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# Final Report

## Bangladesh: Cyclone Komen

 International Federation  
of Red Cross and Red Crescent Societies

Emergency appeal n° [MDRBD015](#)

GLIDE n° [TC-2015-000101-BGD](#)

Final report

24 June 2016

Reporting period: 11 August 2015 to 31 March 2016

### A. Summary of the operation

#### Summary of the Emergency Appeal operation:



**Bangladesh Red  
Crescent Society  
(BDRCS)**



**20,000**  
people assisted



**856,924**  
CHF in operation budget



**6**  
National Societies  
involved in the operation

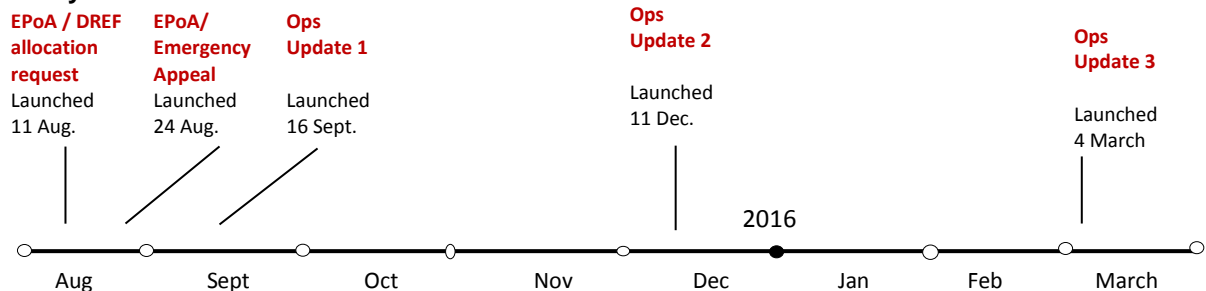


**524,831**  
CHF total expenditure



Primary school students participating in an interactive practical session of hygiene promotion in Cox's Bazar. **Photo:** BDRCS.

#### Appeal history

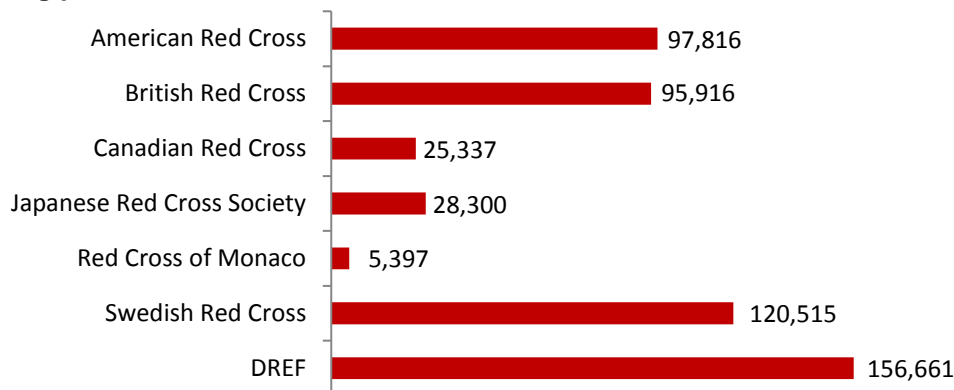


## Appeal coverage



The appeal coverage (including DREF allocation) was only 62 per cent, of which 60 per cent was earmarked for certain activities or timeframes. The low funding coverage for the appeal and the earmarking of more than half of the income resulted in substantial operational adjustments from the original plan, which are explained in section D of this report. The expenditure rate of the Emergency Appeal was 99 per cent of the total income.

## Supporting partners



The majority of the funding for the appeal consisted of the DREF allocation of about 30% of the total funding, enabling the BDRCS to carry out the early relief response to cyclone Komen. Swedish Red Cross stood for around one fourth of the total income, followed by American Red Cross and British Red Cross supporting one fifth of the total income each.

## People reached



A total of 20,000 people were reached in the cyclone Komen operation, that is about 60% of the planned number of people reached. The reason why less number of people were reached was the funding shortages for the appeal.

## B. Situation analysis

### Description of the disaster

Cyclone Komen made landfall on 30 July 2015, weakening as it moved slightly towards the northeast. Cox's Bazar, Chittagong, Bandarban, Noakhali, Feni and Bhola districts were significantly affected. The regions were already affected by the previous flash floods and landslides which had started at the end of June 2015. In addition to the number of people that were injured during the cyclone, at least seven people (including two children) were reported to have lost their lives and 38 people were reported missing. The Government district level 'D-form' data immediately after the disaster indicated many houses were flattened or under water, trees uprooted, and power supplies and communication systems disrupted in some places. Crops were damaged and shrimp projects flooded. Due to the impact of the cyclonic storm, heavy to very heavy rainfall triggered in southern Bangladesh widespread flooding. Consequently, the lives and livelihoods of the people of those areas were further worsened.

A Need Assessment Working Group (NAWG) was formed to identify the damage and needs of all these areas affected by Cyclone Komen and subsequent flooding. This assessment was commissioned by the Humanitarian Coordination Task Team (HCTT) and covered 10 districts. The cumulative effect of the floods coming after Cyclone Komen increased the affected population to 2.6 million people. The impact of these events was felt most acutely by the extreme poor. It was estimated that 218,665 people (57,774 households) fall within this demographic. The HCTT also produced a Joint Response Plan (JRP) based on the assessments undertaken in different stages. The JRP proposed an immediate to longer term response strategy as well as mitigation measures based on the inputs from mainly the Food Security,

Shelter, Water, Sanitation and Hygiene Promotion (WASH) and Early Recovery clusters. This Emergency Appeal (EA) operation was designed in line with JRP.

## Summary of response

### Overview of Host National Society

The Bangladesh Red Crescent Society (BDRCS) have strong presence in the Cyclone Komen affected districts which allowed them to monitor the overall disaster situation since the third week of June 2015 when the flash flood and landslide started in the same region. Information was being collected on an ongoing basis in response to the changing nature of the flash flood, landslide and cyclone by the branch offices from the local Red Crescent volunteers and government officials. This information was then shared with BDRCS national headquarters' (NHQ), IFRC, ICRC and Partner National Societies (PNSs).

The cyclone preparedness programme (CPP) volunteers were deployed and helped people to disseminate signals and supported evacuation to cyclone shelters or other safe places/areas. As a first responder, BDRCS's local units had mobilized their volunteers to provide search and rescue and first aid services to the population affected by the flash floods, landslides and Cyclone Komen. A total of 161 Red Crescent Youth (RCYs) were involved in different activities such as search and rescue, first aid, psychosocial support and transferring persons with disabilities, senior citizens, young children, pregnant and lactating women to safer shelters. BDRCS provided drinking water through the mobile water treatment plant in Cox's Bazar district during the initial days of the disaster.

Apart from these, BDRCS-IFRC supported the flash flood affected people by providing cooked food and dry food to 1,500 families as well as cash support to 1,000 families.

