



Drawing by a 10-year-old child in Camp 12, describing what the child sees as their habitat

Evaluation

Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar

Bangladesh Red Crescent Society (BDRCS) and
International Federation of Red Cross and Red
Crescent Societies (IFRC)

FINAL REPORT

31 March 2023

Country: Bangladesh

Locations: Cox's Bazaar (Teknaf and Ukhiya)

Operational timeframe: January 2017 – December 2022

Evaluation carried out between: February-March 2023

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We would like to give thanks to the Evaluation Management Team (EMT) for their support throughout the entire process and in particular CEA and Information Management team for the support in carrying out the household survey of affected people as well as those who contributed their time to provide technical input to review the report.

Although all care has been taken to produce an error-free report, the consultant team takes full responsibility for any inadvertent errors (factual or otherwise) or omissions that may remain.

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Abbreviations

BDRCS	Bangladesh Red Crescent Society
CEA	Community Engagement and Accountability
CiCs	Camp-in-Charges
CXB	Cox's Bazaar
DAPS	Dignity, Access, Participation and Safety
DREF	Disaster Relief Emergency Fund
EA	Emergency Appeal
EMT	Evaluation Management Team
ERUs	Emergency Response Units
EVI	Extremely Vulnerable Individuals
FACT	Field Assessment Coordination Team
FGD	Focal Group Discussion
GoB	Government of Bangladesh
GP	General Practitioner
GVA	Geneva
HD	Humanitarian Diplomacy
HQ	Headquarters
HHI	Household items
HNS	Host National Society
HOSOG	Heads of Sub-Offices Group
IASC	Inter-Agency Standing Committee
ISCG	Inter-Sector Coordination Group
IOM	International Organisation for Migration
JRP	Joint Response Plan
KI	Key Informant
KII	Key Informant Interview
LLW	Lessons Learned Workshop
LPG	Liquified petroleum gas
MCHC	Mother and Child Health Centre
mil	million
MoDMR	Ministry of Disaster Management and Relief
MSNA	Multisectoral Needs Assessment
MTS	Mid-term Shelter
NFI	Non-food items
PASSA	Participatory Approach Safe Shelter Awareness
PGI	Protection, Gender and Inclusion
PNS	Partner National Society/Societies
PMO	Population Movement Operation
RCRC	Red Cross Red Crescent
RCY	Red Crescent Youth
RDRT	Regional Disaster Response team
RRRC	Refugee, Relief and Repatriation Commissioner
SMS	Site Management Support
TSA	Transitional Shelter Assistance
UN	United Nations
UNHCR	United Nation High Commissioner for Refugees

1. Executive summary

Overall conclusion

The consultant team considers the Shelter, Housing and Settlements Population Movement Operation (PMO) in Cox's Bazar to have been relevant and appropriate in strengthening the safety and well-being of affected population through the provision of shelter, housing and settlement solutions. The very high level of satisfaction among the shelter and housing affected population reflects the effort made by the PMO shelter team, which integrated the Community Engagement and Accountability (CEA) and Protection, Gender and Inclusion (PGI) approaches into the work of BDRCS staff and volunteers.

Overview

Cox's Bazar is home to nearly a million displaced people from Myanmar, creating one of the most complex, critical, and challenging displacement crises the Asia Pacific region has faced.

The Emergency Appeal (EA) No: MDRBD018 Bangladesh Population Movement Operation, Cox's Bazar was launched on 18 March 2017, following an initial Disaster Response Emergency Fund (DREF) allocation in January 2017. The 7th revision of this appeal was published on 20 November 2021, covering the period from 1 January 2022 to 31 December 2024 and seeking CHF 79 million to support around 1 million people for three years.

The evaluation was organised according to the following objectives:

1. To **analyse** the various **shelter options** undertaken to date, to develop a range of recommendations for future programming, to reinforce predictability of BDRCS and IFRC shelter, housing and settlements response.
2. To **record key lessons learned and recommendations** for the Operation to feed into Red Cross Red Crescent global shelter programming and preparedness response to large scale disaster in conflict and displacement settings.
3. To **review the internal and external coordination**, planning and implementation mechanisms of Red Cross Red Crescent Shelter Programme in Bangladesh to develop a range of recommendations for future shelter Red Cross Red Crescent responses similar contexts.

Data collection for the evaluation was carried out through 34 key informant interviews (KII), 4 focus group discussions (FGD), 540 responses to 2 surveys (one addressed to staff related to the Operation (29 responses) and the second to households affected population (511 responses) and a 9-day field trip to Cox's Bazar where the Rohingya camps and host communities' sites were visited and a recommendation workshop was carried out.

Top 5 Key findings

1. The level of satisfaction with the mid-term shelters in camps and houses in the host communities is very high, as expressed in the Focal Group Discussions (FGDs). This is also evidenced by the overwhelming response of the 511 respondents to the Household survey, 99% of whom have a sense of well-being in the shelters and housing provided. Similarly, 95% of those surveyed also feel safe inside the shelters.
2. Quickly adapting to meet the changing construction regulations happened in tandem with providing large numbers of shelters in the camps as well as community structures, something that PMO should be proud of.
3. Bangladesh Red Crescent Society (BDRCS) wasn't given full ownership of this Operation right from the start; since this is a protracted displacement crisis, the full participation of BDRCS - the Host National Society (HNS) - is crucial to ensuring a sustained response.
4. There are still shelter, housing and settlement needs in the camps and host communities. Some shelter repairs should be carried out before the monsoon season starts in June.
5. There is work to be done regarding the integration of PGI and CEA into shelter, housing and settlement activities to increase engagement of the host and camp population in the assessment, planning and implementation processes of the shelter operations. The Operation will also benefit if environmental and Housing, Land and Property (HLP) challenges are addressed, together with an increase in the use of the CVA (cash and voucher assistance) approach.

Top 5 Recommendations

1. Increase BDRCS Cox's Bazar (CXB) and BDRCS headquarters (HQ) involvement in the PMO, by Q2 2023 for example, through more joint planning between BDRCS HQ, BDRCS CXB, IFRC Country Office (CO) and IFRC CXB.
2. Ensure that an exit strategy/sustainability plan of the current Emergency Appeal (EA) is planned before end Q1 2024
3. Develop cross-departmental working and planning, especially with the PGI and CEA teams
4. Consider BDRCS Humanitarian Diplomacy Strategy¹ advocacy work when having dialogue with governmental authorities, such as the Ministry of Disaster Management and Relief or other main stakeholders at national and international level
5. Develop a PMO Quality & Assurance plan

¹ As per IFRC APRO Migration and Displacement Coordinator, this strategy is currently being developed

2. Background²

2.1. Context

Rohingya Population by Location

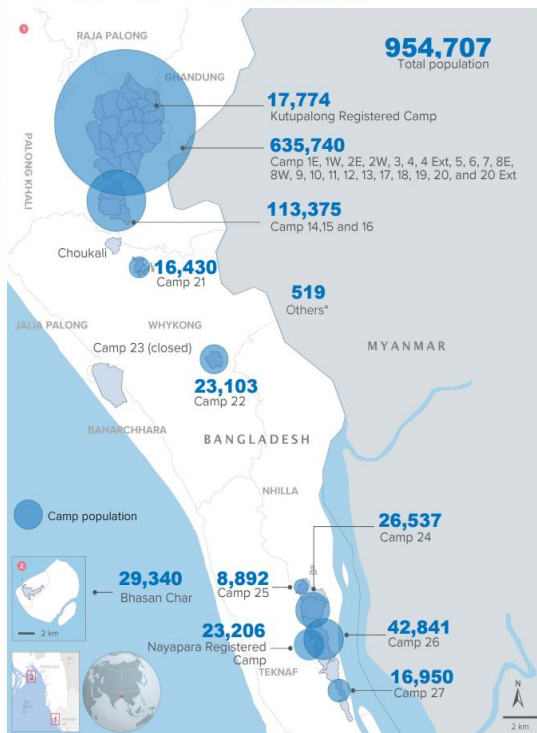


Figure 1. Source: UNHCR Bangladesh Operational Update, January 2023

Bangladesh is home to nearly a million displaced people from Myanmar, creating one of the most complex, critical, and challenging displacement crises that, arguably, the world has ever faced. Following an outbreak of violence in Myanmar's Rakhine State, around 65,000 people fled to Cox's Bazar in Bangladesh between October and December 2016. In October 2017, a further 730,000 people arrived³. As of January 2023, 954,707 Rohingya people (197,303 families⁴) are still registered by UNHCR in Cox's Bazar, one of the world's largest camps for displaced people.

A further 29,000 people have been relocated to Bhasan Char Island by GoB since 2020⁵.

Bangladesh is not a signatory to the 1951 Convention relating to the Status of Refugees (or its 1967 Protocol). There is therefore no asylum framework in Bangladesh which means there are limited long-term solutions. The GoB focuses on voluntary repatriation as the way of solving this crisis.

Since GoB focuses on voluntary repatriation as the solution to the crisis, the camps are a temporary solution and therefore none of the activities carried out in the camps, nor structures built, can be permanent. The camps are often affected by disasters brought on by the seasonal rainfall and cyclones causing landslides, water logging, shelter damage; frequent fire incidents; cholera and diphtheria outbreaks; and the COVID-19 pandemic.

Since 2017, BDRCS, in coordination with the UN-led Inter-Sector Coordination Group (ISCG), and due to its auxiliary role to the Government of Bangladesh, has been making efforts to improve the living conditions in these densely populated camps, supported by IFRC and Partner National Societies (PNS). BDRCS is the shelter and settlement focal agency in adjoining Camps 11 and 12.

ISCG is the central coordination body for humanitarian agencies serving Rohingya refugees in Cox's Bazar, including liaison government authorities.

As per the UNHCR Population Fact sheet in December 2022, Camp 11 had 6,292 families (32,110 individuals) and consists of 6 blocks (A to F); Camp 12 had 5,644 families (28,313 individuals) and consists of 4 blocks (A to D). A monthly increase reported in the two camps is mainly due to the increase of internal population (more births than deaths); there are rarely new arrivals.

² A more detailed background can be found in **Annex 1. Detailed background**.

³ 78% of the current camp population arrived between 25 August 2017 and 31 December 2017, UNHCR Annex Population breakdown December 2022

⁴ UNHCR Bangladesh Operational Update, January 2023

⁵ <https://reporting.unhcr.org/situation-reporting?sitcode=505>

2.2. Emergency Appeal overview⁶

The Emergency Appeal (EA) No: MDRBD018 Bangladesh Population Movement Operation, Cox’s Bazar was launched on 18 March 2017, following an initial Disaster Response Emergency Fund (DREF) allocation in January 2017 of CHF 273,151⁷. The Operation has been categorised by IFRC as a “red response” as per the Emergency Response Framework.

Sector-wise, shelter, health, and WASH were the focus of the RCRC response. After FACT and ERU missions, the Operation continued with a clear focus on mid-term shelter, stable health services and sustained water supply, sanitation and hygiene promotion. Most of the implementation has been conducted by BDRCS with support from IFRC and PNS.

In response to the increasing number of stakeholders and PNS involved, and the complexity of the protracted crisis, the One Window Framework (OWF) was developed to coordinate the Federation-wide response to the PMO. This approach was formalised as the working modality for BDRCS, IFRC and in-country PNS in February 2018.

The appeal has been revised seven times between 2017 and 2021. The seventh revision was published on 20 November 2021, covering the period from 1 January 2022 to 31 December 2024 and seeking CHF 79 million to support around 1 million people for three years. This is being considered as a new phase; the previous phase covered the first five years of Operation (2017 to 2021).

The total funding requirement for the two phases of the response is CHF 133 million Federation-wide, being CHF 79 million for 2022 – 2024 through the IFRC Emergency Appeal (including CHF 6 million for Bhashan Char) and CHF 54 million for 2017-2021.

The following table summarises the EA revisions:

What	When	Funding required CHF	People to be affected	People affected	Period (from Jan 2017)	End date
First Phase – from Jan 2017 to 20 Nov 2021						
EA launched	18/03/17	3.3 mil	25,000	74,550	9 months	09/17
	15/08/17	4.0 mil	25,000	74,000	18 months	06/18
2	15/09/17	12.8 mil	100,000	379,851	21 months	09/18
3	23/10/17	33.5 mil	200,000	730,000	30 months	06/19
4	7/06/18	36.5 mil	200,000	1.3 mil	30 months	06/19
5	01/05/19	51.0 mil	260,000	1.2 mil	42 months	6/20
6	21/10/19	82.0 mil	260,000	1.2 mil	60 months	12/21
Second Phase – from 20 Nov 2021 to 31 Dec 2024						
7	20/11/21	133.0 mil	1 mil	1.4 mil	3 years	12/24

Table 1. Emergency Appeal revisions

2.3. Shelter, housing and Settlements achievements up until December 2022

PMO shelter, housing and settlement team assistance in the camps has moved from the emergency phase to the provision of shelter reinforcement such as transitional shelter (1, 2 and SUM (Shelter Upgrade and Maintenance), mid-term shelters (MTS) with household-level site development and care and maintenance in coordination with different stakeholders, the Shelter/NFI Sector and the GoB, ensuring standards and guidelines are followed.

A table of the shelter support provided between 2017 and 2022 can be found in **Annex 2. Shelter support 2017-2022**.

⁶ A schematic of the appeal timeline can be found in **Annex 1. Detailed background**.

⁷ Two further DREF allocations have been made - CHF 690,707 in September 2017 and CHF 100,000 in June 2018. The total amount advanced and replenished from DREF is CHF 973,858.

3. Evaluation background

3.1. Objectives

The evaluation was organised according to the following objectives:

1. To **analyse** the various **shelter options** undertaken to date, to develop a range of recommendations for future programming, to reinforce predictability of BDRCS and IFRC shelter, housing and settlements response.
2. To **record key lessons learned and recommendations** to feed into Red Cross Red Crescent global shelter programming and preparedness response to large scale disaster in conflict and displacement settings.
3. To **review the internal and external coordination**, planning and implementation mechanisms of Red Cross Red Crescent Shelter Programme in Bangladesh to develop a range of recommendations for future shelter Red Cross Red Crescent responses similar contexts.

Each objective was considered against the following evaluation criteria: adherence to Fundamental Principles and Code of Conduct, relevance and appropriateness, efficiency, effectiveness, coverage, impact, coherence, sustainability and connectedness.

This report aims to support BDRCS and IFRC to identify key lessons learned and best practices for shelter options and targeted strategies for any eventual new disasters in Bangladesh, and at global level for major future disasters in similar settings of protracted displacement. This will optimize predictability, contingency planning, future response mechanisms and shelter support delivered to affected population.

