which need Further consultation needed to make a concrete proposal.

Comments from the Floor

- There previously had been a provision for Karbari and Headmen to be part of DMC, but this was removed. Look into why it was removed before recommending they should be included. May be an unnecessary step.
- Urban disasters must be addressed in new SoD.
A simplified, streamlined SoD is required. Current SoD is very structured, but are those structures working? Each cluster could instead have its own implementation strategy and separate M&E framework to reduce the bulkiness of SoD.

There is scope to incorporate issues from the Sendai Framework, etc. into the revised SoD.

With the introduction of ward DMCs, the provision for Karbaris and Headmen will be unnecessary.

The duties and responsibilities of the government, INGOs, developments should be delineated in SoD.

It is important to lay down which ministry is responsible for the delivery of which goods and services, volunteers, health education, etc.

Penal mechanism for not abiding SoD.

Often the DC is head of dozens of committees, burden of responsibilities as head of DMC/other roles can be shifted to ADC.

Disaster signals at all levels should be homogenized and communicated down all levels.

7.2 Gender in Humanitarian Action (GiHA)

1. Mentioning of the global, regional and national policies and normative frameworks in the “Background” section of the SoD (p.2), including: Sendai Framework for Disaster Risk Reduction (2015-2030); Delhi Declaration and Asia Regional Action Plan for the implementation of the Sendai Framework for Disaster Risk Reduction (from Asian Ministerial Conference on Disaster Risk Reduction, November 2016); Gender Equality and Women’s Empowerment commitments in Agenda for Humanity (World Humanitarian Summit April 2016): the following gender commitments in these policy instruments could be included:

- Sendai Framework for Disaster Risk Reduction (2015-2030)
  - “Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery and rehabilitation and reconstruction approaches is key” (priority 4)

- Delhi Declaration and Asia Regional Action Plan
  - “Promote and support gender-sensitive DRR actions at national and local level including universal access to sexual and reproductive health-care services, prevention and response to gender-based violence and women’s leadership”. (point ‘e’ under key actions for regional level, p. 8)
  - “Establish/ strengthen consistent and appropriate level of disaggregation for gender, age and disability data disaster loss baseline data at national level with local data”. (point ‘a’ under priority 1, p. 9)

- Agenda for Humanity (World Humanitarian Summit April 2016) – “Women and Girls: Catalising Action to Achieve Gender Equality” under the overall commitment to “Leaving no one behind”
  - Commitment 1: Empower Women and Girls as change agents and leaders, including by increasing support for local women’s groups to participate meaningfully in humanitarian action.
  - Commitment 2: Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the Outcome documents of their review conferences for all women and adolescent girls in crisis settings.
  - Commitment 3: “Implement a coordinated global approach to prevent and respond to gender-based violence in crisis contexts, including through the Call to Action on Protection from Gender-based Violence in Emergencies”.
  - Commitment 4: Ensure that humanitarian programming is gender responsive.
  - Commitment 5: Fully comply with humanitarian policies, frameworks and legally binding documents related to gender equality, women’s empowerment, and women’s rights.
2. The following guidelines should be included into the list of “Guidelines for Government at all Levels (Best Practice Models)” (2.1.5, p.7):
   - Guidance Note on Gender Inclusion and Women’s Empowerment at the Centre of Resilience Building: Operationalising the ‘Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction”\(^1\)
   - National Women’s Development Policy of the Government of Bangladesh

3. Provision for minimum of 20% representation of women in the City Corporation Disaster Management Committee (CCDMC), the District Disaster Management Committee (DDMC), Upazila Disaster Management Committee (UzDMC), Pourashava Disaster Management Committee, and the Union Disaster Management Committee (UDMC).

4. At least two members from women’s organisations/CSOs/Samity in various committees: National Platform for Disaster Risk Reduction (NPDRR), City Corporation Disaster Management Committee (CCDMC), District Disaster Management Committee (DDMC), Upazila Disaster Management Committee (UzDMC), Pourashava Disaster Management Committee, Union Disaster Management Committee (UDMC),

5. The Secretary of the Ministry of Women and Children Affairs should be a permanent member of the National Disaster Management Council (NDMC)\(^2\), the Inter-Ministerial Disaster Management Coordination Committee (IMDMCC) and the Earthquake Preparedness and Awareness Committee (EPAC)

6. The DG from the Department of Women Affairs should be a permanent member of the National Disaster Management Advisory Committee (if it is retained in the new SOD), National Disaster Response Coordination Group, the National Platform for Disaster Risk Reduction (NPDRR), the Disaster Management Training and Public Awareness Task Force and the Committee for Focal Points Operational Co-ordination Group. DG from the Department of Women Affairs should also be invited (like DGs of other departments) to join IMDMCC meetings.