BDRCS had taken an active part in the Joint Needs Assessment (JNA) in the south-eastern districts organized by the HCTT. Two members (one from IFRC and one from BDRCS) were deployed in Cox's Bazar and Chittagong districts and have assisted in the phase two of the JNA in July 2015. One IFRC staff member also supported the JNA working group for data compilation and analysis.

BDRCS requested support from IFRC via the Disaster Relief Emergency Fund (DREF) on 11 August 2015 to support 3,000 families in the five districts of Chittagong, Bandarban, Cox's Bazar, Feni and Noakhali with the provision of unconditional cash grant, primarily to meet their food needs for one month. In addition, BDRCS, to address the critical needs of the affected population, provided from its Disaster Preparedness stocks 3,000 tarpaulins, 30,000 packets of oral rehydration salts (ORS) and installed two mobile water treatment plants. Within three weeks of the start of the operation, BDRCS completed the distribution to 3,000 families of its first phase of unconditional cash grant (3,000 Bangladeshi Taka (BDT) per person) and one tarpaulin per family.

Subsequently, on 24 August 2015, an Emergency Appeal was launched to support a total of 6,500 affected families to address their food, WASH, livelihood and emergency shelter needs. However, due to funding constraints, the operation had to revise the target down to 4,000 families from 6,500 families. This revised target supported 3,000 families with cash grants for food and emergency shelter (tarpaulins); and 1,000 families to benefit from safe drinking water, sanitation and hygiene promotion activities. Out of these 4,000 families, around 3,000 families were given an awareness session on disaster risk reduction (DRR) in March 2016.

BDRCS signed an agreement with bKash, largest mobile money transfer agency in Bangladesh and supported 450 beneficiaries in Chittagong and Cox's Bazar district through mobile money transfer mechanisms.

As part of the effort to ensure community engagement and accountability, BDRCS established a complaints and response mechanism (CRM) to enable beneficiaries to offer valuable feedback on the goods and services they received, and enable field staff to take necessary and timely actions to address any gaps. Rapid Assessment through Mobile Phone (RAMP) was introduced as a survey tool in this operation for the beneficiary identification and selection process. The National Disaster Response Team (NDRT) members and BDRCS youth volunteers were involved in the RAMP survey with additional support provided by IFRC and BDRCS NHQ staff. The survey provided baseline information of the targeted beneficiaries in a systematic way, and minimized time, cost and inconsistency in data collection. RAMP was also used for the post-distribution monitoring.

### Overview of Red Cross Red Crescent Movement in country

The in-country Red Cross Red Crescent Movement partners (e.g. BDRCS, in-country PNSs, IFRC, and ICRC) have an existing coordination mechanism in the form of a bi-monthly Movements Partners Coordination Meeting (MPCM). These meetings cover regular updates from the movement partners, immediate issues to be handled and the plan of action. Apart from MPCM, coordination meetings between partners taken place whenever the need arises such as a meeting on 12 August 2015, immediately after the launch of the DREF operation, where the tentative plan for the emergency appeal was promptly discussed. IFRC plays a coordination role to assist BDRCS for better response, with support from in-country Movement partners. The ICRC, British Red Cross and German Red Cross participated in BDRCS-led field assessment teams.

The IFRC country office has kept the Movement Partners updated on the Appeal coverage as well as progress of the operation through face-to-face meetings and by e-mail. Among the in country PNSs, the country representative of Swedish Red Cross made a visit to the operation areas during the third week of November 2015. Apart from the in-country Movement Partners, IFRC has organized several teleconferences with PNSs to share updates and explore support for the Appeal.

ICRC supported 250 families in Bandarban districts following the similar package for food security as identified by the Joint Response Strategy. The IFRC has contributed emergency shelter package to these 250 families and made this response a joint response by BDRCS-IFRC-ICRC.

### **Overview of non-RCRC actors in country**

The humanitarian community in Bangladesh has a well-defined coordination mechanism at all levels. Key to this coordination was the sectoral Local Consultative Groups (LCG) mechanism between the Government of Bangladesh and development partners. The LCG on Disaster and Emergency Response (DER) is co-chaired by the Ministry of Disaster Management and the UN Resident Coordinator. Within the LCG-DER, the HCTT is a working group which provides an operational level forum for coordinated disaster preparedness, response, and recovery across sectors and consists of all cluster leads, donors, INGO representatives, NGO representatives and IFRC. The detailed update on the actions of non-RCRC actors, including HCTT and the Government of Bangladesh was reported in the [operations update no. 1](#) and [operations update no. 2](#).

IFRC and BDRCS have actively coordinated with different clusters to provide information in the Who-Where-What-When (4W) matrix. They have shared the Cyclone Komen response plan and operational findings. In addition, IFRC and BDRCS have played a key role in the cash working group (CWG) to support cash transfer programming and helped to determine package of assistance using cash transfer modality.

## **Needs analysis and scenario planning**

The need analysis for this operation was based on -

- the JNA report (20 July 2015) that was commissioned before the Cyclone Komen targeting the heavy rain induced flash flood and land slide in the same districts.
- the BDRCS assessment which was commissioned after the cyclone on 5 and 6 August 2015. The ICRC, British Red Cross and German Red Cross participated in this BDRCS-led field assessment teams.
- HCTT commissioned rapid assessment after the Cyclone Komen that covered information on the cumulative effect of the June flash floods, Cyclone Komen and the subsequent rain-induced flooding. Based on this assessment, HCTT updated the JRP developed earlier.

According to the JNA report for the flash floods and landslides, food, shelter, water and livelihoods were reported as the main priority sectors across the affected districts. These priorities remain the same for Cox's Bazar, Chittagong and Bandarban districts after Cyclone Komen, which had affected the same districts, with more emphasize on food and shelter. The needs were confirmed by the BDRCS assessment teams deployed after the cyclone between 5 and 6 August 2015. The coastal districts of Noakhali and Feni were also hit by the cyclone but with a lesser number of families affected. However, the intensity of damage for those families is the equally as devastating, especially as the tidal surge followed by heavy rain had damaged their homes and crops.

Apart from these, a rapid market assessment led by WFP identified that the traders are confident in meeting the demand by consumers. All basic food commodities were available at standard prices aligned with the usual lean seasonal price points. Based on these finding, members of the CWG had agreed that cash based intervention is the most appropriate approach. However, after the cyclone, there were some price hike for commodities such as vegetables, rice and wheat. Apart from this temporary price hike, the market was functional as confirmed by the assessment team deployed by the BDRCS which gave a good ground for this operation to focus on cash based intervention.

### **Risk Analysis**

The risk of more heavy rains and additional flooding were taken into account in the operation. In the case where this occurs, there was a possibility of an upscale of operation, with additional consideration of winter needs of the affected population. However, the operation was completed within agreed time frame without any additional flooding.

As a significant number of the affected areas are located in remote areas, logistical arrangements remain a key challenge and risk. Assessment teams and responders have reported several challenges to gain access in the areas affected due to roads being blocked and continuous rain.

Coordination at local level, especially with the local government was identified as a risk during the previous operations which was taken care of this time with more formal dialogue with the local government. Monitoring of the activities were ensured at all level of works to minimize error of work.