3.2. Key questions

The key evaluation questions that support each of the three evaluation objectives were set out in the inception report. **See Annex 3. Key evaluation questions.**

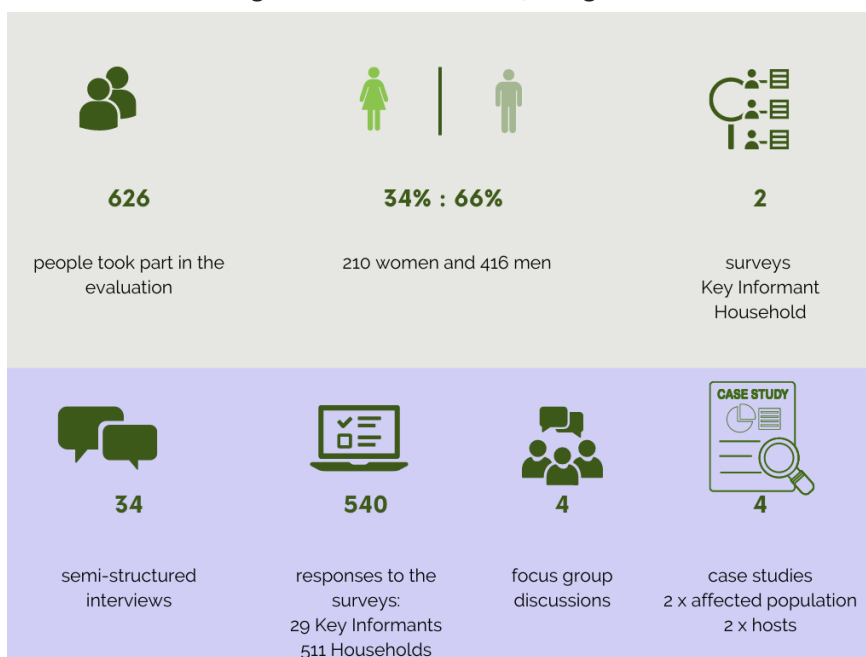
3.3. Commissioners

The evaluation is commissioned by IFRC Sub-Delegation for Cox’s Bazaar in Bangladesh in compliance with its evaluation policy for final evaluations. The commissioners are Md. Belal Hossain, Director and Head of Operation, PMO, BDRCS and Hrusikesh Harichandan, IFRC Head of Sub-Delegation for Cox’s Bazaar, Bangladesh.

3.4. Methods of data collection

Total people involved in the evaluation:

A fuller analysis of the methods of data collection for the evaluation can be found in **Annex 4. Methods of data collection.**



4. Findings

The findings use the results of the KII and household surveys, correlate with the outputs of the KIIs, FGDs, children’s drawing exercise, direct observations, case studies and desk review.

Figure 8. Survey findings on Principles and Policies

4.1. Principles and Policies

The graph shows the findings from the key informant survey. According to the 29 KI online survey responders, there is room for improvement in the application of the Movement’s Fundamental Principles and the IFRC Code of Conduct to the shelter, housing and settlement Operation undertaken for the target camp and host communities.

Humanity is the principle that responders (76%) thought had been the most followed. However, several KIIs expressed the opinion that on some occasions it seemed that although BDRCS always served the most vulnerable, on occasion it prioritised fulfilling its auxiliary role above other requirements. This view was also shared by some non-Red Cross/Red Crescent stakeholders.

59% to 69% of responders considered that **Impartiality, Neutrality, Voluntary Service, Universality** and the **Code of Conduct** were always applied.

According to the responders, the fundamental principles of **Independence** and **Unity** were the least applied, 52% and 55% respectively. The low score for independence is because following GoB rules and guidelines is mandatory; BDRCS therefore have to comply whilst maintaining as much independence as possible.

Regarding unity, some KIIs mentioned that some PNS (i.e. Turkish Red Crescent) have a special agreement with the GoB around the funds that the Government of Türkiye bilaterally provided to the GoB.

4.2. Relevance & appropriateness

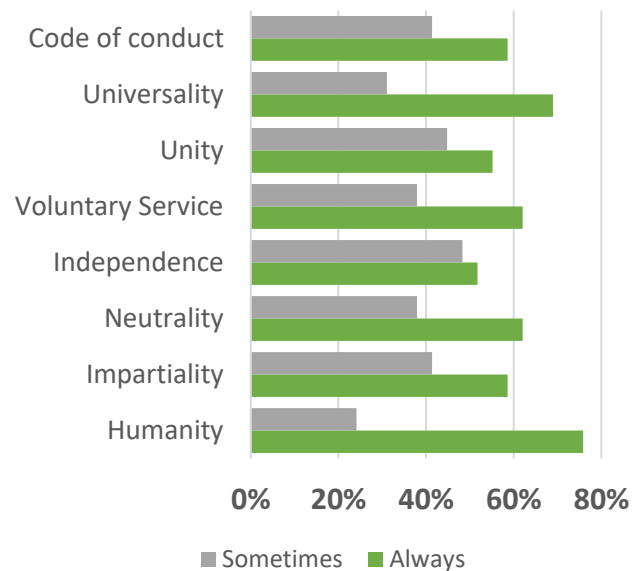
The consultant team considers the PMO has been relevant and appropriate in strengthening the safety and well-being of communities through shelter, housing and settlement solutions.

This corresponds with the answers provided by the **KII survey** in which 79% of the responders thought that the Operation has contributed to camp population / host communities feeling safe in their shelters. Similarly, 72% believe that the shelters improved the camp/host communities’ feelings of well-being. In addition, 76% of the KI survey responders think that the urgent shelter needs of the most vulnerable were prioritised during the Operation.

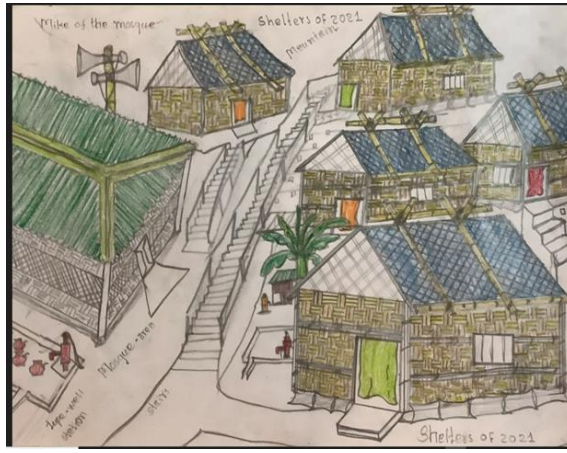
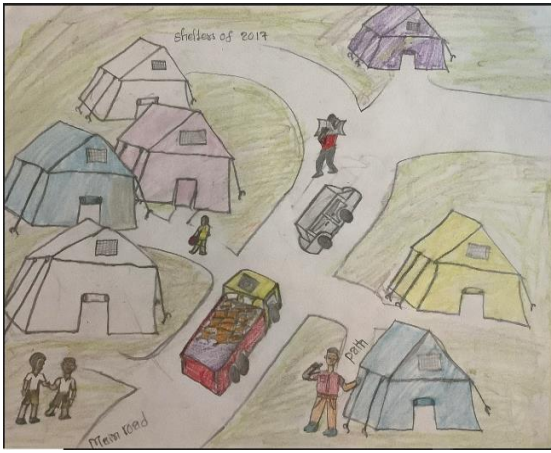
The level of satisfaction with the MTS and houses in the communities is very high, as **expressed in the FGDs**. This is also evidenced by the overwhelming response of the 511 respondents to the **Household survey**, 99% of whom have a sense of well-being in the shelters and housing provided. It is worth noting that 21 of the families who responded to the survey have one or two members with a disability. Similarly, 95% of those surveyed also feel safe inside the shelters.

As expressed in the **drawing exercise** for children, the upgrade in the living conditions in the camps, from living in tents on their arrival in 2017 to the MTS received in 2021 by PMO (together with other services in Camp 12) is also clear and relevant to them.

Do you think that the following principles and policies were followed during the Shelter and Settlements Population Movement Operation in Cox’s Bazar?



Findings



Children from the host communities mostly drew their old house in black and their new living conditions (together with a latrine) provided by PMO as colourful houses.

Figure 9. Drawings done by Md. Shah, 11-year-old who lives in Camp 12

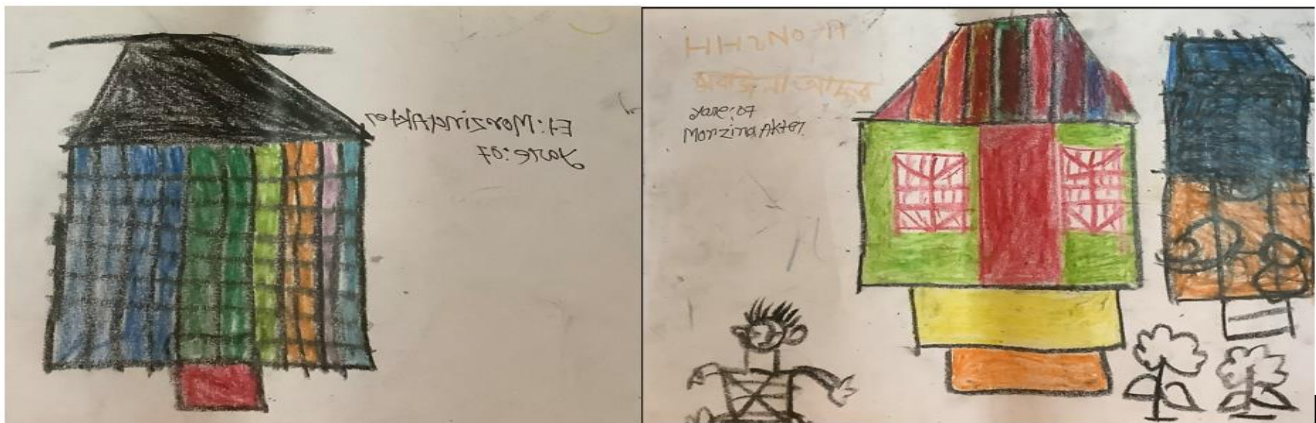


Figure 2. Drawings done by Morzina, 7-year-old who lives in Bahachara

The PMO was able to meet the shelter, housing and settlement needs of the camp population in the best way possible given the constraints that the team are working under. Space is very limited in the camps and PMO staff have to work within GoB guidelines and requirements, which include not using permanent materials or building permanent structures. The PMO team always ensured that the shelters and houses provided were in line with the guidance of the GoB and the shelter and NFIs sector.

The houses provided in some of the host communities are very relevant and appropriate because:

- they are located in disaster prone areas, just far enough from the open sea to be inside the area that is deemed safe. The houses have also been allocated to the most vulnerable families who were living in shelters constructed with just lightweight materials and were not considered safe.
- they are also provided with a latrine; the previous latrines were not safe and did not have privacy (walls were made of paper in some cases, so they were easily damaged). In many cases the old latrines were shared by several families. Open defecation was also common.
- the quality of the houses is good. Many other families are still living in unsafe shelters but haven't been supported by PMO because they don't own the land where they live due to housing, land and property issues.
- supporting host communities with houses and community buildings at the same time as the camp was appropriate. PMO follows the approach of allocating 25% of funds to host communities, as decided by the Joint Response Plan (JRP) in 2019, However, BDRCS Humanitarian Diplomacy Strategy should have advocated for this to the GoB from the start of the Operation.

It should be noted that most of the camp shelters don't have windows; windows would improve ventilation. This is because, after consultations with the families, the PMO shelter design followed the request of the camp populations to have no windows in their homes for privacy and security reasons. Turkish Red Crescent has also built shelters without windows for the same reasons in Camp 17.

Findings

Aside from the windows, neither camp residents nor host families felt that they participated enough in the implementation process of the shelter, housing and settlements. The camp residents expressed in the FGDs that they would have liked to have been better informed about shelter design and the host communities that they would have liked to have been more involved in the design of their houses. Both groups would have liked to have been given the option of participating more actively in the build of their own shelter or houses.

Regarding the number of people affected, the PMO has also been relevant because 11,936 families (60,423 individuals) are staying in Camps 11 and 12 as of December 2022. The quality of the construction in these camps has increased – for example increased the use of treated bamboo and IFRC standard tarpaulins used in the shelters.

In addition, 66% of responders also thought that the Operation has strengthened BDRCS's auxiliary role. However, the consultant team feel that a missed opportunity of this Operation was to help the host communities understand why the camp population arrived in Cox's Bazar; only 21% of responders to the KI survey felt that this had been achieved.

The detailed answers on impact can be found in the ***Annex 10. Survey findings on impact.***

The overall important achievement of strengthening the safety and well-being of communities through shelter, housing and settlement solutions could only be achieved due to the dedicated, committed, hardworking, and creative BDRCS team, supported by the IFRC.

Shelter intervention

The consultant team considers appropriate the shelter intervention being provided in the camps:

- Shelter care, repairs and maintenance
- Transitional Shelter Assistance (shelter Improvement)
- Construction of mid-term shelter (MTS)
- Household level site improvements such as slope protection, stairs with railings, pathways, household drainage.
- Emergency shelter assistance after disaster (i.e. fire incident, cyclone, flood)
- Shelter preparedness activities such as contingency stocks, distribution of tie-down kits prior to cyclone season.
- Shelter awareness activities and technical support.

Since the camp population are going to stay in the camps for a long period of time, the consultant team favours the PMO approach because it has a higher impact and is more resilient. Agencies such as IOM only focus on repairing shelters; by doing this, an implementation budget similar to PMO one can be used to help more families but the impact is considered lower.

This higher impact approach has permitted PMO team expand the shelter support every year thanks to 2 main donors: Islamic Development Bank and USPRM, together with GRC and QRCS who worked bilaterally with BDRCS.

PASSA (Participatory Approach for Safe Shelter Awareness) has also been used to increase awareness within the camp population on safer shelter, but all KIIs with shelter technical people indicated that the tailored version adapted by PMO is too short and should be improved in future.

4.3. Efficiency

Efficiency is about optimising resources, i.e., maximising the outputs for a given level of inputs⁸ – **delivering quality services using the least amount of resources possible and within the required time frame.** To achieve this, the consultant team considers that more efforts should be in place to improve the efficiency of the Operation.

⁸ <https://www.bond.org.uk/wp-content/uploads/2022/03/assessing-and-managing-vfm-main-report-oct16.pdf>

Findings

Many of the PMO team members describe this as a funding-driven Operation, with funding driving the timetable. This has happened remarkably in the last two years. Based on KIIs, the annual timetable so far in the Operation has been as follows:

April/May Funds confirmed	When the budget assigned for shelter, housing and settlements sector is known, and based on the strategic plan, the teams proceed with informing the authorities and selecting the beneficiaries.
June-August Monsoon	It is difficult to implement shelter activities in the camps due to poor accessibility to the sites. Since the number of households to be supported is very large, the team also needs time to procure the materials.
August-December	Shelter, housing and settlement support is provided in the second half of the year.

It is advisable to negotiate with the donor(s) a no-cost extension of the funds. This would allow PMO to not just build quality shelters but also to perform more quality control checks of the materials used and the construction of the shelters. It would also allow PMO to carry out more community engagement and the integration of protection, gender and inclusion aspects into the Operation.

Implementation through construction companies

PMO applies a community-driven approach in the case of maintenance and repairs of shelter in the camps, but the MTS are built by construction companies. These companies are mainly from CXB, but there are also some from Dhaka. They hire community members for the low-skilled tasks which contribute to generation of income in the camps' households.

The consultant team agrees with the majority of KIIs: using construction companies is the best approach to ensure that the MTS are provided within the budget expenditure deadline because all shelters follow the same design. However, the consultant team recommends greater engagement in the process by the families that will live in the shelters, or the houses in the host communities. During the FGDs at the host and camp population both women and men expressed that they would have preferred having more participation and orientation in the shelter and housing activities.