7. Officers of the Department of Women Affairs should be (at the respective levels) members of Local Disaster Response Coordination Group (LDRCG), City Corporation Disaster Response Coordination Group (CCDRCG), District Disaster Response Coordination Group (DDRCG), Upazila Disaster Response Coordination Group (UDRCG), Pourashava Disaster Response Coordination Group (PDRCG): if these groups are retained in the new SOD that is; the City Corporation Disaster Management Committee (CCDMC), the District Disaster Management Committee (DDMC), Upazila Disaster Management Committee (UzDMC), Pourashava Disaster Management Committee, and Union Disaster Management Committee (UDMC).

8. Include into the list of “General Roles and Responsibilities of all Ministries, Divisions, Departments, and Government Owned Corporations” (Part 4, 4.1) and into the list of roles and responsibilities of the key ministries and departments, especially of Ministry and department of Disaster Management and Relief, Ministry and Department of Environment and Forest, Ministry and Department of Agriculture, Ministry of Land, Ministry of Water Resources, Ministry of Local Government and Rural Development, LGED, Ministry of Home, Ministry of Health and Family Welfare, Directorate General of Health Services, Ministry of Social Welfare, and all above mentioned committees and coordination mechanisms the following:
   - Consider and provide targeted measures for identified disproportionately impacted and vulnerable groups based on gender, age, disability, and other diversities

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\(^2\) In line with Disaster Management Rule 2015
- Ensure and promote gender-responsive measures in disaster risk management including:
  o Collection and use of sex, age and disability disaggregated data, as well as gender vulnerability analysis, in all risk and need assessments.
  o Capacity enhancement on gender-responsive DRM
  o Ensuring gender balance among assessment and data collection teams
  o Ensure women’s equitable access to disaster related relief and recovery information/services, financial products/services, livelihood opportunities, housing, and protection mechanisms

9. All the relevant ministries should be instructed to coordinate with Ministry of Women and Children Affairs in case of gender equality aspects to prepare sectoral preparedness plans, and capacity building in DRR and humanitarian actions, as well as do the necessary sectoral gender analysis and profiling.

10. Ensure formal recognition in the SoD of the Humanitarian Coordination Task Team (HCTT), led by MoDMR and RCO, and its humanitarian clusters and working groups, including the inter-cluster Gender in Humanitarian Action Working Group, led by the Department of Women Affairs and UN Women

Comments from the floor:

- It is difficult to increase women’s representation when committees are constituted by representatives of different professions. Look for areas where women can be included – if there are two places for teachers, make sure both are filled up by women.
- Make it mandatory that the Secretary/Co-chair/Vice Chair is a female in DMC committees because women members often find it hard to speak up.
7.3 INGO Emergency Sub-committee

INGO emergency sub-committee put the effort of consolidate NGOs field consultation findings mainly regarding the structure and representations focus on the flowing recommendations;

- Formalize the role of the HCTT and clusters within the SOD.
- Remove the reference to the ‘Co-ordination Committee of NGOs relating to Disaster Management’, which is not currently functioning. In its place, formalise the role of the INGO ESC (to coordinate within INGOs; and between INGOs and the wider response).
- Throughout the SOD, where individual INGOs are currently named, these should be removed and replaced with x nominees from the INGO ESC (who would then represent the INGO community)
- Include the newly-formed NAHAB (National Alliance of Humanitarian Actors in Bangladesh) – which includes national NGOs working in humanitarian areas – with a definition of how this body will interact with government and other stakeholders through representation on the HCTT.
- Remove references to ‘Local Disaster Response Coordination Groups’ and allocate responsibilities to the DMC at the appropriate geographical level, rather than forming a new group for a response.
- Ensure that activation and support of DMCs at local levels is prioritized and monitored.
- Review membership of DMCs to ensure inclusive representation; and consider formation of ward-level DMCs (in addition to Union and City Corporation level)
- Reflect the provision in the DM Act for the DC to declare a local-level disaster. Further, while the DC should remain the key focal point at local level, the DRRO should be empowered to make key decisions, based on local assessments, in order to make sure the response is timely.
- Response should be based on humanitarian principles; and on a prioritization of need (in terms of geographical areas and beneficiary selection), with responders making decisions independently of any vested interest
- All response activities should be guided by pre-agreed packages
- A market-based response is preferred (including through cash, vouchers or card system), supplemented by direct distribution of goods or services for particular vulnerable groups or where markets are not functioning
- INGOs’ role is to supplement the government response, rather than setting up a parallel system, to avoid duplication and overlaps.

***
Annex: List of participants

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