## **C. Operational strategy and plan**

### **Overall Objective**

The overall objective of the operation was to ensure that immediate humanitarian needs of 4,000 families affected by Cyclone Komen in 5 districts of Bangladesh were met through the provision of cash for immediate needs and livelihood, emergency shelter, safe drinking water, sanitation and hygiene promotion.

### **Proposed strategy**

This operation has supported the BDRCS to assist the most vulnerable in the five districts affected by Cyclone Komen. Three of the five affected districts were also previously affected by the flash floods and landslides at the end of June to mid-July 2015. The BDRCS, utilized its staff and volunteers across the affected areas, who were actively engaged in response immediately after the onset of disaster and rendered relief services at the affected areas. The operation was started through DREF support mainly focusing on assessment and relief assistance (unconditional cash grants) for affected people, particularly those displaced. The DREF also supported drinking water needs through two mobile water treatment plants. With the launch of the Emergency Appeal, the operation was scaled-up activities as well as consider other priority needs to target 6,500 families. However, with the low Emergency Appeal coverage the operations have managed to support 4,000 families.

The main component of this Emergency Appeal was the unconditional cash grants that was distributed in two phases through different modalities. The full package was to provide BDT 9,000 (approx. CHF 112.5) cash grants to the affected families to cover their immediate needs for three months, and helped them to avoid turning to negative coping mechanism. This full package of support was recommended in the JRP after the JNA was conducted.

In addition, it was also recommended in the joint response plan and BDRCS assessment that livelihood restoration was critical. Hence, livelihood cash grant of BDT 8,000 (approx. CHF 100) was included in the Emergency Appeal, targeting 500 families, but this was canceled due to funding constraints.

As shelter was considered a key challenge mainly for those families whose houses were damaged and those displaced, the BDRCS mobilized tarpaulins from its disaster preparedness (DP) stock for 3,000 families.

This operation also included repairing and disinfecting the water points (tube well) which were affected by the disaster.

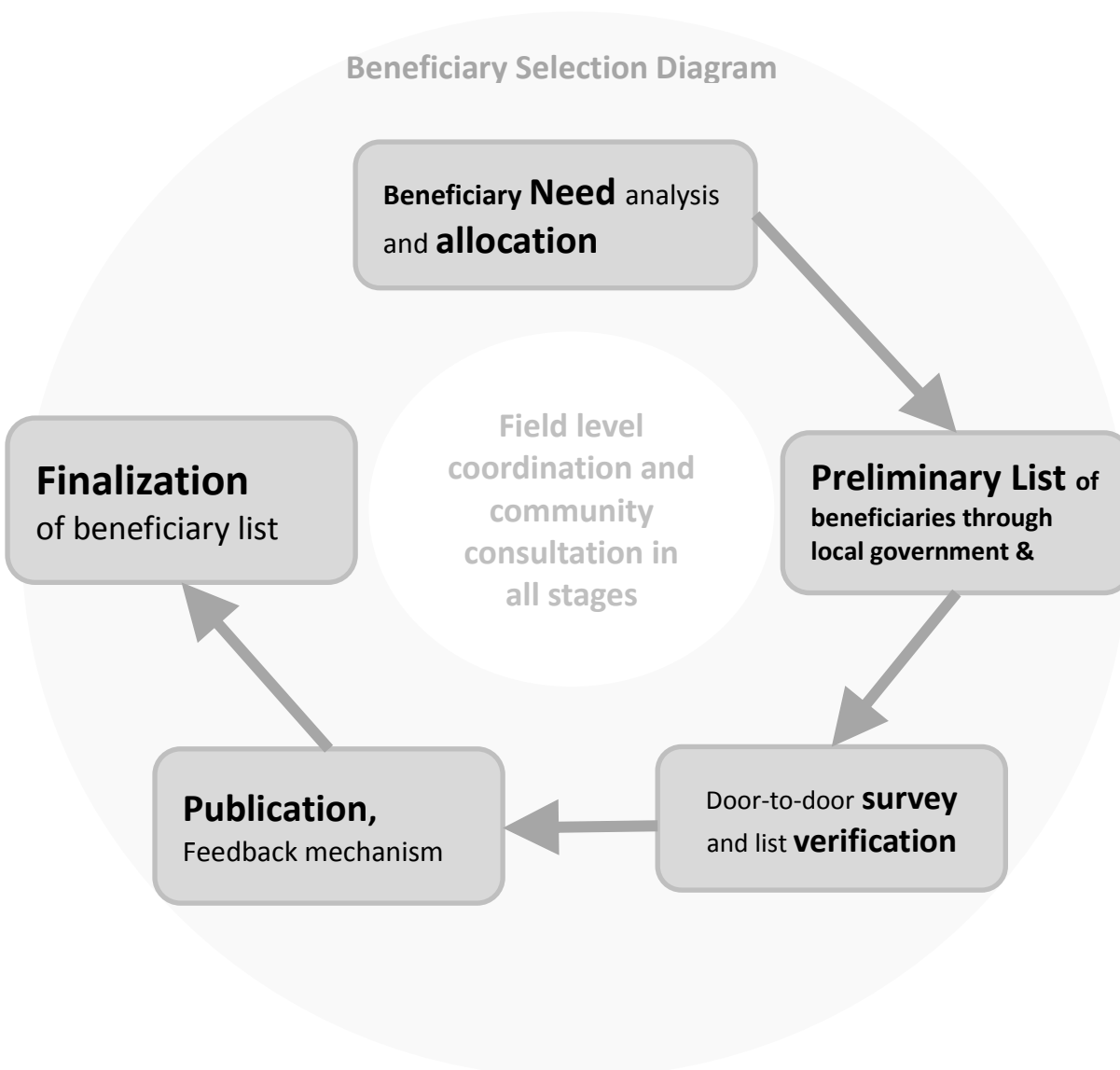
BDRCS and IFRC coordinated with other humanitarian agencies in the selection of location and beneficiaries by fully collaborating with the information management working group; comprising representatives of government, UN, Red Cross and Red Crescent National Societies, and INGOs in Bangladesh. However, this working group is currently not active.

### **Beneficiary selection**

The targeted people were primarily those affected and displaced by the cyclone. The prioritized beneficiaries include the elderly, women and children as the most vulnerable categories during disasters.

The whole beneficiary selection process has ensured community participation by holding consultation sessions, suggestions and feedback mechanism. BDRCS/IFRC worked in close contact with other humanitarian actors to avoid

potential overlapping in case of selection of geographical locations and beneficiary households. A simplified beneficiary selection diagram was developed by IFRC/BDRS as follows:



The summary on vulnerable group from the beneficiary baseline information was as follows:

- Total female headed family was 8 per cent.
- Families with below 10-year-old child was 42 per cent.
- Person with disability (PWD) was approximately 3 per cent of total beneficiaries.
- Lactating mother is 12 per cent of total beneficiaries.
- Elderly person is around 10 per cent of total beneficiaries (more than 60 years old).