The consultant team believes that merely providing shelter and houses to vulnerable people in need is a missed opportunity since this approach does not lead to building community awareness of issues such as the environment, prevention of girls' early marriage, climate change, peace building etc

Community service buildings

Based on direct observation, in both camp population and host communities, the quality of the materials and size of the buildings visited are excellent, for example the quality of materials appeared to be very durable.



Figure 4. MCHC centre in Hajampara union, Tarek.
Photo by BDRCS

The MCHC (Mother and Child Health Centre) in Hajampara union, Tarek, is slowly receiving more and more women and children since its opening in October 2022. The staff is highly qualified and staffing levels are good, according to the General Practitioner (GP) in charge at the time of the consultant's visit.

Other community buildings constructed by PMO were not visited during this evaluation.



Figure 3. Camp 13 DAPS. Photo by BDRCS

The DAPS (Dignity, Access, Participation and Safety) centre design in Camp 13 went through several modifications due to GoB changes in the use of materials but the final product is an active centre dedicated to PGI and small livelihood activities with accessible spacious open areas where different activities can be carried out concurrently.

Findings

Mainstreaming of PGI and CEA

Although the PGI evaluation⁹, conducted in November 2019 by Swedish RC and IFRC, concluded that the “PGI support overall has been relevant and appropriate”, the consultant team feels that there is work to be done regarding the integration of PGI and CEA into shelter, housing and settlement activities. This was also reported in the MSNA (Multisectoral Needs Assessment) carried out in 2021.

Prevention & Response to Sexual Exploitation & Abuse scored quite well in the KI survey – 62% of responders thought that it was always present. However, protection, gender & inclusion had a lower score, with only 51% of the responders answering that it was always considered.



Figure 5. Modified shelter with a ramp and railing to enable a person with disabilities to access the house. (Photo by BDRCS/American Red Cross)

Nevertheless, the PMO team have worked hard to make life easier in the host communities for the disabled beneficiaries and their houses are provided with ramps¹⁰. However, integration of PGI in shelter, housing and settlement activities should have gone further and should also have considered gender inequalities: increasing the participation of women and Rohingya in, and benefiting from, shelter activities and programming; sexual and gender-based violence (SGBV) prevention and response; child protection, etc...¹¹

Between 2017 and 2021, the target value of the indicator to measure that PGI is mainstreamed across the shelter operations (*% adherence to minimum standards based on the quality checklist*) was 75% but just 55% was achieved.

Camp 11

- The need to incorporate CEA approaches and PGI principles in various programme designs is integral to making interventions / assistance in the camps more holistic and integrated, rather than separate and confined to a particular sector.

Many people spoken to by the consultant team feel that there should have been more **community engagement** related to the shelter activities. Although 57% of KI survey respondents said that the CEA work was useful and available in all activities, only 21% said it had been acted upon. The CEA team feel that they are not always considered but are called when there are issues to be solved at community level. Most of the issues are related to messages not being clearly transmitted to the communities.

Integration of sectors

Integrating the shelter sector with other sectors such as WASH, health and livelihoods is easier to implement in the host communities. For this reason, all houses provided in the communities visited during this evaluation have access to their own latrine.

However, in each of the camps, different organizations work in different sectors. For example, although BDRCS is the shelter implementing partner in Camps 11 and 12, WASH is led by ACF in Camp 11 and by Shushilan in Camp 12¹². In fact, there are 33 implementing partners in camp 11 and 35 in camp 12¹³.

During the field visit to Camps 11 and 12, sanitation inside the camps needs improving but PMO is not directly responsible for this. KIs stated that it can be difficult to get the attention of the relevant lead organisation and therefore to react in a timely fashion to the needs. They feel that the best way to get action fast is to inform the CiC.

⁹ Review of Protection, Gender and Inclusion Program – Bangladesh PMO August 2017- November 2019

¹⁰ Ramps are also present at the Camp 13 DAPS and MCHC, but not in the camps because it is physically impossible to provide them due to the high density of population and difficulty in accessing some of the sites

¹¹ For more details refer to “IFRC Minimum standards for protection, gender and inclusion in emergencies on shelter” page 54

¹² [humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/active_wash_partners_operational_presence_map_nov_06_2022.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/active_wash_partners_operational_presence_map_nov_06_2022.pdf)

¹³ <https://www.humanitarianresponse.info/en/operations/bangladesh/iscg-3w-dashboard>

Findings

This camp management set up has been in place since the beginning of the camps establishment but, when possible, it is recommended that the same organisation focuses its activities on just some of the camps.

Human Resources

During the first years of the Operation, there was high competition among partners to recruit qualified and experienced staff and volunteers¹⁴. However, the current situation has changed to one of staff turnover.

Most of the survey responders, as well as the workshop participants, highlighted that more staff is needed in the BDRCS team. 34% of the responders felt there should have been more BDRCS volunteers and 38% more BDRCS staff. Neither survey responders nor KI thought there was a need for more IFRC delegates.

Some of the KIs have said that they are not comfortable with the Operation's current management style and are considering getting a similar position in another humanitarian organisation. In the survey, 41% of the responders said that PMO would have benefited from more effective management.

The consultant team recommend creating a BDRCS Shelter Manager role at Headquarter, Dhaka level to empower BDRCS Cox's Bazar in the Operation and to support the transition out of the Emergency Appeal.

Link to the Shelter, Housing and Settlements Operational Strategy

This work fits within the objective: "The safety and well-being of communities are strengthened through shelter, housing and settlement solutions" in the EPoA v7.

The main focus of the PMO in shelter for the second phase is to see increased emphasis on providing more durable and environmentally-friendly materials. Durability will depend to a large extent on GoB guidelines; there has been some improvement on using environmentally-friendly materials but more could be done, such as using eco-friendly tarpaulins. MTS are more durable than previous solutions, but Camp 11 MTS are less durable than Camp 12 MTS -the original GoB shelter guidelines, where all MTS were made of bamboo and which were followed for Camp 11, changed and concrete pillars were allowed in Camp 12.

Until now the materials used to construct the shelters are the same as in the initial phase so the emphasis on increasing the use of more environment-friendly materials hasn't been reached yet.

Despite the fact that 66% of KI survey responders think that the programme has provided adequate shelter, housing and settlement solutions, certain things could have been done differently to enhance efficiency from the early stages of the Operation. From the KI survey, supported by workshop and interviews, the most suggested enhancements that could have been made to improve the efficiency of the Operation were:

- Improved coordination (69%)
- More ground staff (55%)
- More learning from mistakes (52%)
- Better care of staff (48%)
- Share more information (48%)
- Monitored activities more closely (45%)
- Had more effective management (41%)

Shelter materials procurement

PMO KIs feel the shelter material procurement processes are too long due to IFRC internal procedures. Since the shelter material procurement is at a high level (both money and quantity), many files and forms have to be approved at regional level (any purchase over CHF 50,000).

¹⁴ BDRCS/IFRC Bangladesh: Population Movement Mid-Term Review

Findings

These procedures have to be met within the constraints of a short implementation time (due to the late approval of the funds by the donor) and by budget deadlines, which explains the general feeling of frustration about the implementation by PMO team.

An added complication is delays in the supply of materials caused by 1) a limited number of shelter material suppliers (because bamboo needs a certain amount of time to reach maturity) and 2) the material being in high demand because many other organisations are implementing shelter projects.

A lesson learnt mentioned in KIIs is to have framework service agreements with the main suppliers to shorten the procurement time.

Monsoon season

This is another factor that shortens the implementation time of the shelter programme:

- Materials to repair shelters have to be distributed before the monsoon season starts, which is around June
- Construction of MTS in the camps is difficult during the monsoon season (June to August) because access to most of the camp blocks is very difficult and even impossible in some cases
- May to October is the period of the year when bamboo availability is lower

4.4. Effectiveness

Effectiveness measures **the extent to which an intervention has or is likely to achieve its desired outcome**¹⁵. It is based upon an intervention's objectives and related indicators, typically stated in a logical framework¹⁶.

As shown in the table below, the achievement (344,802 people) by PMO during the first phase (2017-2021) was above the 200,000 people that were targeted.

2017 - 2021					
Shelter Outcome 1	Communities in disaster and crisis-affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions				
Target	200,000 ppl	Reached	344,802 ppl	% Reached	72% more than targeted
Shelter Output 1.1	Short, medium and long-term shelter and settlement assistance is provided to affected households including host communities for care and maintenance				
Shelter Output 1.2	Technical support, guidance and awareness-raising in safe shelter design and settlement planning and improved building techniques are provided to the affected households in the camps				

¹⁵ <https://www.bond.org.uk/wp-content/uploads/2022/03/assessing-and-managing-vfm-main-report-oct16.pdf>

¹⁶ IFRC Framework for Evaluation Planning and Evaluation Department (PED) IFRC Secretariat February 2011

Findings

Indicators Output 1.1.	EA ops update - revision #13 (March 2022)		
	Target	Reached	% Reached
# of households provided with emergency shelter and settlement assistance	40,000	62,221	56% more than targeted
# of households provided with longer-term shelter and settlement assistance and LPG distribution	4,000	5,800	45% more than targeted
# of households in host communities provided with shelter improvement assistance and LPG distribution	750	9,051	More than 1000 times more than targeted
# of households provided with unconditional cash grant (shelter construction – completed in 2018)	8,500	7,122	84%
# of people provided with basic household items (tarpaulins, mosquito nets) – fire response:26 March to 30 June 2021	27,500	27,500	100%
Indicators Output 1.2.			
# of people provided with technical support and guidance, appropriate to the type of support they receive	Camp 20,000	Camp 10,583	53%
	Host 4,000	Host 2,434	61%

Three of the five Output 1.1. indicators were achieved in a much larger figure than the targeted amount. The fire response indicator was fully achieved and the provision of unconditional cash reached just 84% of the 8,500 targeted families.

The achievement of the indicator for the Output 1.2 was higher in the host communities than in the camps. In both cases the value is low because the same number of families who were provided shelter, housing and settlement assistance should have also received the technical support, guidance and awareness.

The Shelter, Housing and Settlements Operational Strategy objective in the new phase period 2022-2024 of the appeal is: **The safety and well-being of communities are strengthened through shelter and settlement solutions.** This strategy has 4 indicators.

In this report, the analysis of the shelter, housing and settlement effectiveness is mainly based on achievement of the indicators in the EPoAv7.

Indicators 2022-2024	EA ops update - revision #16 (February 2023)		
	Target	Reached	% Reached
1 # of people in the camp and host communities provided with shelter and settlement solutions and strengthen their safety and well-being	Camp: 120,000	Camp: 28,775	24%
	Host: 35,000	Host: 1,470	4%
2 # of shelter and settlement solutions (such as alternative construction materials, transitional shelter materials, mid-term shelters etc.) provided for the camp people	Camp: 24,000	Camp: 5,755	24%
	Host: 7,000	Host: 294	4%
3 # of community structures (such as health centre, distribution point, community safe space, roads, bridges etc.) constructed (new) and improved (existing) in the camp settlement	Camp: 6	Camp: 6 ¹⁷	100%
	Host: 2	Host: 2 ¹⁸	100%
4 # of people in the camp increased knowledge and awareness on safe shelter	Camp: TBC	Camp: 1,000	0%
	Host: 12,075	Host: 1,470	12%

¹⁷ Distribution centres in camp 11, 13 and 18, Community space in camp 19 and 18 and DAPS Center in camp 13

¹⁸ PHCC in Ukhiya and MCHC in Teknaf

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On the first year of implementation of this strategy, indicator #3 had been already achieved. However, indicators #1 and #2 in the host community are not likely to be achieved since implementation in the first year is quite low. The consultant team recommends to the PMER to review the target figures for these indicators together with PMO shelter team.

Also of note is that there is no numerical target to achieve for indicator #4 for the camps; all indicators should be numerical and realistic and SMART. Non-numerical targets make it harder to gauge the efficiency of the Operation since minimal analysis can be carried out.

Coordination and support

Though PMO internal and external coordination has improved in the second phase of the appeal, a significant number of respondents to the survey (69%) indicated that there is still room for improvement in coordination.

BDRCS and IFRC¹⁹

Although BDRCS has a strong, experienced branch in CXB and is the lead organization for the implementation of the PMO Appeal, their involvement and ownership of this Operation is low.

Most of the BDRCS implementors and IFRC responders (59%) asserted that the relationship between BDRCS and IFRC is mutually supportive and always respectful (41%); none of the responders selected the survey option that the relationship is “not collaborative” or respectful. However, for some BDRCS and IFRC KIs, financial management, procurement and hiring of staff should be more transparent and feeling as treating each other as equals improved.

Although monthly operations update meeting with all sectors are happening as well as monthly shelter coordination meetings, some PMO KIs consider that the PMO shelter, housing and settlement team’s internal coordination is good but they point out that there is a lack of inter-sector coordination within PMO. Therefore, the key informants and this consultant team strongly recommend holding at least weekly inter-sector coordination meetings.

There hasn’t been much support from BDRCS headquarters to PMO because the EA is implemented solely by PMO. The “separation” between IFRC Dhaka and IFRC Cox’s Bazar offices is so great that the IFRC Bangladesh Shelter Cluster Coordinator (based in Dhaka) was unable to contribute any insights to this evaluation, since the PMO is under the CXB Shelter and NFI sector and the PMO and IFRC Shelter in Dhaka are independent entities with separate coordination mechanisms in place.

This situation is reflected in this evaluation as well; none of the KIs are based in Dhaka so there are no answers to the KI survey that reflect Dhaka’s point of view.

This consultant team doesn’t encourage this style of working and recommends (and would like to see) is a greater cooperation between BDRCS/IFRC Dhaka and CXB offices. Both offices are implementing shelter, housing and settlement programmes and should benefit from a mutual learning exchange within the organisation.

PNS and IFRC

German Red Cross (GRC) and Qatar Red Crescent (QRC) are currently the only two PNS that are implementing shelter activities through BDRCS and in coordination with IFRC. QRC works in the displaced Rohingya camps and GRC in Teknaf with host communities.

The Turkish Red Crescent also implements shelter activities in Camp 18 through the BDRCS. However, there is an agreement between the Turkish and Bangladesh governments, so this support is outside the RCRC Movement. When needed, there is collaboration with the PMO teams, for example the Turkish RC Senior Programme Coordinator participated in this evaluation’s workshop and took part in the KIs.

In general, the answers to the KI survey show that IFRC relationship with PNS is slightly better than with BDRCS; 69% of responders think that the relationship between PNS and IFRC is supportive, always respectful (41%) and excellent (31%). The key informant interviews gave a similar picture. Though ICRC is present in CXB, the IFRC do not directly

¹⁹ BDRCS managers at CXB and Dhaka have not been involved in this evaluation, so their point of view is not reflected in this report.

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coordinate regarding shelter, housing and settlements with them because the nature of their programmes is different²⁰.

Coordination and support between IFRC PMO and other IFRC offices

IFRC CXB PMO works independently from the IFRC Bangladesh country delegation, but this consultant team believes the programme would have benefitted from more coordination with IFRC Dhaka office. Similarly, this team feels more coordination between the AP IFRC Regional Office and IFRC CXB PMO would also be beneficial.

The outcome of improved coordination should be increased technical expertise for the programme, which would also have a positive effect on efficiency.

The One Window Framework is considered a good approach by all responders and the consultant team.