## **Operational support services**

### **Human resources (HR)**

BDRCS used its existing staff and volunteers for the response operation. BDRCS had deployed several NDRT members for the operation and also NDWRT to operate the portable water treatment plant. The district branches deployed youth volunteers as well as the members of the executive committees. They were also supported in assessment and beneficiary selection.

IFRC has also used its existing staff for the operation and deployed two staff to different field locations to assist BDRCS district branches for assessment and beneficiary selection at several stages. The in-country PNSs and ICRC had also provided human resource to support the assessment in the very initial stage.

This operation covered travel, accommodation and per-diem costs related to the staff and volunteers. The emergency operation center (EOC) in both district and NHQ levels were supported through strategic deployment of dedicated staff to the field as well as coordination with various clusters and working groups. Their related costs were included in this Appeal.

## **Logistics and supply chain**

The tarpaulins and jerry cans included in this plan were initially sourced from existing in-country disaster preparedness stocks which were planned to replenish through the IFRC regional logistics unit (RLU).

BDRCS utilized its existing warehouse and transport capacities to support the operation. BDRCS has a central warehouse in Dhaka and a regional warehouse in Chittagong district. For this operation, the stock from the Chittagong warehouse were used as the affected districts are near from Chittagong. IFRC has provided logistics support according to its standard procedures to timely and efficiently deliver NFI's from in-country DP-stock. IFRC's RLU has provided technical support to the Bangladesh Office.

This operation had a cash based programming component, which required smooth mobility of cash from NHQ to the branches, and to the field. IFRC and BDRCS programme and finance teams worked closely to ensure the supply chain of cash to the field level.

## **Communications**

BDRCS and IFRC communications departments are the focal point for communications and media relations. Information of disaster responses were regularly being updated on social media. Field visits were being conducted to capture materials for web story and best practices reflecting the actual needs and operation in the field in due course of time.

Beneficiary communication and close coordination with the affected people was taken into consideration during response operation and the BDRCS incorporated feedback mechanism during the course of the operation in order to enable the field staff to take necessary and timely actions to address gaps identified.

## **Security**

Accessibility was an issue in many of the affected unions due to damaged infrastructure. Despite having problems in getting access to the affected regions due to inundation and absence of transportation services, the BDRCS volunteers were utilizing locally available facilities, including boats in most of the places, to carry out assessment and render immediate response services in affected areas.

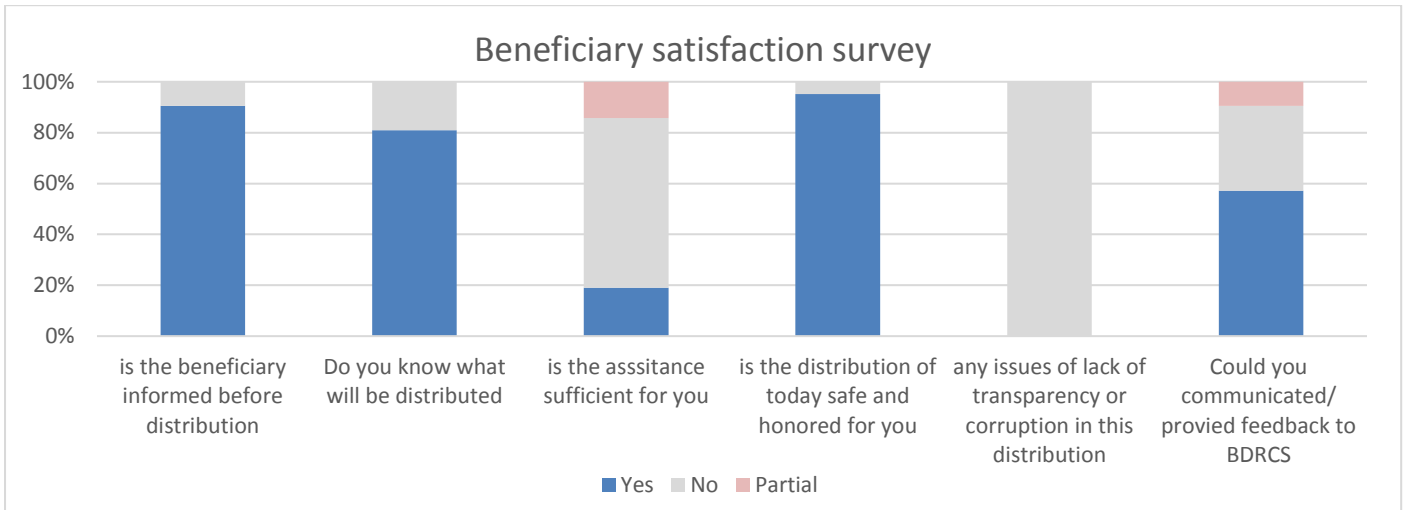
IFRC and BDRCS constantly monitored the weather situation and took precautions on time. Existing rules and regulations was followed in the operation.

Road accident is one of the security risks in many parts of the country. This risk was high in the affected districts as the road infrastructures were damaged due to flash floods and inundation.

## **Beneficiary Communications and Accountability**

Beneficiary communication and accountability (BCA) focal points of BDRCS and IFRC country office supported emergency response through the provision of relevant information to disaster-affected communities and help create an environment of accountability through accessible feedback mechanisms. While information needs are assessed on the ground, appropriate messages were disseminated among wider population through appropriate communication channels. BDRCS and IFRC will maintain coordination with the communication with communities (CWC) working group under the HCTT in this regard. The operation took into consideration participatory community selection process and implementation mechanism. Considering the availability and reach of local community radio stations, call in radio programmes was planned but had to cancel due to low radio station coverage. CRM was employed for communities to raise valid concerns and receive a response about the quality of aid. Frontline workers, such as volunteers and staff, were oriented on beneficiary accountability.

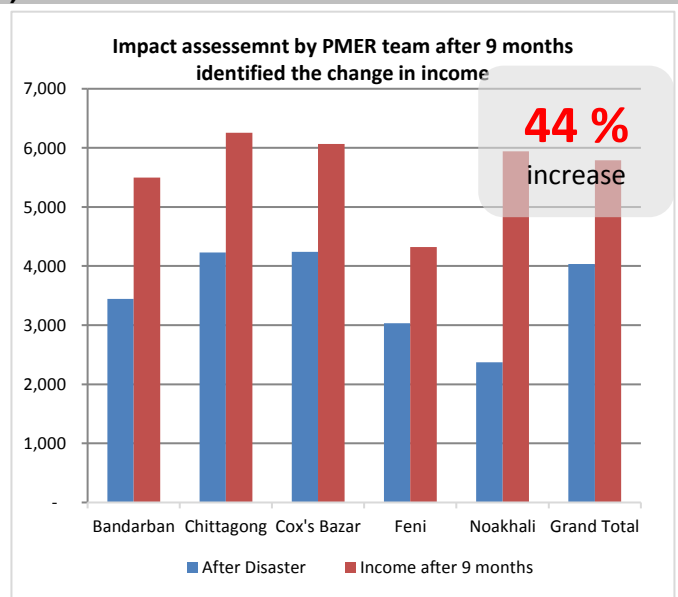
A beneficiary satisfaction survey was conducted in the relief phase of the operation to evaluate the quality of service to communities. The survey shows that approximately 90 per cent of total beneficiaries well aware about the emergency support package and satisfied with the arrangement of distribution. It also revealed that majority of beneficiaries were properly informed about the distribution date, venue and time. Beneficiaries reported that the overall implementation was transparent for them.



### Planning, monitoring, evaluation, & reporting (PMER)

BDRCS was responsible for the day-to-day monitoring of the operation - primarily at the branch/unit level, but supervised and supported closely by NHQ and IFRC. BDRCS and IFRC monitoring teams, including the NDRT, visited the operation areas. Regular internal reporting and logbook-keeping by the field officers helped gather information of day-to-day operational issues. BDRCS PMER unit was involved in PMER activities, especially in the planning and reporting of the operation at headquarters. With the support of the PMER team, an impact assessment was done after 9-month of the start of the operation which has identified the changes in the income of the cash grant beneficiaries.

IFRC, through its country office in Dhaka and the PMER team in Kuala Lumpur, provided technical support to BDRCS. The affected districts were regularly visited by joint IFRC and BDRCS monitoring teams on a needs basis. This has helped in identifying and, where possible and necessary, resolve operational challenges.



## D. DETAILED OPERATIONAL PLAN

### Quality Programming / Areas Common to all Sectors

## Quality programming / Areas common to all sectors

**Outcome 1:** Continuous assessment and analysis is used to inform the design and implementation of the operation.

Output	Activities planned
<b>Output 1.1:</b> Participation in assessments and continuous collection of information from local units	Orientation and deployment of NDRTs to selected areas for participating and contributing to the assessment after the flash floods
	Data collection and analysis
	Assessment by the BDRCS branches after Cyclone Komen
	Continued information collection from local units
	Beneficiary selection survey through RAMP <sup>1</sup>
	Monitoring visits by joint teams of BDRCS headquarters and IFRC
	Final evaluation

**Outcome 2:** An environment of information sharing and transparency is ensured through employing beneficiary communication tools and mechanisms.

Output	Activities planned
<b>Output 2.1:</b> Access to relevant information	Identification on information needs and communication channels
	Identification and dissemination of key messages on behavioural change and aid assistance
	Orientation of communities on mechanisms to receive information/provide feedback
	Identify community radio stations and relevant themes for live radio programme
	Orientation of communities on call in radio programme and forming listener clubs
<b>Output 2.2:</b> Provision of communication tools for community mobilization and information sharing	Establishing kiosks/information boards in strategic locations
	Opening hotlines/complaints box/ and information desks
	Community consultation in different stages
	Developing brochures (beneficiary accountability, WASH, etc.)
	Hosting live radio programme
	Prepare and disseminate FAQ for different stakeholders
<b>Output 2.3:</b> Provision of feedback mechanisms on aid assistance	Orientation of staff and volunteers on beneficiary accountability
	Consultation and orientation of communities on lodging complaints and receiving feedback
	Setting up CRM through hotline/information desks/complaints box
	Registering complaints and feedback received
	Coordinate response towards complaints and feedback
	Conducting beneficiary satisfaction survey

### Achievements

Under the outcome 1, all activities were implemented except the final evaluation. However, the operation tried to maintain a good information flow in terms assessments and monitoring that ended with an impact assessment. The following assessments were conducted:

- Beneficiary Baseline Survey (August 2015)
- Post-distribution monitoring (November 2015)
- Use of emergency shelter support (December 2015)
- Impact assessment (March 2016)

BDRCS and IFRC were actively involved with the national level assessments as well as with BDRCS' own assessment when insufficient information was available from the field.

An assessment was conducted during December 2015 to understand the effectiveness and usefulness of distributed tarpaulins. It was found that the beneficiaries were still using the tarpaulins effectively and for various purposes depending on the season. Beneficiaries used them as a roof covering sheet during rainy days and as a ground sheet during harvesting time to dry rice. They were also using them for storing and covering seeds and valuable goods.

Under the outcome 2, the community radio program related activities were removed from the operation plan as the community radio stations have very limited coverage in the areas where BDRCS has worked for this operation. However, the thematic message prepared for the targeted communities were disseminated through community gathering and the awareness sessions.

<sup>1</sup> Beneficiary selection survey through RAMP added as a new activity and was not included into the initial EPoA.

Before implementing the emergency response, a team consisting of NDRT members and unit volunteers went to the affected communities to better understand their living conditions and priority needs. Based on the feedback received, BDRCS, with the support from IFRC, designed the emergency response packages in alignment with the JRP strategy. Beneficiaries were contacted by volunteers and, again by, local unit representatives when they were selected. Before the distribution of the support package, the target beneficiaries were consulted by BDRCS to ensure that distribution points were located in the most suitable location for their access. Beneficiary cards with detailed information of the distribution were provided to each beneficiary.

BDRCS contacted beneficiaries to inform them about distributions and to get feedback on operational activities. In addition, BDRCS followed-up with the beneficiaries who were absent from the distribution event by phoning them and sending local volunteers to their houses. There were challenges to deliver assistance to all the beneficiaries, e.g. the death of some beneficiaries, and some who had moved away from their communities for better livelihoods either through deep sea fishing or migration to other locales. A community participatory approach was taken by BDRCS to identify possible solutions from beneficiaries and local community leaders.

### Challenges

Although the community information board is recognized in many operations as a good way to disseminate information, it was not the case for this operation. Many of the houses in the operational areas are scattered and are difficult to access, in which placing a community board in a specific location is unable to serve its intended purpose. Instead, by having community gathering, with prior notification through the community leaders and BDRCS volunteers, is a better option for disseminating information.

### Lessons Learned

Alignment with the national humanitarian architecture sometimes creates delay on the overall planning and implementation. The BDRCS and IFRC can do advocacy with government and other agencies to adopt mobile-based information collection system to speed up the information collection. At the same time, BDRCS should provide more training and orientation to the district branches on information management, CRM and beneficiary communications aspects.

## Water, Sanitation and Hygiene Promotion

### Water, sanitation and hygiene promotion

**Outcome 1:** The risk of water and sanitation related diseases have been reduced through access to safe drinking water, appropriate sanitation and hygiene promotion.

Output	Activities planned
<b>Output 1.1:</b> Daily access to safe water which meets Sphere standards in terms of quantity and quality is provided to target population	Short briefing to the trained RCY volunteers for operating mobile water treatment plant (1,000 ltr/hr)
	Mobilizing water treatment plants to the affected areas with NDWRT members
	Setting up and running water treatment plants for 2,000 families in 3 locations in Cox's Bazar district for 15 days
	Distribution of ORS solution packs from DP stock and replenishment through local procurement
	Disinfection of 25 tube-wells in Cox's Bazar district
	Repairing of 25 tube-wells in Cox's Bazar district
	Distribution of jerry cans for 1,000 families
	Replenishment of jerry cans through RLU
<b>Output 1.2:</b> Improve access to sanitation facilities to 1,000 families	Identification of locations to install portable collapsible latrine
	Mobilization of portable collapsible latrine from DP stock
	Installation of portable collapsible latrine for displaced people in Cox's Bazar district
	Supporting community for maintenance
<b>Output 1.3:</b> Improve sanitation practice hygiene knowledge and behavior of 1,000 families	Mobilization of hygiene promotion kits for displaced people in Cox's Bazar district
	Volunteer orientation
	Hygiene promotion through distribution of hygiene promotion kits

### Achievements

Under this outcome, most of the planned activities were completed on time. Disinfection of all tube wells and replenishment of water jerry cans were canceled.