Other humanitarian actors

BDRCS/IFRC has regularly participated in the ISCG²¹ meetings to minimise duplications and gaps in shelter, housing and settlement assistance in Camps 11 and 12 and increase the coordinated activities among stakeholders.

Currently there is regular and good coordination with IOM as the Camp 11 and 12 lead organization, but this hasn't always been the case due to staffing issues such as different management style.

UNHCR is the lead organisation in other camps where PMO is not implementing shelter activities; therefore, coordination with this UN agency is not relevant for this evaluation.

Shelter and NFI Cox's Bazar sector

Although the Shelter Cluster in Bangladesh is led by IFRC, in 2017, following the influx of displaced Rohingya, ISCG, together with the MoDMR, decided that IOM would be the Shelter and NFI cluster lead in Cox's Bazar.

In this crisis, IFRC follows the Inter-Agency Standing Committee (IASC) cluster approach which provides the coordination architecture for non-refugee humanitarian emergencies²².

Coordination with authorities

Since the start of the Rohingyas' arrival, the Bangladeshi authorities have been in charge of all activities inside the camps. During his key informant interview, the CiC expressed his gratitude to BDRCS for their support in Camps 11 and 12 and highlighted the prompt and efficient response they provided to the affected families following the March 2023 fire in Camp 11.

All types of shelter interventions are designed and coordinated by the Shelter/NFI Sector and approved by the MoDMR, through the RRRC. Each BDRCS/IFRC assessment in the camps has to be validated by the CiC before its start.

The Camp-in-Charge (CiC) also encouraged BDRCS to be even more engaged during coordination meetings and to support in bringing new shelter solutions in the camps as he recognises and values the high-level of technical expertise within PMO.

However, many PMO staff interviewed felt that having to work through a CiC is very time consuming and the CiC has changed the guidelines several times - the rules are strict, and they must be followed by everyone.

Auxiliary role

²⁰ ICRC were therefore not interviewed as part of this evaluation

²¹ Note that the evaluators were unable to interview any representative of ISCG so their views are not reflected in this evaluation

²² <https://emergency.unhcr.org/coordination-and-communication/cluster-system/cluster-approach-iasc>

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By virtue of its role as auxiliary to the public authorities in the delivery of humanitarian services, and the close coordination undertaken with the RRRCS, BDRCS has broader access to the camp settlement to provide humanitarian services compared to other actors. BDRCS is seen as a trusted and reliable partner by the CiC of Camps 11 and 12.

“Increased impact of advocacy and humanitarian diplomacy with governments, in particular through strategic use of National Societies’ role as humanitarian auxiliaries to public authorities.” *IFRC Global Strategy on Migration 2018 – 2022*

Throughout this programme, IFRC and BDRCS have strengthened collaboration with the GoB in CXB. The efficient distribution of shelter materials and NFIs to the victims of the March 2023 fire was publicly recognised.

Strengthened coordination with GoB has equally been highlighted by the KI survey where 66% of people felt that the EA had strengthened BDRCS’s auxiliary role.

Community feedback

Mechanisms were put in place to capture the affected population’s feedback and complaints. The PMO team feel that they have been able to incorporate the communities’ suggestions in their intervention when the budget allowed as the requests were feasible and they met the GoB guidelines for intervention in the camps.

As per the KIIs, the major concern of the affected population in the camps is the size of the shelter but this is defined by the GoB; PMO has been trying to support the affected population with this by advocating for larger shelters in the coordination meetings.

The host communities would also like to own bigger shelters but the size of the land that they own is the main factor that determines the final size of their houses.

The PMO info hub is located in the BDRCS Camp 11 distribution centre and is managed by the CEA team. The hub collects any feedback from the population at Camp 11 and 12. Anything reported will be analysed, learned from and incorporated into any learnings for future similar activities.

93% of the household survey responders think that they were given the opportunity to provide feedback to the PMO team. The preferred way is through the PMO staff, followed by community meetings. Community suggestion boxes are known but less used.

Almost 60% of the survey KI think that the CEA feedback mechanisms were useful but 21% think that they were acted upon, so the mechanisms should improve, and feedback managed in a different way so all members of the team understand it.

Quality of services provided

All shelters visited in Camp 12 and houses in the host communities are built with quality materials; as a result, all families feel safe inside their homes which were kept in good condition. Some families have been able to carry out small improvements such as an expanded area for the kitchen or, in the shelters provided in Camp 12, putting in a concrete floor.

At the FGDs with the camp population and with members of the host communities, each participant gave their highest mark to the quality of the shelter/house received and expressed great thanks to PMO for this support.

The quality of the assistance provided has been highly appreciated by the household survey of 511 respondents - 99% of survey respondents are happy



Figure 6. A mid-term shelter in Camp 12 with a guide wall to protection from flood or rainwater in the monsoon. **Photo by BDRCS**

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with the quality of the materials they had received from PMO and 98% would recommend Red Cross Red Crescent to other people²³.

However, 75% of household survey respondents answered that they have leaks in their homes and 86% think that their homes need to be repaired. 56% of this latter group answered that the repairs have to happen before the monsoon season starts and 32% said they were needed immediately. With the need to use temporary materials for shelter construction, maintenance and care is one of the PMO's regular activities in the camps so these needs will be addressed in the coming months.

Though the feeling of well-being inside their homes is very high (99% of survey respondents) and 95% of the responders feel safe inside their home, they also expressed the following specific worries:

Are you worried that the following events could affect your home?	Response %
Monsoon rain	57%
Fire	55%
Landslide	41%
Cyclone	39%
Heavy wind	30%
Floods	20%
Hot temperatures	20%
Conflict related concerns	0%

Figure 7. Hazards perceived by the AP

Note that at the MSNA conducted in August 2021 by BDRCS/IFRC, the top three hazards reported in Camp 12 were cyclones, fires and landslides. A feasible explanation for the different prioritisation at the time of this evaluation is that the MSNA was carried out before MTS were provided in Camp 12 and families were living in shelter built with light materials.

Quickly adapting to meet the GoB's changing construction regulations (the MTS design in Camp 12 has to be changed for Camp 11) happened in tandem with providing large numbers of shelters in the camps as well as community structures, something that PMO should be proud of.

The camp population and host communities are also happy with the PMO teams. Men who participated in the camp population FGDs knew the RCRC from Myanmar, but not the women because they had less exposure to life outside their villages in Myanmar.

There have been issues with regards quality of materials, particularly using bamboo that was not treated properly. However, this was rectified and now the PMO team has ensured the quality of the treated bamboo and BDRCS signed an agreement with IOM for the treatment of bamboo in their treatment plant at no cost.

COVID-19

The programme adapted well in the face of the COVID-19 measures imposed by the Bangladeshi government. The changes in the context were always appropriate and timely and were updated/amended as the COVID-19 situation in the country developed.

During this period, some of the field regional technical visits had to be cancelled due to the restriction of movement.

At the start of the COVID-19 pandemic, the concern about the impact of this disease in the camps was very high due to the very dense conditions that they live in; however, very few numbers of Rohingyas with cases of severe COVID-19 were reported. Unfortunately, it was not the same in the host communities and the rest of Bangladesh where the impact of this disease was high.

Planning, monitoring, evaluation and reporting (PMER)

In general, both specific and strategic planning has not been always effective.

Due to the inherent nature of the Operation, changes in the EPoA were required as the shelter and NFI needs covered by the EA changed across the 5 years of the implementation. For example, the number of the target population

²³ The household survey respondents were helped with the survey by volunteers and CEA members. Therefore, people may not have felt comfortable giving a lower/negative score for some questions. However, the option of "prefer not to answer" or "don't know" was always given for questions asking about the RC and the RC service they had received.

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affected increased over the implementation period (see *Table 1 Emergency Appeal & revisions: summary of main facts*). The amendments made to the EPOA and EA were therefore relevant and necessary.

However, many of the KIs felt that although teams worked well within themselves, a team silo culture is in place within PMO which makes planning a time-consuming task across the divisions and makes strategic planning difficult.

Though a tracking system, matrix and indicators were created to make monitoring easier, based on the 2021 MSNA, the data requested during this evaluation doesn't seem accurate and complete. In addition, data provided in the Operation update reports is not disaggregated by age and vulnerability group, and not always by gender.

There have been no documented monitoring visits from BDRCS/IFRC Dhaka HQ teams to PMO. This is also the case for the IFRC AP Regional Shelter Delegate over the last 4 years, even though the displacement crisis in Cox's Bazar is one of the biggest crises in the entire Asia Pacific Region. All the technical shelter, housing and settlement support from the IFRC Regional office has been provided remotely. This is understandable for the COVID-19 period when travel was difficult or not advised, but it is not for the periods before and after this.

In terms of investment of monitoring and evaluation (M&E) human resource, BDRCS and IFRC have no structured team dedicated for intensive field monitoring for shelter intervention. As such, day-to-day shelter quality or process monitoring is dependent on the shelter team itself - leading to missing independent view. The PMER IFRC team agrees that there were no systematic monitoring mechanisms in place from either IFRC or BDRCS, and no internal reviews were carried out by either party, such as a shelter, housing and settlement mid-term review, meaning the PMO activities could not be analysed and adapted where necessary (although as the EA clearly indicates key outcomes and output with indicators, there is a monitoring framework in place to follow and report). This short evaluation is the only external quality assurance mechanism carried out during more than 5 years of implementation of the Operation. 45% of the KI survey respondents felt that activities should be monitored more closely.

A draft joint IFRC and BDRCS Quality & Assurance plan should be set up, to provide a solid quality assurance framework, as well as clear roles and responsibilities for IFRC and for BDRCS, including their different offices. It is important that this plan is finalised and implemented as soon as possible. Some KIs feel there is also need for IFRC to support BDRCS on PMER.

Operation Updates and donor reports have been submitted regularly and in a timely manner.

Protection, gender and inclusion

Regarding the political dynamics inside the camps, it is known that three different political groups are well established within the camp communities and that each one tries to win over the population to support their group. Some actions of these groups are violent, so much so that the women who participated in the FGDs mentioned these groups as the main reason for not having windows in their shelter (even those that can be closed from inside) because of the likeliness of their husbands being shot while sleeping by a gun pointing through any opening in the shelter.

Only two PGI mainstreaming initiatives undertaken by the shelter sector are reflected in the last Operation Update #16.

Sector	Mainstreaming initiatives undertaken by programme sector
Shelter	<ul style="list-style-type: none">• Construction of low slop entrance of shelters in Camp 12 with family members who have disabilities or elderly health issues.• Construction of a distribution centre in camp with rail, ramps and demarcation for male and female.

Regarding inclusion, language is often a barrier; the Rohingya and Bengali languages are different and have different alphabets. This barrier is usually offset by education but the GoB remains firm that it does not want the Rohingya population to be integrated into the Cox's Bazar communities, so there is no support for Rohingyas to learn even Bengali in the camps and formal school education is not permitted. As a result, the literacy rate in camp communities is low; most of the people can't read or write in the Rohingya language. Literacy rates are also low because most

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people were denied access to education in Myanmar. Children are only allowed to attend learning centres or madrassas. Despite this, over the years, some Rohingya have become fluent in Bengali.

PMO has done very well in surmounting the language issue because all the household survey responders answered that they have been addressed by the programme staff in their own native language. The use of camp population volunteers inside the camps is fundamental to carrying out activities inside the camps in order to overcome the language barriers.

There is high interest in learning English because it is a language that would help in case some of the camp population reach countries such as Australia or Malaysia.

The shelter, housing and settlement team includes a community volunteer who supports the activities implemented by PMO on an ad hoc basis.

PGI training

Though it is very good that 24% of the KI survey responders had PGI training in the last 3 months, the fact that more than a third of respondents have either never had PGI training or had it more than 2 years ago needs to be remedied.

It is recommended that the IFRC PGI officer for the PMO hold training sessions for staff. This should lead to better overall awareness of PGI issues amongst staff, as well as increasing the integration of PGI approach and minimum standards into programming.

Staff management and recruitment

Currently the PMO IFRC office is managed by the Head of Cox's Bazar Sub-Delegation who has 5 delegates in his team. Though the PMO shelter, housing and settlement team is composed of 1 IFRC delegate, 2 shelter technical staff (one manager and one engineer) and 3 BDRCS staff, this it is considered a low number of staff given the size of the Operation.

Several KIs mentioned that recruitment is very slow within BDRCS, and essential resources are not always recruited. An example of this is that BDRCS staff often have more than one role which impedes building a good relationship with other members of the Operation.

Red Crescent Youth (RCY) volunteers

15 RCY volunteers (all male) are involved in the Operation. Their contribution to this evaluation has been through participation in workshops where they stated that they have always been happy to support the shelter, housing and settlement activities, but they felt that there could have been more use made of RCY.

Most RCYs are students in CXB which is 1.5/2.0 hours away from the camps and host communities. Since this is a protracted crisis, it would be a good approach to develop and involve a higher number of RCYs from the communities surrounding the camps so, in case of emergencies, they could be deployed much faster.

The consultant team considers that PMO could have been benefitted if more RCY volunteers had been involved, especially females to support PGI being mainstreamed and also in monitoring tasks.

Funding coverage and budget allocation

51% of funding coverage for the new phase as of December 2022 is low. Up until 30 June 2021, funding coverage of the existing Emergency Appeal stood at 70%²⁴ which is a considered reasonable.

²⁴ As per IFRC Ops Update #16, carried out in December 2022

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Regarding the budget allocation, shelter sector has the second highest allocation of funds (23%) after Strengthen

Thematic Area Code	Budget (CHF)	% allocation
AOF1 - Disaster risk reduction	621,414	1%
AOF2 - Shelter	15,704,092	23%
AOF3 - Livelihoods and basic needs	2,159,598	3%
AOF4 - Health	6,933,193	10%
AOF5 - Water, sanitation and hygiene	8,775,649	13%
AOF6 - Protection, Gender & Inclusion	3,867,718	6%
AOF7 - Migration	10,383,694	15%
SFI1 - Strengthen National Societies	17,242,299	25%
SFI2 - Effective international disaster management	1,385,157	2%
SFI3 - Influence others as leading strategic partners	11,679	0%
SFI4 - Ensure a strong IFRC	1,159,010	2%
Grand Total	68,243,503	

Table 3. EA budget allocation

National Societies (25%). As per the KIs, the latter includes support to BDRCS capacity building and there are unrestricted funds which are strategically allocated for NS institutional development and supporting the HR costs beyond 2023.

In the Operation Update #16 carried out in December 2022, the balance on the shelter budget was CHF 1,172,697 which is low to keep on working in this sector till the end of 2024. This is the reason why the PMO team is looking for new funds at the

moment of writing this report.

Transition and exit strategy

Most population movement programming turns into long-term operations; this should be planned and reflected in the EA from the early stages of an operation. When IFRC KIs were asked about transition and exit strategies in relation to this Operation, they answered that they are now at the start of discussions with the BDRCS.

Quantity versus Quality

All PMO staff expressed that activities have to be carried out in a rush in the last six months of the year due to donor requirements that state that funds must be used by the end of/within the calendar year (see 4.3 *Efficiency* above).

Since shelter is the sector with the highest budget allocation, the fastest way of carrying out the activities is through third-party construction companies (see section *Implementation through construction companies* above).

This is effective but doesn't allow the proper integration of sectors such as PGI and CEA which are equally critical even when implementing relief actions. This modality of work applies to both the camp population and host communities.