Access to safe drinking water and latrines in Cox's Bazar district was an acute concern for the temporarily displaced people from the beginning of the operation.

To meet their immediate needs, BDRCS mobilized water treatment plants and portable collapsible latrines with the help of National Disaster WatSan Response Team (NDWRT) members. As a result, about 1,000 families were reached. See more at [IFRC web stories](#). In September 2015, after Cyclone Komen the scenario of sanitation at Konakhali Union of Cox's Bazar district was worse and the people were suffering from water-borne diseases. At that time, BDRCS has installed 10 set of rapid latrines at Konakhali Union for communal use and later stage local unit handed over these rapid latrines among 10 affected families.



**Left:** Cyclone Komen affected people collecting drinking water from water treatment unit of BDRCS in Konakhali, Cox's Bazar. **Right:** BDRCS installed Rapid latrines in Konakhali, Cox's Bazar for communal use during emergency phase. Photo: BDRCS.

The NDWRT members provided orientation to the volunteers and the members from Cox's Bazar unit on tube-well repairing and hygiene promotion. In three primary schools, in the same area where initial drinking water support was provided, school students were trained to promote better hygiene practices to their families. Apart from the school level hygiene promotion activities, BDRCS conducted hygiene promotion activities at the communities where the other WASH activities were carried out and distributed two hygiene promotion kits. BDRCS distributed 2,000 jerry cans of 10 litres capacity among 1,000 affected families in Konakhali Union of Cox's Bazar district. Each family received 2 jerry cans for storage and carrying drinking water.

Cox's Bazar Red Crescent Unit repaired and reconstructed 25 tube wells in Konakhali Union. To complete the repair work, local unit formed a procurement committee and took lead in implementation under the guidance of BDRCS NHQ/ IFRC.



**Left:** Beneficiaries returning home after receiving jerry can from BDRCS. **Right:** BDRCS repair tube well and platform in the affected communities in Cox's Bazar to ensure the water access. Photo: BDRCS.

### Challenges

- Identification and selection of tube wells for repairs was a major challenge as BDRCS had limited resources to assess each tube well. However, through community consultations and participation of local units, BDRCS was able to come up with a final selection of tube wells.
- There was a lack of WatSan technical staff, particularly in a supervisory role, for this operation. This gap was partly addressed through the support received from the WatSan delegate and in-country trained WatSan Regional Disaster Response Team (RDRT) members.

## Lessons learned

The portable latrine was used by the community as a whole and not for a single household. It was recommended by the community that a bigger size latrine than the present size would be more relevant and useful. It was also recommended that the required size of the latrine can also be prepared using local materials.

## Shelter and Settlements

### Shelter and settlements

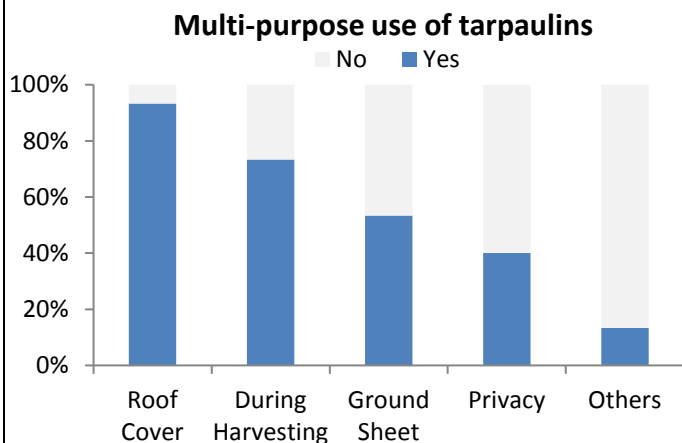
**Outcome 1:** Immediate shelter needs of the affected population are addressed

Output	Activities planned
<b>Output 1.1:</b> Provision of emergency shelter assistance to 3,000 HHs affected by cyclone Komen and flash floods in 5 districts (Target revised from 4,000 to 3,000 HHs)	Identification of families to receive shelter assistance
	Transportation of tarpaulins from Chittagong warehouse to distribution points
	Volunteer mobilization for distribution
	Distribution of tarpaulins (1 per family)
	Onsite monitoring during the distribution
	Post distribution monitoring and reporting
	Replenishment of tarpaulins through RLU following standard procurement procedures and standards

### Achievements

The revised target of 3,000 families (instead of the original target of 4,000 families) were assisted with emergency shelter support, including tarpaulins. An assessment was conducted in December 2015 to understand the usefulness and effectiveness of tarpaulins. More than 90 per cent of beneficiaries used tarpaulins as roof cover during rainy days and more than 70 per cent of beneficiaries used the same tarpaulin to dry their crops and to store them during the harvesting time.

The majority of beneficiaries believe this tarpaulin will survive approximately 6 to 12 months if exposed continuously to the outdoors and sun. However, they have been using it very efficiently, i.e. only when there is a need and depending on weather and season. The rest of time, they keep the tarpaulin safely inside to protect it and ensure it can be used for a long time.



The affected communities were displaced for a period of 8 to 15 days immediately after Cyclone Komen and the subsequent flooding. They took shelter in either a cyclone shelter, road or embankment. After that, they returned back to their homes. The families, who had lost their house completely or partially, built temporary shelters using tarpaulins and other salvaged materials. These rapid emergency shelters allowed communities to be protected from the rain, sun and cold throughout the last five months. A significant per cent of beneficiaries utilized the unconditional cash grants to rebuild their damaged houses. To mention, the underline poverty does not allow the families to construct a permanent structure and on top of that the frequent disasters aggravated their sufferings.

### Challenges

The JNA has identified emergency shelter need but very few agencies have provided shelter support. Hence, the shelter needs are unmet. Affected people tried to use part of the cash grant but that was not sufficient to rebuild their house. This less focus on shelter by the agencies as a whole is not helping the community to become resilience. IFRC as Shelter Cluster convenor is advocating with other agencies to increase the shelter response in future.

The replenishment of tarpaulins was not done due to non-availability of funding. As the cyclone season has set in, and Bangladesh experienced another cyclone in May 2016, the tarpaulins distributed need to be re-stocked immediately. The current stock level for tarpaulins is 2,074, which is lower than the recommended preparedness level of 10,000.

### Lessons learned

Tarpaulins found very effective in the initial days of the cyclone as the affected household can have protection from rain and other weather events. BDRCS-IFRC should increase the emergency shelter response strength in Bangladesh to face the recurrent disasters.