Another common perception among PMO staff is that it is the right time to change this approach in order to address other needs and to work with a more participatory approach from the design stage of the activities in order to further increase the quality of the activities and ownership by the affected population.

For example, shelter should be the entry point into the camp and host communities from which other sectors can be developed including PGI, health care, environmental awareness, income generation activities, etc.

Any intervention in the host communities should be carried out using the cash voucher approach (CVA), if allowed. Capacity building in the communities through workshops should also be used, for example how to carry out small permanent shelter works such as a "step" on the house doors to prevent the house flooding, or how to cover some gaps between the roof and the walls to avoid rainwater running into the shelters.

Voucher distribution

In 2021, 5,246 households in Camp 12 were given vouchers in order to get NFI for their shelters. This was carried out by BDRCS in tandem with IFRC and German Red Cross. 84% of the household survey responders said that receiving vouchers to improve their homes is a good mechanism. The consultant team therefore encourage the use of vouchers as much as possible inside the camps, and cash support in the host communities. According to GoB guidelines, cash support is not allowed in the camps.

Some of the KI explain that this activity should be improved, and more time should be put on ensuring both the affected population and vendors understand the mechanics of the activity.

4.5. Coverage

Coverage refers to **the extent population groups are included in or excluded from an intervention**, and the differential impact on these groups.

PMO provided aid while upholding the Fundamental Principles of humanity, impartiality and neutrality. To receive shelter, housing and settlement services in the camps, all the PMO team requires is the official camp registration to show that the recipient is a resident of the camp. All shelters within a particular camp provided in the same year have the same characteristics/features.

The main requirement for the communities is that the family meets the criteria for high vulnerability and that they own the plot of land where the house will be constructed²⁵. All houses have the same size and construction characteristics.

No-one in any of the data collection methods (KII, FGDs or survey) mentioned that there were barriers in reaching the population most in need. Even at the FGD in one of the host communities, families that didn't receive a house agreed that due to lack of funds, vulnerability criteria had to be applied and this was fair.

The houses in the host communities have reached the extremely vulnerable individuals and those in remote areas. In Jahajpora village, the PMO team provided just 2 shelters to benefit a disabled and divorced mother of two girls, and a lady who has been blind since she was 12 years old. When the latter was interviewed about the Rohingyas camps, she shared the following view:

As 76% of the survey respondents answered that the most vulnerable were always prioritised, this provides strong assurance that the assistance provided through PMO was equitable.

4.6. Impact

Impact assesses **the effect of the Operations on the National Society's capacities and the level of resilience of the communities** and institutions in areas covered by the Operation.

National Society Development (NSD)

The Operation has contributed to the capacity building and organizational development of the BDRCS because this EA empowered the NS across different divisions to implement a large shelter programme. The budget allocation for Strengthen National Societies is also quite reasonable (25% of the total). *See Table 5. EA budget allocation for details.*

However, capacity development of BDRCS scored low in the KI survey; just 41% of responders think that there has always been NSD during the PMO EA. The consultant team also feels that more should have been carried out under NSD for the BDRCS.

Half of the of respondents to the KI survey (51%) felt that the EA had reinforced BDRCS's capacity in migration in CXB. This EA also positively influenced the visibility and auxiliary role of the BDRCS within the regional and national context.

At the MTR carried out in 2019, this also came as a general main finding:

- ✓ BDRCS still need to be supported for a longer period of time while upscaling to overtake PMO overall delivery (especially in term of HR, support service, planning and advocacy).

BDRCS should have had full ownership of this Operation right from the start since this is a protracted displacement crisis and the full participation of the HNS is crucial to ensuring a sustained response. Since this didn't happen, as one of its priorities in Bangladesh IFRC should consider how to balance ensuring that minimum standards are met whilst ensuring HNS ownership of a programme.

²⁵ Although this does automatically rule out families that do not own a plot of land, it is a requirement of GoB

Findings

The clear donor direction is to reduce funding, and this is a protracted crisis, so it is vital that the BDRCS begins to take more responsibility and ownership of this Operation.

Affected population

It is important to highlight the impact that this Operation has had on over 375,000 people²⁶ from both the host and the camp population who received shelter, housing and settlement services from PMO. All affected people who participated in FGDs awarded PMO the highest level of satisfaction that they could.

As mentioned above, 99% of household survey respondents are happy with the quality of the materials received from PMO. They nearly all (99%) answered that they have a sense of wellbeing.



Figure 99. House provided by PMO. Photo by BDRCS



Figure 8. Camp Mid-term shelter provided by PMO. Photo by BDRCS

In the case of the host communities, community construction has also had a positive impact on the population. The MCHS in Hajampara provides a good health service and means the neighbouring population don't have to travel 7 km to Teknaf to access these services.

Environmental

Several KIs are concerned about the environmental impact of using a vast quantity of bamboo produced in Bangladesh but were unable to suggest other construction materials with similar characteristics. The distribution of LPG (liquefied petroleum gas) in 2021 contributed to much less wood being used for cooking in the camps.

Thinking about future similar operations, the consultant team would recommend there should be environmental impact reviews of materials used and exploration of the possibilities of using more environmentally-friendly options (e.g. bamboo treatment). In order to source materials with a lower environmental impact, IFRC should try to collaborate with universities or environmental organisations.

4.7. Coherence

Coherence refers to **policy coherence**, ensuring that relevant policies (for example humanitarian, security, trade, military, and development) are consistent, and take adequate account of humanitarian and human rights considerations.

Strategic and policy alignment

The Operation was aligned with **IFRC Strategy 2030**, particularly strategic goal 1: People anticipate, respond to, and quickly recover from crisis and strategic goal 2: People lead safe, healthy and dignified lives and have opportunities to thrive.

Not all Ten Migration Principles from the **IFRC Policy on Migration**²⁷ were followed. The table below sets out the 10 principles mapped against the actions taken to meet each principle during the Operation.

Table 2. Alignment with the IFRC ten Migration Principles

Migration principle	Evidence of alignment
1. Focus on the needs and vulnerabilities of migrants	Shelter needs have been met for all Rohingyas in Camp 11 and 12 where BDRCS is the lead sector agency

²⁶ Figure validated by PMO PMER

²⁷ <https://www.ifrc.org/document/migration-policy>

Findings

Migration principle	Evidence of alignment
2. Include migrants in humanitarian programming	There should have been greater inclusion of Rohingyas in shelter, housing and settlement programming
3. Support the aspirations of migrants	Most of the Rohingyas' aspirations can't be met as GoB doesn't allow a formal education system inside the camps. Furthermore, the main aspiration for the Rohingyas is to live in freedom. More Humanitarian Advocacy should have been done.
4. Recognize the rights of migrants	As stateless people, the Rohingyas are unable to enjoy some fundamental rights, for example the right to a nationality ²⁸
5. Link assistance, protection and humanitarian advocacy for migrants	PMO Humanitarian Diplomacy actions have been limited
6. Build partnerships for migrants	No reported actions on this principle
7. Work along the migratory trails	Rohingyas are predominantly staying in the camps
8. Assist migrants in return	Conditions are not conducive for safe, voluntary and dignified return to Myanmar.
9. Respond to the displacement of populations	Efficient PMO relief operation after the fire on Camp 11
10. Alleviate migratory pressures on communities of origin	Not relevant to this crisis.

The Operation was aligned with **BDRCS Strategy Plan 2021-2025**²⁹, and in particular with Outcome 1.1.4 under Strategic Goal 1: "BDRCS effectively able to engage with migrants, displaced persons and host communities to assess and respond to their priority requirements".

The work carried out with the host communities also meets Outcome 1.2.1: "Communities have safe and accessible infrastructures and services to support the most vulnerable part of the community through effective coordination among stakeholders".

The Operation meets Outcome 1.1.1 as well: "Modern and sustainable anticipatory system as well as effective coordination with nationwide public and non-government actors enhancing BDRCS auxiliary role".

Migration and Identity is one of the strategic priorities of the **2022 IFRC Bangladesh Country Plan**. There is reference to the nearly a million displaced people from Myanmar in Bangladesh, but they are not part of the target: "4,000 migrants and displaced people provided with assistance and protection services". The reason for this is that the PMO EA is treated as outside of the country plan. This consultant team recommends that the transition to the Operation being included in the country plan starts in anticipation of the Emergency Appeal closing in 2024.

ISCG's Joint Response Plan

At the field level in Cox's Bazar, ISCG prepares an annual Joint Response Plan (JRP) and BDRCS represents RCRC in this plan. The 2020 MSNA report for was used as a guide in the development of the current phase of the EA.

Humanitarian Diplomacy

Though humanitarian diplomacy (HD) is one of the three enabling actions of the One Window Framework, only slightly over half of the KI survey responders (51%) considered that it was always present. Humanitarian Diplomacy could be used to increase the visibility of programmes.

4.8. Sustainability & Connectedness

The PMO in Cox's Bazar is continuing until end of 2024 but none of the KI asked has been able to provide a document on the sustainability of the PMO after the end of the EA.

²⁸ From Article 15 of the landmark Universal Declaration of Human Rights

²⁹ <https://bdracs.org/bdracs-strategic-plan-2021-25/>

Findings

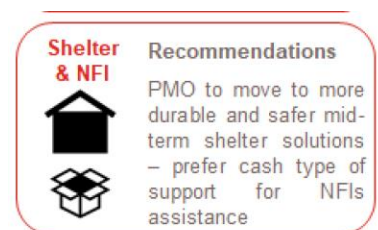
Some of the IFRC KIs said that they are going to start to discuss with BDRCS about the strategy for post 2024, given there is less donor interest to this protracted crisis. Another KI mentioned that this evaluation report will be the starting point for discussions about what will happen post 2024.

The consultant team recommends that exit/sustainability plans are included much earlier on in the programming.

5. Lessons Learnt

The following lessons learnt are the result of the PMO's experience from 6 years of implementation. BDRCS and IFRC should therefore keep on applying them to future PMO CXB activities as well as in any response to an eventual new disaster in Bangladesh.

Coordination	<ul style="list-style-type: none"> • A good dialogue with the GoB and other stakeholders ensures complementarity and BDRCS recognition • Efforts to establish good coordination with stakeholders are very worthwhile. For example, as a result of good coordination, IOM made bamboo treatment facilities available to PMO and fire relief operations in Camp 11 in 2023 and Camp 9 in 2021 were successful
Shelter construction	<ul style="list-style-type: none"> • The use of properly treated bamboo is key to ensuring the quality of shelters using this material • It's better to use IFRC tarpaulins; local tarpaulins are currently not part of the permitted shelter materials • The use of framework service agreements with construction materials suppliers saves a lot of time
Programming	<ul style="list-style-type: none"> • One Window Framework has saved lots of time and energy on Movement coordination. 28% KI survey responders think that it helped to improve the relationship between BDRCS and IFRC • A feasible contingency plan allowed the provision of an efficient relief operation to about half of the target population after a sudden man-made disaster, such as the fire in Camp 11 • Transparent and effective feedback mechanisms for affected populations help to better understanding the communities' needs, thus providing more effective programmes. • The 2019 MTR recommendation that the PMO shelter sector should move to more durable and safer mid-term shelter solutions has become a lesson learnt for the PMO team. • Everyone feels it is fair to also provide shelter support to extremely vulnerable families from the host communities. • After the 2021 fire in Camp 9, the shelters built have concrete in the kitchen area • There is scope for further improvement when assessing shelter needs i.e., to undertake interventions in complement with protection, gender and inclusion (PGI), and livelihood support.³⁰ • Vehicle rental agreements with local companies to meet additional needs of the operation improve efficiency.
Risk mitigation	<ul style="list-style-type: none"> • Congested living conditions inside the camps are a high risk; after the fire in Camp 11 in March 2023, the CiC is planning to improve some of the access ways to some of the camp blocks



Despite more than half of KI survey responders (52%) thinking that more learning from previous experiences would have helped the PMO be more effective, KIIs and the participants in the field data collection phase workshop were not able to come up with many lessons learnt.

The consultant team considers that these lessons learnt should be also put in practice at a global level for future major disasters in similar settings of protracted displacement and shelter support delivered to affected populations.

³⁰ This lesson has been taken from the Operation Update (2017-2021) Bangladesh: Population Movement Operation, Update #13, 31 March 2022 but it is still valid.

6. Recommendations

Although PMO team has systems in place to deal with the Population Movement Operation in Cox’s Bazar, drawing on the evaluation findings above, the consultant team makes the following recommendations for PMO. These recommendations should be considered in response to the current crisis, any new disasters in Bangladesh, and at a global level for major future disasters in similar settings of protracted displacement, in order to optimize predictability, contingency planning, future response mechanisms and shelter support delivered to affected populations.

The recommendations have been rated as H (high), M (medium) and L (low) to help PMO prioritise each recommendation. In addition, the recommendations have been separated as general (G), camp (C) and H (host community).

The table below lists the recommendations listed as high by the consultants. The full list of recommendations can be found in **Annex 11. Full list of recommendations**.

AREA	G/C/H	Action for	RECOMMENDATIONS
HIGH			
Implementation	C	PMO	After the fire in Camp 11 in March 2023, focus the shelter, housing and settlement efforts into providing replacement mid-term shelters for families living in this camp. Follow the vulnerability criteria to ensure that families most in need (e.g. single/divorced mothers with young children and adolescent daughters) receive replacement shelters first
	C, H		Increase engagement of the host and camp population in the assessment, planning and implementation processes of the shelter operations Both, camp population and host community members would like to have a more active role in the shelter programmes, not just merely waiting for the construction to be done and to move into the shelters.
	C, H		Improve the quality control systems for materials received by suppliers and for the shelters built. Involve more BDRCS staff and RCY and community volunteers in these tasks
	C, H		Provision of good quality shelters should be the entry point to communities to support the communities with other needs (such as higher understanding on PGI, environment and climate change, peace building).
	C, H		Obtain more funds to cover the shelter, housing and settlement needs in the camps and host communities
	C, H		Assess and address the need of shelters that need repairing immediately and at least before the monsoon season starts (this recommendation is specifically based on results to the household survey).
Advocacy	H	PMO	Advocate that most vulnerable families from the host communities are supported from the start of the Operation

Recommendations

AREA	G/C/H	Action for	RECOMMENDATIONS
Planning	C, H	IFRC	Ensure that an exit strategy/sustainability plan of the current EA is planned before end Q1 2024 which answers, at the very least, the following questions. <ul style="list-style-type: none"> Will the current EA be extended again? If so, for how long? Who will be the main donors? Will shelter, housing and settlements keep a similar budget? Will the CXB shelter, housing and settlements activities be part of the IFRC Bangladesh country plan from 2024 instead?
	C, H	IFRC	IFRC Regional Shelter Delegate visits PMO by Q2 2023 to review 2023 activities, plan 2024 activities and draft the exit current EA strategy
	C, H	PMO	Work together to define the future of the PMO with clear roles and responsibilities by Q3 2023 . Include CEA and PGI teams in this process.
National Society Development	C, H	IFRC	Increase BDRCS CXB and BDRCS HQ involvement in the PMO by Q2 2023
Coordination	C, H	PMO	Leadership to encourage unity (as opposed to silos) across PMO , for example through mentorship, team projects, cross training, a monthly all staff project update, a weekly EA project staff update meetings. Develop cross-departmental working and planning, especially with PGI and CEA teams
CEA	C, H	BDRCS	Greater engagement in the process by the families that will live in the shelters, or the houses in the host communities
Auxiliary role	C	BDRCS	Consider including advocacy work when having dialogue with governmental authorities, such as the Ministry of Disaster Risk Management or other main stakeholders at national and international level
PGI	G	PMO	Ensure all team members carry out a PGI basic course or training. In the case of long-term staff, ensure that they have refresher courses
	C	PMO	Don't wait for an activity to be approved to update the list of EVIs living in the camps so in case of disaster EVI can be targeted quickly
PMER	C, H	PMO	Make sure that the quantitative information shared is always the same across documents and platforms . The infographic data collected through a digital platform (Kobo-based Activity Tracking Form) must always be the same as the data presented in the Operation Updates.
			Develop a PMO Quality & Assurance plan by Q2 2023
			Set up and update indicator tracking tool on a monthly basis <ul style="list-style-type: none"> All indicators must be SMART All targets should be numerical and realistic Highlights of monthly updates should be shared among all PMO members
Future evaluation	G	IFRC	Always involve the HNS in any evaluation

7. List of annexes

Annex 1: Detailed Background

Annex 2: Shelter support 2017-2022

Annex 3: Key evaluation questions

Annex 4: Methods of data collection

Annex 5: List of Key informant interviews

Annex 6: Key Informant survey

Annex 7: Household survey

Annex 8: Key documents reviewed

Annex 9: Evaluation approach

Annex 10: Survey findings on impact

Annex 11: Full list of recommendations

Annex 1. Detailed Background

2.1. Context

Bangladesh is home to nearly a million displaced people from Myanmar, creating one of the most complex, critical, and challenging displacement crises the Asia Pacific region has faced.

Displacement from Rakhine State, Myanmar is not a new phenomenon. In 1978, an estimated 200,000 people fled to Bangladesh (nearly all were returned within two years) and in the early 1990s, an estimated 250,000 people fled (with nearly all being returned over the next decade apart from 32,701 who were formally registered as “refugees”).

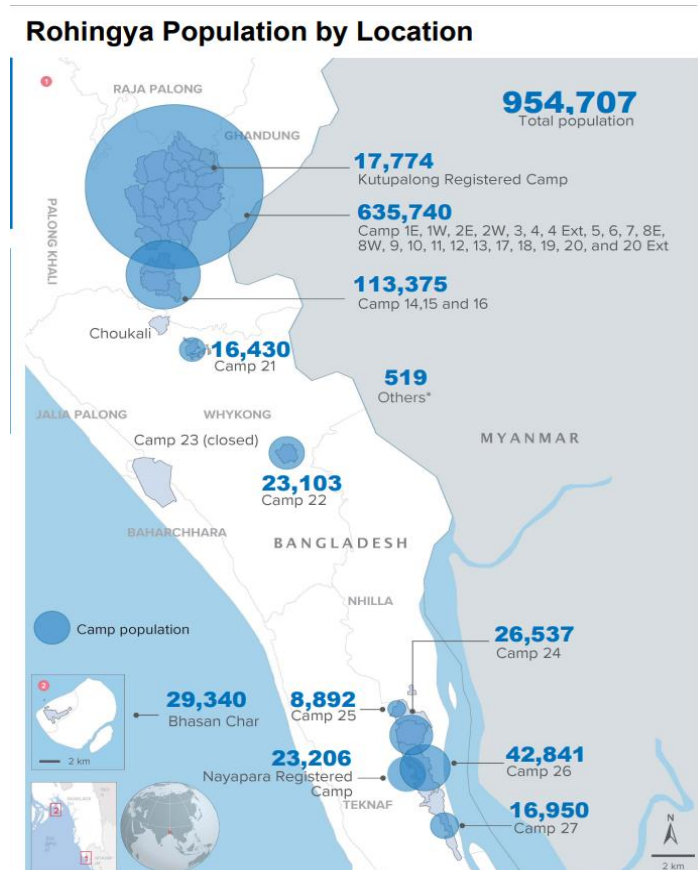


Figure 10 Source: UNHCR Bangladesh Operational Update, January 2023

Following an outbreak of violence in Myanmar's Rakhine State, around 65,000 people fled to Cox's Bazar in Bangladesh between October and December 2016. In October 2017, a further 730,000 people arrived³¹.

In January 2023, more than six years later, the situation remains a protracted crisis: 954,707 Rohingya people (197,303 families³²) are still registered by UNHCR in Cox's Bazar.

In total, there are 33 camps which has a peripheric fence which is guarded by the Armed Forces of Bangladesh in strategic location to maintain the order. For people to exit the camp where they live, they need a special permit and a reason. In the camps, children make up 52% of the population, 3.95% of the total number of people in the settlements have been identified as having at least one specific need, 1% being people with disabilities³³.

The displaced people live in one of the world's largest camps located across Ukhiya and Teknaf Upazilas³⁴ in a densely packed temporary shelters with a density of 60,000³⁵ people per km². A further 29,000 people have been relocated to Bhasan Char Island by the Government of Bangladesh (GoB) since 2020³⁶.

³¹ 78% of the current camp population arrived between 25 August 2017 and 31 December 2017, UNHCR Annex Population breakdown December 2022

³² UNHCR Bangladesh Operational Update, January 2023

³³ Joint Government of Bangladesh – UNHCR Population Factsheet, 31 January 2023

³⁴ is an administrative division in Bangladesh, functioning as a sub-unit of a district. It can be seen as an analogous to a county or a borough of Western countries.

³⁵ WFP, April 2022

³⁶ <https://reporting.unhcr.org/situation-reporting?sitcode=505>

The camps are often affected by disasters brought on by the seasonal rainfall and cyclones (for example Cyclone ‘Sitrang’ in October 2022) causing landslides, water logging, shelter damage; frequent fire incidents; cholera and diphtheria outbreaks; and the COVID-19 pandemic. The most recent fire (in March 2022, 11 casualties were reported and approximately 10,000 damaged shelters in Camp 8, 9 and 10³⁷). Recently three armed groups have been reported active in the camps.

Bangladesh is not a signatory to the 1951 Convention relating to the Status of Refugees (or its 1967 Protocol). There is therefore no asylum framework in Bangladesh which means there are limited long-term solutions. The GoB focuses on voluntary repatriation as the way of solving this crisis.

Since GoB focus on voluntary repatriation, with the Rohingya staying until the situation in Myanmar improves, they have set the condition that the camps are a temporarily solution and therefore none of the activities to be carried out in the camps can be permanent. Limited income-generating activities are allowed and there is restriction building anything that might be considered; hence, the people are completely dependent on humanitarian assistance to meet their daily needs. They face uncertainty about their future, including the possibility of repatriation. Due to the conditions in the camp, people are frequently embark on the dangerous journey -by land and by sea – with the intended destinations being Malaysia and Indonesia.



Figure 111. Rohingya camp. Photo by IFRC

With regards coordination, the UN-led Inter-Sector Coordination Group (ISCG) is the central coordination body for humanitarian agencies serving Rohingya refugees in Cox’s Bazar, including liaison with the RRRC (Refugee, Relief and Repatriation Commissioner), Deputy Commissioner³⁸ (DC), and government authorities at the Upazila level. The ISCG Principal Coordinator chairs the Heads of Sub-Offices Group (HOSOG), which brings together the heads of operational UN Agencies, RCRC and members of the international and Bangladeshi non-governmental organization (NGO) community active in the response, as well as donor community representatives based in Cox’s Bazar.

³⁷ Emergency Plan of Action (EPOA) Bangladesh: Cox’s Bazar Camp Settlement Fire, MDRBD026, 26 March 2021

³⁸ The Deputy Commissioner leads the civil administration and has crucial responsibilities for coordinating the response to the needs of Bangladeshi host communities, including during natural disasters, and for ensuring security and public order

Each camp has a Camp-in-Charge (CiC) who allows and coordinates humanitarian organisations to implement an activity once a needs assessment is done and authorised by the RRRC. Access to the camp settlement is managed by the RRRC which is an agency of the Ministry of Disaster Management and Relief (MoDMR), designated to serve as the camp authority.

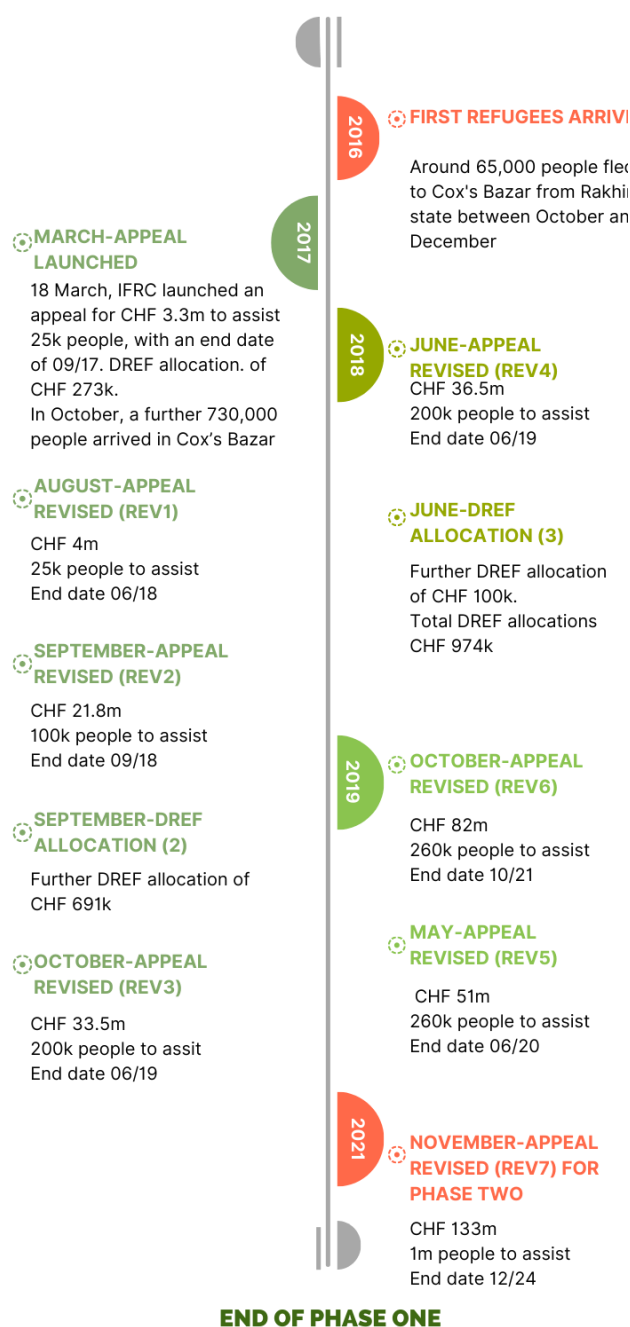
The ISCG convenes the Sector/Working Group (WG) Coordinators' Group to ensure inter-sector coordination in the response, including regular sector meetings with the RRRC. These agencies are organized into 12 thematic sectors and sub-sectors (e.g. Shelter, housing and settlement, Health, WASH) as well as working groups that focus on cross-cutting issues (e.g. Protection, Gender in Humanitarian Action, Communicating with Communities). The agencies' actions are reflected in the ISCG annual Joint Response Plan (JRP).

With regards Bangladesh Red Crescent Society (BDRCS), in coordination with ISCG, and due to its auxiliary role to the Government of Bangladesh, since 2017 BDRCS, supported by IFRC and PNS, has been making efforts to improve the living conditions in these densely populated camps.

BDRCS is the shelter, housing and settlement focal agency in adjoining Camps 11 and 12 which are located in Balukhali, Ukhiya Upazila. At the time of this evaluation the CiC is the same person for both camps. As Camps 11 and 12 are next to each other, people are allowed to go between the two camps as long as they use the paths inside the camps and do not take the main road outside the sites.

As per the UNHCR Population Fact sheet in December 2022, Camp 11 had 6,292 families (32,110 individuals) and consists of 6 blocks (A to F) and Camp 12 had 5,644 families (28,313 individuals) and consists of 4 blocks (A to D). A monthly increase reported in the two camps is mainly due to the increase of internal population (more births than deaths); there are rarely new arrivals.

2.2. Shelter, housing and settlements operation details



Overview

The Emergency Appeal (EA) No: MDRBD018 Bangladesh Population Movement Operation, Cox's Bazar was launched on 18 March 2017, following an initial Disaster Response Emergency Fund (DREF) allocation in January 2017 of CHF 273,151³⁹.

Between May to October 2017, the EA was revised three times – in August, September and October - to cater for increasing needs due to large numbers of displaced people crossing the border from Rakhine (some 500,000 people were reported to have crossed the border between August and early October alone). The October revision sought CHF 33.5 million for 200,000 people, with the operation categorised by IFRC as a “red response” as per the Emergency Response Framework. This categorization indicates that the scale and complexity of the operation demanded an organization-wide priority for the IFRC Secretariat at all levels.

In the initial phase after the August 2017 influx, IFRC applied global emergency response tools such as Field Assessment Coordination Team (FACT), Emergency Response Units (ERUs) along with Regional Disaster Response team (RDRT) as well as surge capacities from different regions were deployed to support the operation. BDRCS, with the support of IFRC, coordinated all the response.

Sector-wise, shelter, health, and WASH were the focus of the RCRC response. After FACT and ERU missions, the operation continued with a clear focus on mid-term shelter, stable health services and sustained water supply, sanitation and hygiene promotion. Most of the implementation has been conducted by BDRCS with support from IFRC and PNS.

In response to the increasing number of stakeholders and PNS involved, and the complexity of the protracted crisis, the One Window Framework (OWF) was developed to coordinate the Federation-wide response to the PMO. The OWF includes six pillars, three of which are response priorities and three are the enabling actions. The response priorities are (RP1) humanitarian action; (RP2)

³⁹ Two further DREF allocations have been made - CHF 690,707 in September 2017 and CHF 100,000 in June 2018. The total amount advanced and replenished from DREF is CHF 973,858.

preparedness for response; and (RP3) community resilience approach. The enabling actions are (EA1) strong national society and branch; (EA2) one window approach and movement coordination; and (EA3) humanitarian diplomacy.

In February 2018 a partnership meeting was organized in Cox’s Bazar where the OWF was formalized as the working modality for BDRCS, IFRC and in-country PNS.

Between June 2018 and October 2019, the EA was revised a further three times – June 2018, May 2019 and Oct 2019. The sixth revision in October 2019 sought CHF 82.2 million to support 260,000 people until 31 Dec 2021.

The following table summarised the EA revisions:

Table 2. Emergency Appeal & revisions: summary of main facts

What	When	Funding required CHF	People to be affected	People affected	Period (from Jan 2017)	End date
First Phase – from Jan 2017 to 20 Nov 2021						
EA launched	18/03/17	3.3 mil	25,000	74,550	9 months	09/17
1	15/08/17	4.0 mil	25,000	74,000	18 months	06/18
2	15/09/17	12.8 mil	100,000	379,851	21 months	09/18
3	23/10/17	33.5 mil	200,000	730,000	30 months	06/19
4	7/06/18	36.5 mil	200,000	1.3 mil	30 months	06/19
5	01/05/19	51.0 mil	260,000	1.2 mil	42 months	6/20
6	21/10/19	82.0 mil	260,000	1.2 mil	60 months	12/21
Second Phase – from 20 Nov 2021 to 31 Dec 2024						
7	20/11/21	133.0 mil	1 mil	1.4 mil	3 years	12/24

The 7th revision of this appeal was published on 20 November 2021, covering the period from 1 January 2022 to 31 December 2024 and seeking CHF 79 million to support around 1 million people for three years. This is being considered as a new phase; the previous phase covered the first five years of operation (2017 to 2021).