## Food Security, Nutrition and Livelihoods

### Food security, nutrition and livelihoods

**Outcome 1:** Immediate food and household needs of the affected population are met

Output	Activities planned
<b>Output 1.1:</b> Provision of unconditional cash grants to 3,000 families affected by Cyclone Komen in the 5 districts to cover food and household needs for 3 months  (Target revised from 4,000 to 3,000 HHs)	Identification of most affected unions in the 5 districts with functioning markets
	Beneficiary selection
	Beneficiary registration and cash form preparation
	Setting up cash transfer programme (CTP) procedures
	Distribution of unconditional cash grants (BDT 3,000 each HH) to 3,000 families in the first phase through cash in envelope modality
	Onsite monitoring during the distribution
	Distribution of unconditional cash grants (BDT 6,000 each HH) to the same 3,000 families in the second phase through bank transfer modality
	Post distribution monitoring and reporting

**Outcome 2:** Livelihoods are protected and negative coping strategies and food insecurity reduced among 500 affected populations in 3 districts (Cox's Bazar, Chittagong and Bandarban districts)

Output	Activities planned	
<b>Output 2.1:</b> Provision of cash grant to 500 families for restoring livelihoods.	Beneficiary selection and finalization	Removed
	Dissemination of beneficiary list in communities	
	Setting up CTP procedures	
	Livelihood income generating activities (IGA) proposal finalization	
	Distribution of livelihood cash grant (BDT 8,000 each HH) to 500 families through bank transfer modality	
	Conduct post distribution survey of livelihoods grants	

### Achievements

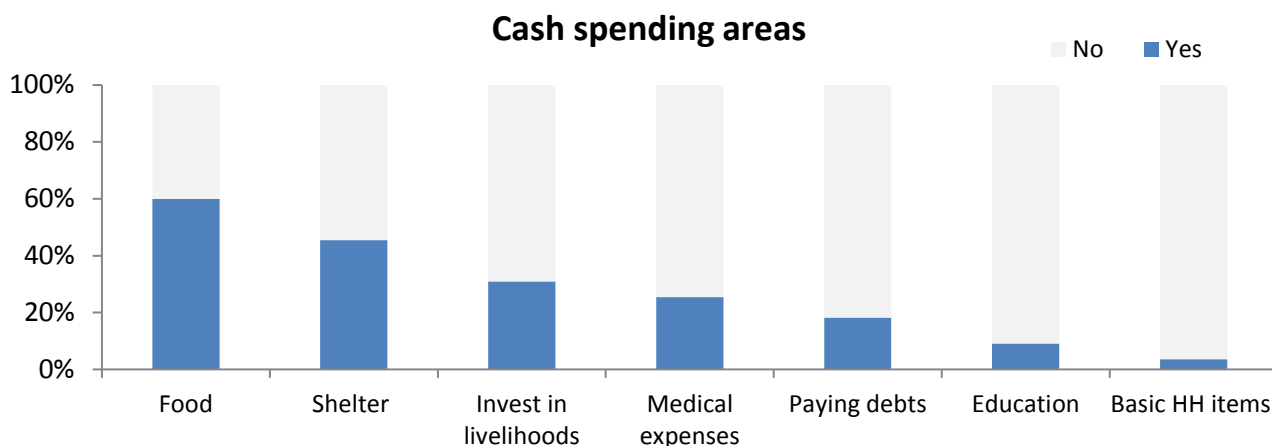
It was initially planned that 4,000 families across 5 affected districts would be assisted with unconditional cash grants given in two instalments to purchase food and household items as required. For the first instalment, each targeted beneficiary family would receive BDT 3,000 (equivalent to CHF 37.50). For the second instalment, the same beneficiary families would receive BDT 6,000 (equivalent to CHF 75). This intervention was aligned with the joint response strategy developed by the HCTT. The Food Security Cluster coordinated with the relevant agencies for geographical targeting of beneficiaries. However, due to a funding shortfall, the target was revised down to 3,000 families. Revised target was fully achieved for both the first and second instalment of the cash grant.



The cash grant was provided through three different standard modalities (One: cash in envelope, two: bank cheque and three: mobile money transfers). Before receiving the cash, each beneficiary filled up the Cash Grant ID (CGID)

card with support from unit volunteers. This document helped BDRCS to track the beneficiary's participation throughout the whole distribution process. Apart from the CGID, each beneficiary signed a master roll while receiving their bank cheque. After receiving the bank cheque, they withdraw the cash from the bank.

BDRCS introduced cash transfer programme mobile money transfer mechanism through bKash<sup>2</sup> wallet for 450 families in Chittagong and Cox's Bazar district. It was found that mobile money transfer is more transparent and convenient for beneficiaries where the banking network does not extend. It allows beneficiaries to collect cash from local bKash agents.



Through the post-distribution monitoring survey, it was found that the unconditional cash grants were mainly utilized for purchasing food, repairing houses and investing in livelihood activities. It was also found that around ten percent of the beneficiaries had spent their cash on their children's education and for medical assistance. The graph below shows the cash spending trends.

**Challenges**

- Due to funding constraints, restoring the livelihoods of 500 affected families through cash grant distribution was cancelled from this Emergency Appeal.
- One of the key barriers of CTP modality is the capacity of local banks in meeting the high volume of cash out transaction. Many local banks have cash liquidity restriction whereby the amount involved in CTP modality often exceeds the ceiling of available fund in the bank. Regular communication and follow up by the BDRCS branches with the district level banks helped to minimise any transaction issue related to CTP modality.
- To open a bKash account, it is mandatory to have national identity card (NID), which have great advantage in terms of transparency and at the same time, it is a limitation for mobile money transfer as some beneficiaries do not have NID. However, the limitation was overcome by nominating one of the family members who have NID.
- For mobile money transfer, two additional important documents, apart from CGID and master roll; are needed to open bKash account and for mobile sim registration separately. These long documentation process and activation of both mobile sim and bKash account took longer time than expected.
- Mobile network was down during one of the cash distributions through bKash wallet in Cox's Bazar, as a result cash withdrawal was delayed and beneficiaries had to wait longer time than expected.

**Lessons learned**

Though, the mobile money transfer found more transparent and convenient for CTP but the large scale disbursement during the emergency is still a challenge. Because, the local agents don't have enough liquid cash to support large scale disbursement. BDRCS did one agreement with the bKash and these issues were highlighted. Also, the CWG is also exploring the issue with other service providers. IFRC-BDRCS is very keen to replicate this mobile money transfer modality in future given that the large scale disbursement issue is not hindered by the liquidity crisis.

<sup>2</sup> The bKash is the largest service provider in Bangladesh in terms of mobile money transfer and it has most extensive network in Bangladesh. BDRCS has signed a memorandum of understanding with bKash.