The total funding requirement for the two phases of the response is CHF 133 million Federation-wide, being CHF 79 million for 2022 – 2024 through the IFRC Emergency Appeal (including CHF 6 million for Bhashan Char) and CHF 54 million for 2017-2021.

An Operational Strategy has been developed for this new phase of support to the PMO programme – a summary can be found in the diagram below. The strategy includes 3 focus areas (the sections in red) and 5 approaches to ensure the strategy is met.

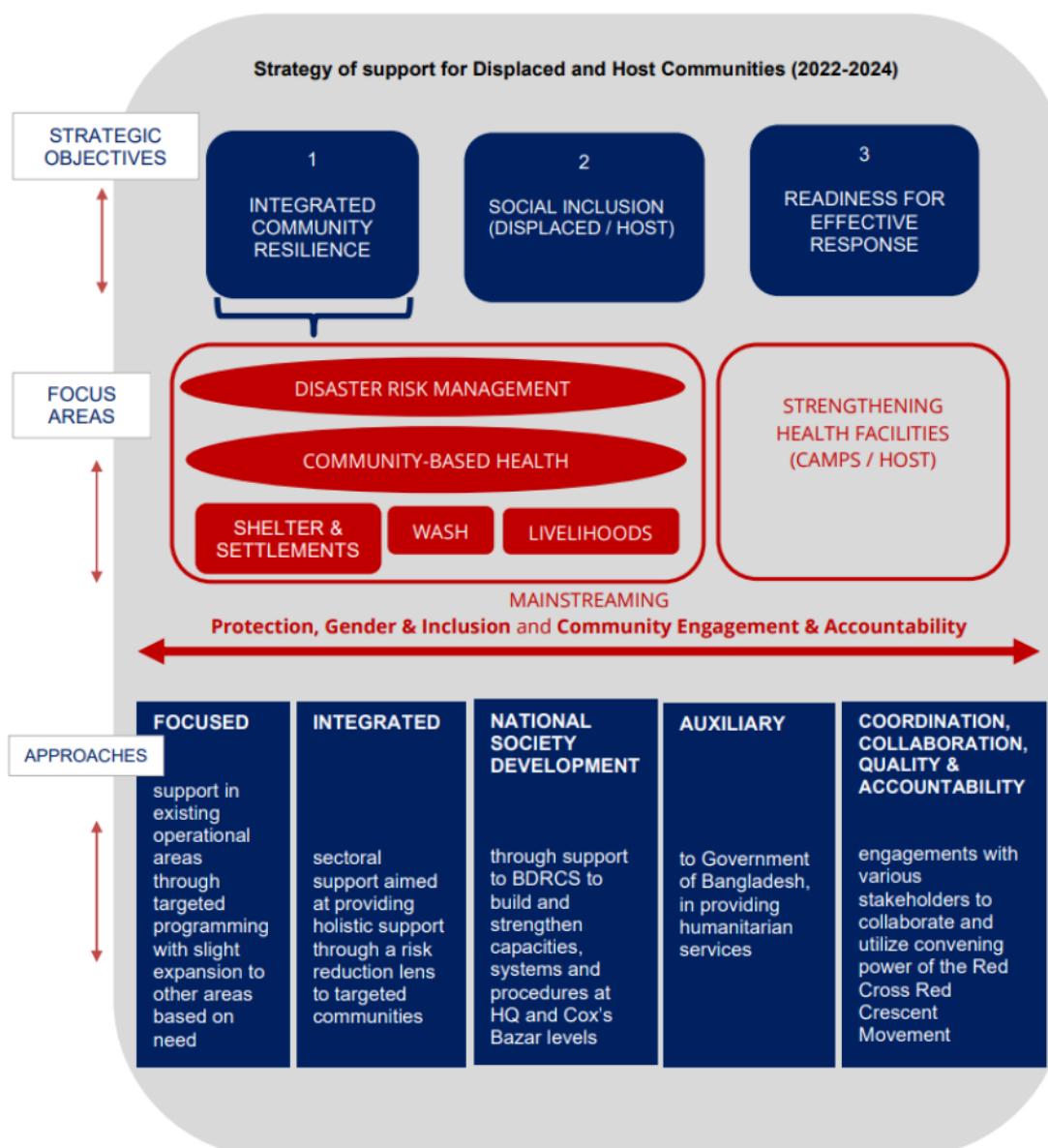


Figure 12. Strategy of support for Displaced and Host Communities (2022-2024)

Shelter, housing and Settlements Operational Strategy 2022 to 2024

As defined in the Operational Strategy 2022 to 2024, the objective for Shelter and Settlements is ***The safety and well-being of communities are strengthened through shelter and settlement solutions.*** The priority actions are the following:

1. Provide shelter and settlement solutions, and essential household items for the displaced community and host community.
2. Construct and improve community infrastructure both in camps and host community areas.
3. Build awareness and capacity of community on safe shelter among both displaced and host communities.

The main focus of the operation is to see increased emphasis on providing more durable and environment-friendly shelter, housing and settlement solutions aimed at improving living conditions for both displaced and host communities. To do this, the Shelter, Housing and Settlements sector will have to consult with partners and the community to enhance shelter durability and protection and explore alternative construction materials.

In the multi-sectoral needs assessment (MSNA) carried out by BDRCS/IFRC in August 2021, it was highlighted that household-level site improvements and rebuilding or repairs to community infrastructure were needed. The sector is therefore working beyond the scope of shelter, providing shelter-site improvements, such as slope protection, household drainage, raising plinths and step pathways, community infrastructures such as mosques, schools, and child and women-friendly spaces.

Efforts are and will be placed on strengthening coordination and promoting complementarity with focal agencies for shelter in respective camps. In addition, building awareness among communities on shelter safety will continue, thus increasing the capacity of communities to maintain and strengthen their shelters through participatory-based approaches.

2.3. Shelter, Housing and Settlements achievements up until December 2022

PMO shelter, housing and settlement team assistance in the camps has moved from the emergency phase to the provision of shelter reinforcement such as transitional shelter (1, 2 and SUM), mid-term shelters (MTS) with household-level site development and care and maintenance in coordination with different stakeholders, the Shelter/NFI Sector and the GoB, ensuring standards and guidelines are followed. A data table is given here to show various shelter support over the years:

Shelter support in camp: 2017 – 2022 (under IFRC Appeal)

Year	Type of intervention provided	Total number of households supported in yearly basis	Cumulative figures (2017 – 2022)
2017	Emergency shelter kits (tarpaulins, rope and bamboo)	44,000	62,221
2017	NFI - Essential household items (blankets, mosquito net & mats)	28,930	61,771
2017	Cash grant for emergency shelter materials, NFI and construction	7,122	7,122
2018	Emergency shelter kits (tarpaulins, rope and bamboo)	54,461	62,221
2018	NFI - Essential household items (blankets, mosquito net, mat), baby blanket, sleeping mat)	30,885	61,771
2018	Upgrade shelter kits	3,000	32,532
2019	Emergency shelter kits (tarpaulins, rope and bamboo)	----	62,221
2019	NFI - Essential household items (blankets, mosquito net, mat, LPG gas cylinder/refill), baby blanket, sleeping mat)	61,771	61,771
2019	LPG gas cylinder/refill	14,851	14,851

2019	Upgrade shelter kits	32,532	32,532
2019	Transitional shelter assistance (TSA) in camps 11, 12	8,000	8,000
2020	Emergency shelter kits (tarpaulins, rope and bamboo)	58,071	62,221
2021	Mid-term shelter	4,915	4,915
2022	Mid-term shelter	2,500	4,915
2022	Community structures and site development	14,000	14,000

Between March 2017 and December 2021, the PMO shelter program supported a total of 372,802 people in camp (325,113) and host communities (47,689) through the provision of emergency shelters, followed up with transitional shelter assistance and durable shelter solutions, as well as essential household⁴⁰.

The PMO reached 344,802 people with safe, appropriate and adequate shelter, housing and settlement assistance⁴¹ which is 72% more than the targeted value (200,000).

The total numbers of households supported per year in the camps is the following:

Support to the camp population

In 2017 **Emergency Shelter Kits** were distributed to the camp households consisting of tents, tarpaulins, tool kits and materials (bamboo and ropes) and NFIs.

To increase the level of awareness of the community in safe shelter, PASSA (Participatory Approach Safe Shelter Awareness) has been rolled out, tailored based on the camp context. More than 9,830³⁸ individuals were reached by PASSA.

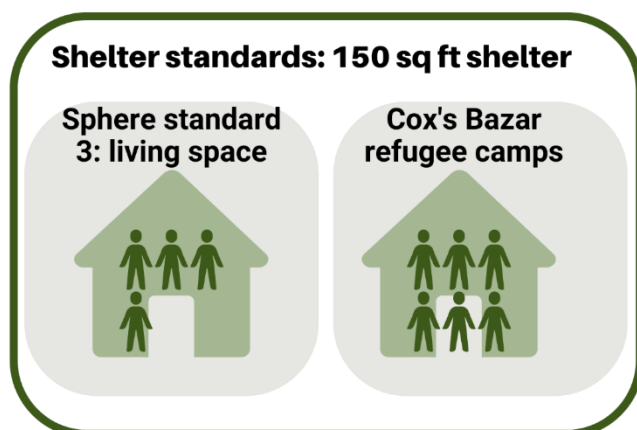
From 2019 until 2020, more than 4,945 households received **Transitional Shelter Assistance (TSA) II** in Camp 11. TSA II and III is composed of the distribution of materials such as pieces of bamboo (Borak and Muli), a tarpaulin, rope, sandbags, metal footing and a lock chain to improve and strengthen the shelter. The quantity of some materials, like the number of pieces of bamboo depends on the household assessment. Prior to the materials distribution, technical orientation and support was provided to the households receiving TSA. In the case of Extremely Vulnerable Individuals⁴² (EVIs) porter and labour support were provided as well.

The MTS are mainly built using bamboo (Borak and Muli species), rope, metal footings, cement (for the floor and a concrete plaster wall in the cooking area) and tarpaulins. As well as the MTS, PMO team has also provided household-level site development such as slope protection and drainage.

This MTS was designed by the Shelter/NFI Sector and approved by the MoDMR through the RRRC.

⁴⁰ Operation Update (2017-2021) Bangladesh: Population Movement Operation, Update #13, 31 March 2022

⁴² (Extremely Vulnerable Individuals) is a term used by ISCG to refer to the people who are vulnerable in terms of their long-term illness, disabilities, geriatric condition, gender attributes etc



Therefore, the PMO are constructing shelters 10ft x 15ft (150 square feet) for a family up to 6 persons and 300 square feet (i.e, 2 shelters) for families with 7 or more persons. According to the Sphere⁴³ standard, 150 square feet is for a family of up to 4 persons. Before the shelter size was 10ft x 18ft but was reduced by the RRRC due to congested situation and need to provide roads and pathways.

The cost of each PMO MTS shelter is BDT 60,000 –65,000 (CHF 720 –722 CHF).

Shelter care and maintenance

Due to the temporary nature of the materials used in the shelter construction, care and maintenance is one of the key activities. The main objective is to ensure that shelters are strengthened and properly maintained, and that damaged parts are repaired/rehabilitated to improve safety and durability. An assessment will be carried out every six months or as required to determine the materials needed per household within the limits of the quantity approved by the Shelter/NFI Sector and the RRRC.

Preparedness and response to multiple hazards

Shelter and NFIs kits are pre-positioned in strategic locations for immediate response to emergencies. The stocks cover 30% of households. Based on the rapid damage assessment, the PMO will provide emergency shelter and NFIs to disaster-affected households as per the Shelter/NFI Sector guidelines. In addition, monsoon and cyclone preparedness will be provided through awareness sessions and technical support for installation of tie down kits.

Support to the host communities

Between 2019 and 2022 the PMO has also provided housing support to the extremely vulnerable families in the host communities.

In 2019, the most vulnerable households in the host community comprising 472 families in the Ukhiya sub-district, were provided with shelter materials such as CGI sheets, timber, bamboo, nails, and basic construction material to repair or reconstruct their shelters.

The house design is 20 square metres and comprises two rooms and a veranda fully built in concrete with CGI roofing. The houses are equipped with a latrine and rainwater harvesting that will help the families to collect and store rainwater. The total number of houses completed between 2019 and 2022 is 407.

Table 3 Summary of shelter support in host communities

Upazila	2019	2020	2021	2022	Total
Ukhiya	470 ⁶	35	53		558
Teknaf			27	167	194
Cox Saddar			20	105	125
Total	470	35	100	272	877

⁴³ <https://spherestandards.org/>

Note: this evaluation did not include visits to the any of the 470 families in Ukhiya in 2019 that received shelter materials, nor the 20 houses constructed in Saddar in 2021.

The cost of each PMO house is BDT 300,000 – 330,000 (CHF 2,727- 3,000).

Additionally, the PMO built the following community structures:

- Distribution centre in Camp 18 in 2021
- 11 information hubs in 2020
- Primary Health Care Centre in Balukhali, Ukhiya
- Mother and Child Health Centre in Teknaf
- DAPS in Camp 13 in 2023

Annex 2. Shelter support 2017-2022

A data table is given here to show various shelter support over the years⁴⁴:

Year	Type of intervention provided	Total number of households	Cumulative figures (2017 – 2022)
2017	Emergency shelter kits (tarpaulins, rope and bamboo)	44,000	62,221
2017	NFI - Essential household items (blankets, mosquito net & mats)	28,930	61,771
2017	Cash grant for emergency shelter materials, NFI and construction	7,122	7,122
2018	Emergency shelter kits (tarpaulins, rope and bamboo)	54,461	62,221
2018	NFI - Essential household items (blankets, mosquito net, mat), baby blanket, sleeping mat)	30,885	61,771
2018	Upgrade shelter kits	3,000	32,532
2019	Emergency shelter kits (tarpaulins, rope and bamboo)	----	62,221
2019	NFI - Essential household items (blankets, mosquito net, mat, LPG gas cylinder/refill), baby blanket, sleeping mat)	61,771	61,771
2019	LPG gas cylinder/refill		14,851
2019	Upgrade shelter kits		32,532
2019	Transitional shelter assistance (TSA) in camps 11, 12	14,851	8,000
2020	Emergency shelter kits (tarpaulins, rope and bamboo)	32,532	62,221
2021	Mid-term shelter	4,915	4,915
2022	Mid-term shelter	2,500	4,915
2022	Community structures and site development	14,000	14,000

⁴⁴ Data provided by PMO PMER team

Annex 3. Key evaluation questions

Objective 1. To analyse the various shelter options undertaken to date to develop a range of recommendations for future programming, to reinforce predictability of BDRCS and IFRC shelter and settlements response.