## Disaster preparedness and risk reduction

<b>Disaster preparedness and risk reduction</b>	
<b>Outcome 1:</b> Disaster preparedness measures are taken at the community level in 5 affected districts	
<b>Output</b>	<b>Activities planned</b>
<b>Output 1.1:</b> Training provided to family members of 3,000 families on DRR issues (Target revised from 4,500 to 3,000 HHs)	Beneficiary selection
	Conducting training-of-trainers on awareness raising and sensitization
	Awareness raising activities for 3,000 families
	Distribution of Information, education and communication (IEC) materials (including basic safe shelter awareness and safe siting of shelter) and cash (BDT 500) <sup>3</sup> to each family
<b>Achievements</b>	
<p>These activities were planned for the early recovery phase contingent upon funding. Due to low appeal coverage provision of cash grants to each family during the disaster preparedness training sessions was not possible. However, the 3,000 families who were supported for food security and emergency shelter, received DRR related awareness raising activities. BDRCS and IFRC has utilized the available manuals to conduct the awareness raising sessions for the affected communities. Some 30 volunteers were trained on the content of the awareness raising issues. These volunteers were then mobilized to the communities to conduct the sessions with selected families.</p>	
<b>Challenges</b>	
<p>The advocacy with the local government on the environmental protection to reduce disaster risk was less effective due to absence of component to support infrastructural improvement, like establishment of embankment. In many cases of the coastal settings, embankment protection is of high priority for the local government and lack of support package in the DRR programme affected collaboration with local authority. However, BDRCS local district branches were able to explain the Red Cross Red Crescent Movement position on embankment repairing, and took the local government on confidence.</p>	
<b>Lessons learned</b>	
<p>The DRR issues are important but within a limited funding environment and limited timeframe, sometimes it is very difficult to execute the awareness sessions. It has been recommended that the DRR related awareness raising sessions can be initiated during the initial stage with the other programmes as a cost sharing basis.</p>	

<sup>3</sup> BDT 500 (CHF 6.5) per household as cash for training.

## Contact information

**For further information, specifically related to this operation please contact:**

- **Bangladesh Red Crescent Society:**
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**For Resource Mobilization and Pledges:**

- Rachna Narang, senior relationship officer, email: [rachna.narang@ifrc.org](mailto:rachna.narang@ifrc.org)

**For Performance and Accountability (planning, monitoring, evaluation and reporting enquiries)**

- Clarence Sim, acting head of PMER; email: [clarence.sim@ifrc.org](mailto:clarence.sim@ifrc.org)



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1. Final financial [below](#)
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## How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

[www.ifrc.org](http://www.ifrc.org)  
Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

## Disaster Response Financial Report

### MDRBD015 - Bangladesh - Cyclone Komen

Timeframe: 11 Aug 15 to 31 Mar 16

Appeal Launch Date: 24 Aug 15

Final Report

#### Selected Parameters

Reporting Timeframe	2015/8-2016/5	Programme	MDRBD015
Budget Timeframe	2015/8-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

## I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
<b>A. Budget</b>		<b>856,924</b>				<b>856,924</b>	
<b>B. Opening Balance</b>							
<b>Income</b>							
<b>Cash contributions</b>							
<i>American Red Cross</i>		97,816				97,816	
<i>British Red Cross</i>		95,916				95,916	
<i>Japanese Red Cross Society</i>		28,300				28,300	
<i>Red Cross of Monaco</i>		5,397				5,397	
<i>Swedish Red Cross</i>		120,515				120,515	
<i>The Canadian Red Cross Society (from Canadian Government*)</i>		25,337				25,337	
<b>C1. Cash contributions</b>		<b>373,281</b>				<b>373,281</b>	
<b>Other Income</b>							
<i>DREF Allocations</i>		156,661				156,661	
<b>C4. Other Income</b>		<b>156,661</b>				<b>156,661</b>	
<b>C. Total Income = SUM(C1..C4)</b>		<b>529,942</b>				<b>529,942</b>	
<b>D. Total Funding = B + C</b>		<b>529,942</b>				<b>529,942</b>	

\* Funding source data based on information provided by the donor

## II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
<b>B. Opening Balance</b>							
<b>C. Income</b>		529,942				529,942	
<b>E. Expenditure</b>		-524,831				-524,831	
<b>F. Closing Balance = (B + C + E)</b>		5,110				5,110	

## Disaster Response Financial Report

## MDRBD015 - Bangladesh - Cyclone Komen

Timeframe: 11 Aug 15 to 31 Mar 16

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Final Report

## Selected Parameters

Reporting Timeframe	2015/8-2016/5	Programme	MDRBD015
Budget Timeframe	2015/8-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

## III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
A						B	A - B	
<b>BUDGET (C)</b>			<b>856,924</b>			<b>856,924</b>		
<b>Relief items, Construction, Supplies</b>								
Shelter - Relief	52,000						52,000	
Water, Sanitation & Hygiene	48,085						48,085	
Cash Disbursement	534,810		361,098			361,098	173,712	
<b>Total Relief items, Construction, Sup</b>	<b>634,895</b>		<b>361,098</b>			<b>361,098</b>	<b>273,797</b>	
<b>Logistics, Transport &amp; Storage</b>								
Distribution & Monitoring	8,032		34,983			34,983	-26,951	
Transport & Vehicles Costs	7,000		8,274			8,274	-1,274	
Logistics Services	3,620						3,620	
<b>Total Logistics, Transport &amp; Storage</b>	<b>18,652</b>		<b>43,258</b>			<b>43,258</b>	<b>-24,606</b>	
<b>Personnel</b>								
International Staff	0		2,089			2,089	-2,089	
National Staff	27,000		48,285			48,285	-21,285	
National Society Staff	27,000		18,236			18,236	8,765	
Volunteers	4,022						4,022	
<b>Total Personnel</b>	<b>58,022</b>		<b>68,610</b>			<b>68,610</b>	<b>-10,587</b>	
<b>Consultants &amp; Professional Fees</b>								
Consultants	16,000						16,000	
<b>Total Consultants &amp; Professional Fees</b>	<b>16,000</b>						<b>16,000</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	9,424		4,763			4,763	4,661	
<b>Total Workshops &amp; Training</b>	<b>9,424</b>		<b>4,763</b>			<b>4,763</b>	<b>4,661</b>	
<b>General Expenditure</b>								
Travel	37,506		1,906			1,906	35,600	
Information & Public Relations	8,519		3,503			3,503	5,016	
Office Costs	8,000		2,303			2,303	5,697	
Communications	1,000		2,199			2,199	-1,199	
Financial Charges	1,500		-6,929			-6,929	8,429	
Other General Expenses	0		697			697	-697	
Shared Office and Services Costs	11,106		7,191			7,191	3,915	
<b>Total General Expenditure</b>	<b>67,631</b>		<b>10,871</b>			<b>10,871</b>	<b>56,760</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recover	52,301		31,759			31,759	20,542	
<b>Total Indirect Costs</b>	<b>52,301</b>		<b>31,759</b>			<b>31,759</b>	<b>20,542</b>	
<b>Pledge Specific Costs</b>								
Pledge Earmarking Fee			2,874			2,874	-2,874	
Pledge Reporting Fees			1,600			1,600	-1,600	
<b>Total Pledge Specific Costs</b>			<b>4,474</b>			<b>4,474</b>	<b>-4,474</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>856,924</b>		<b>524,831</b>			<b>524,831</b>	<b>332,093</b>	
<b>VARIANCE (C - D)</b>			<b>332,093</b>			<b>332,093</b>		