Evaluation Criteria	Evaluation questions
Fundamental Principles and Code of Conduct	1.1. Were the seven Red Cross Fundamental Principles and the IFRC Code of Conduct applied to the shelter and settlement Operation undertaken for the target camp/host communities?
Relevance & appropriateness	2.1. Did the shelter options undertaken correspond with displaced/host community peoples' needs? 2.2. Were the intervention choices appropriately prioritised to meet the most urgent needs first? 2.3. Did the camp/host communities participate in the assessment, planning and implementation process of the shelter operations? 2.4. Were the shelter operations in line with the priorities and guidance of local/governmental authorities and other national and international humanitarian actors?
Efficiency	3.1. To what extent were the shelter operation's resources (for example funds, staff, equipment, given timeline) utilized to obtain the operation's planned outputs (and hence achieve the outcomes)?
Effectiveness	4.1. To what extent did the shelter operation achieve its intended results and/or unintended negative and positive results? 4.2. To what degree did the target people (camp & host communities) expressed satisfaction with the shelter provided?
Coverage	5.1. How does the shelter operation cover diversity of target people and target area, in terms of location, culture, gender, disabilities, elderly etc.?
Impact	6.1 How do the target population and other stakeholders involved perceive the short and long-term outcomes of the intervention on themselves?

Objective 2. To record key lessons learned and recommendations for the Cox's Bazar Operation, to feed into Red Cross Red Crescent global shelter programming and preparedness response to large scale disasters in conflict and displacement settings

Evaluation Criteria	Evaluation questions
Impact	7.1 To what extent did the interventions result in enhanced institutional capacity of BDRCS across different levels of shelter operation? 7.2 How has this response influenced the status and external cooperation of BDRCS in its auxiliary role, and with other organisations within the national context? 7.3 What were the major contributions of this operation to the Global Shelter Cluster?
Effectiveness	8.1. How did the funding mechanisms impact the effectiveness of the response? 8.2. What was the level, type and timing of earmarking under the appeal and how did this impact the delivery of activities, flexibility and alignment with needs? How did the numerous parallel funding challenges and collective plan (if any) impact program effectiveness and efficiency? 8.3. How did programs adapt in the face of COVID-19? Were appropriate and timely adaptations made in response to changes in the environment? 8.4. How effective were processes for planning, monitoring and quality management? (e.g. use of assessment data, internal reviews and other quality assurance mechanisms) 8.5. How were gender and diversity needs, and related potential differentiated impacts and risks, analysed, accounted for, and integrated in programming, monitoring and reporting processes?

	<p>8.6. How did BDRCS headquarters support the Operation?</p> <p>8.7. How did Red Crescent Youth (RCY) volunteers, IFRC regional office and IFRC GVA support the operation?</p> <p>8.8. What mechanisms were put in place to capture camp and host communities' complaints/feedback, and how accountable was the shelter project to implement CEA feedback and follow up with the community?</p>
Coherence	9.1. Was the IFRC migration policy taken into consideration?

Objective 3. To review the internal and external coordination, planning and implementation mechanisms of Red Cross Red Crescent Shelter Program in Bangladesh

Evaluation Criteria	Evaluation questions
Effectiveness	<p>10.1. How did IFRC add value through its operational and strategic coordination in this context? How could IFRC improve in order to produce better results? Was the Federation wide One Window Framework a good approach?</p> <p>10.2. How was trust, communication and coordination between BDRCS and IFRC? And among the PNS?</p> <p>10.3. Was there good coordination with other humanitarian actors to avoid both duplication of assistance and gaps in assistance (specifically the Inter-Sector Coordination Group (ISCG)?</p> <p>10.4 How was coordination with other actors (e.g. UNHCR, IOM)? And the authorities?</p>
Sustainability & Connectedness	<p>11.1. How did the shelter operation and the constructed shelters help the camp and host communities in the context of camp and host communities?</p> <p>11.2. What are potential opportunities for continued collaboration between BDRCS, IFRC and PNS, as well as authorities or other relevant stakeholders?</p>

Annex 4: Methods of data collection

Methods of data collection for the evaluation comprised of:

- 34 semi-structured Key Informant interviews** with staff (16 women and 18 men) involved in the implementation of the project from IFRC, BDRCS, PNS, other stakeholders and people from

Group	No. of KIs	W	M
IFRC	24	12	12
BDRCS	2	0	2
PNS	2	1	1
Other stakeholders	2	1	1
Affected population	4	2	2
Total	34	16	18

Table 5. KIs by organisation/group

the affected population (AP). 8 were carried out in person during the data collection phase with the remaining 26 remotely. All KIs were sent a link to a short survey⁴⁵. At the inception phase of the evaluation, the EMT (Evaluation management team) provided an initial list of 20 KIs after review by the consultant team this was later increased to 52. 35% of people listed as KI were unable to have an interview due to other work priorities (out of 52 potential KIs, 34 interviews carried out). **See Annex 5. List of Key Informant Interviews.**

Each confidential interview took around 45 minutes and consisted of general and questions specific to the position of the person interviewed. Online KIIs took place between 24 February and 24 March.

The questions were based around the evaluation criteria. **See Annex 3. Key evaluation questions.** Detailed guide questions can also be found in Annex 5 of the inception report.

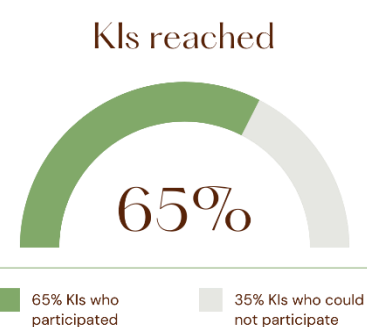
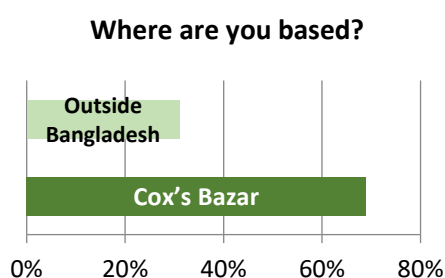


Table 6. Summary of key informant interviews compared to plan

Organization	Planned no. of KIIs ¹	Actual no. of KIIs
IFRC PMO	8	14
IFRC Asia Pacific Region / IFRC Geneva	0	10
BDRCS	4	2
RCRC partners	2	2
Non-RCRC partners	6	2
Affected population	0	4
TOTAL	20	34

¹ As included in the inception report. For details, see Annex 6. List of KII as of 21 February 2023 in the inception report.



- 29 responses to online KI survey** (10 women (34%) and 19 men (66%)). At the end of the KII, each person interviewed was asked to answer a brief confidential survey to obtain quantitative information, the main findings of the survey form part of the data analysis – 29 responded. In addition, 18 participants from the evaluation workshop who weren't KIs were also asked to

⁴⁵ With the exception of the 4 people from the assisted population

answer this survey. In total, 46 people received the link to the survey (it was not sent to non-RCRC partners nor to the AP); 63% of them (29) answered it. **See Annex 6. Key Informant survey.**

3. **511 responses to the household survey** (159 women (31%), 352 men (69%). The interviewees live in the following locations:



Figure 14. RCY conducting survey in Camp 12. Photo by IFRC

Location	No. of responses	% of total
Camp 12	411	80%
Bahachara Union, Teknaf	100	20%
TOTAL	511	

Table 4 Number of responses to the AP survey by location

The survey was carried out with the support of the PMO CEA team. The survey was written by the consultant team, with input from EMT, the Geneva-based Shelter Senior Officer, and the IFRC/BDRCS CEA department. IFRC IT converted the survey into Kobo in English and in Bengali. Data collection via the survey was carried out by the CEA team and 10 BDRCS RCY (Red Cross Youth) volunteers, in collaboration with 5 community volunteers, after a one-day orientation training on the survey. This data collection was carried out from 27 to 29 March. The consultant team analysed the

data. **See Annex 7. Household survey.**

4. **4 Focus Group Discussions** (FGDs) were carried out with the following members:

- 9 men (18-55 years old) from Bahachara (Teknaf) (40 minutes)
- 11 women (18-55 years old) from Bahachara (Teknaf) (40 minutes)
- 9 men (18-55 years old) from Camp 12 (40 minutes)
- 10 women (18-55 years old) from Camp 12 (40 minutes)



Figure 15. Women FGD in Bahachara. Photo by IFRC

5. **24 Drawings by children.** Twelve children (6 girls and 6 boys) who live in Camp 12 and 12 children (6 girls and 6 boys) from communities who have received PMO houses (24 children in total) were asked to draw a picture of their current and previous place where they live. The children were aged between 10 to 12 and the notebooks and crayons were provided by the consultant. A sample of the drawings can be found on the cover to this report.

6. **4 Case studies.** Four case studies were prepared, 2 on the camp population and 2 on the host community with profiles as follows:

- Pregnant lady affected by the 5 March fire, 20 years old, Camp 11
- Young man, 23 years old, Camp 12
- Older man, 70 years old, host community
- Disabled lady, 40 years old, host community

7. **Direct observation.** The following direct observation was carried out by the consultant:

- Camp 11 on the day after a big fire swept through the shelters and community infrastructures
- Camp 12 to see the shelters provided
- Camp 13 to see the Dignity, Access, Participation and Safety (DAPS)
- 2 villages in Teknaf to see the houses received (Jahajpora and Bahachara)
- 2 houses in Ukhiya to see the houses received by extremely vulnerable women
- The Mother and Child Health Centre (MCHC) in Hajampara union, Teknaf Sadder

8. **Desk review.** Though some desk review of documentation had already been carried out at the inception phase, the field work was complemented by the review of 27 internal and external documents and of 11 reference websites in order to undertake comparative analysis against other data collected from secondary resources. **Annex 8: Key documents reviewed.**

9. **Analysis of secondary data.** Shelter, housing and settlement sector analysis was carried out, linked to the key evaluation questions, and using the different data collection methods described above. Comparative analysis was used to review the results and alignment of the Operation's activities (as per the Emergency Plan of Action review 7 and Operation Update #16,) to the displaced people's shelter, housing and settlement needs.

10. Recommendations workshop with operation staff.

On 13 March, the lead consultant conducted a workshop with 27 participants (3 women and 24 men - 9 IFRC, 12 BDRCS, 3 RCY, 3 PNS (German RC, Turkish RC and Qatar RC)). Participants were divided into groups. In the morning session, each group was asked to identify key achievements and challenges. In the afternoon session, participants worked in groups with different partners and identified quick win recommendations for future operations.

A more detailed evaluation approach can be found in the **Annex 9. Evaluation approach.**



Figure 16. Case study pregnant lady. Photo by IFRC



Figure 17. Group presentation at the workshop. Photo by IFRC

Annex 5: List of Key Informant Interviews

Name		Position	Modality
BDRCS: 2 KIIs			
1	Meer Md. Ferdous Islam	Shelter and Construction Engineer	On site
2	Mohammad Kajal	Shelter Supervisor	On site
IFRC PMO: 14 KIIs			
3	Hrusikesh Harichandan	Head of Sub Delegation	Remote
4	Bithi Nandi	Senior Officer, CEA	Remote
5	Om Prakash Murav	Finance & Admin Delegate	Remote
6	Hossain Shariful	Procurement and Logistic Manager	Remote
7	Syed Navid Zaman	Construction Engineer	Remote
8	Mahamudul Hasan	Security Manager	Remote
9	Resty Lou Talamayan	Operations Manager	Remote
10	Saida Marzia	Senior Officer, PGI	Remote
11	Refat Karim	Shelter Consultant	Remote
12	Don Johnston	Former Head of shelter and settlement	Remote
13	Mark Mauro Victorio	Shelter, Housing and Settlements Delegate	Remote
14	Salauddin Ahmed	PMER Manager	Remote
15	Archival Molos	Emergency Response and Readiness Delegate	Remote
16	Sumitha Martin	Former Accountability Coordinator	Remote
IFRC RO / GENEVA: 10 KIIs			
17	Federica Lisa	Former RO Shelter Coordinator	Remote
18	Marta Peña	Shelter Senior Officer, focus on Americas, Asia Pacific & Europe regions, GVA	Remote
19	Leeanne Marshall	Former RO Shelter Technical Lead	Remote
20	Joy Singhal	APRO Head of disaster, climate and crisis unit	Remote
21	Christina Duschl	APRO Senior Officer operations Coordination	Remote
22	Eeva Warro	APRO Operations Coordinator - South Asia	Remote
23	Deepak Bhatt	APRO Coordinator, Shelter, Housing and Settlements	Remote
24	Hannaleena Polkki	APRO PGI Coordinator	Remote
25	Helen Brunt	APRO Migration and Displacement Coordinator	Remote
26	Alka Kapoorsharma	APRO Procurement	Remote
MOVEMENT PARTNERS: 2 KIIs			
27	Ana Villa Mariquina	Interim PC/Delegate - BMZ UH Flucht, German RC	On site
28	Semih Pasli	Head of Delegation, Turkish Red Crescent	Remote
NON-MOVEMENT PARTNERS: 2 KIIs			
29	Parvez Chowdhury	CiC 11 and 12	On site
30	Haruka Ueda	IOM Programme Manager	Remote
AFFECTED POPULATION: 4 KII			
31	Ayida	Camp 11	On site
32	Asmot	Camp 12	On site
33	Kadir	Host community	On site
34	Ayesha	Host community	On site

Annex 6: Key Informant survey

Shelter, housing and Settlements Population Movement Operation in Cox's Bazar- Key Informant survey

1. Introduction

Background

Following an outbreak of violence in Myanmar's Rakhine State, around 65,000 people fled to Cox's Bazar in Bangladesh between October and December 2016. In October 2017, another 730,000 people arrived in Cox's Bazar.

More than six years later, in January 2023, the situation continues as a protracted crisis: 954,707 Rohingya refugees are still registered in Bangladesh.

These displaced people are living in one of the world's largest camps located across Ukhiya and Teknaf upazilas and 29,000 of them have been relocated on Bhasan Char Island. They are also under the Bangladeshi government's restrictions on livelihood programmes and permanent structures in the camp settlement.

Since 2017, there have been various efforts to improve the living conditions in these densely populated camps.

The survey

The aims of this survey are:

To assess the adherence to Fundamental Principles and Code of Conduct, relevance and appropriateness, efficiency, effectiveness, coverage, impact, coherence, sustainability and connectedness of the IFRC Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar, Bangladesh between January 2017 and December 2022 (Emergency Appeal MDRBD018).

To identify where there are challenges and gaps in the programming, and where improvements can be made to inform future planning and response preparedness for similar operations.

The survey is anonymous, unless you choose to provide your name and/or email address so that a member of the consultant team can contact you about your answers at a later stage. The survey should take you no more than 10 minutes to complete.

We very much appreciate all completed surveys - thank you for completing one.

We will start with some background information on you.

1. Name (optional)

2. Where are you based? *

Dhaka

Cox's Bazar

Outside Bangladesh

Other (please specify):

3. Are you: *

Male

Female

Other Prefer not to say

4. How many years have you worked in the Red Cross Red Crescent Movement? *

 0-5 6-10 11-15 15+

5. How long have you worked in the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar? *

 Less than 3 months 3-12 months More than 1 year More than 3 years More than 5 years

6. What is your position within the RCRC (Red Cross Red Crescent Movement)? *

 BDRCS Leadership (President, SG, Director General) BDRCS Management (i.e. Sector Heads) BDRCS Staff PNS Staff IFRC Senior leadership (HoD, Regional Head of Units, etc) IFRC Regional staff IFRC Delegate IFRC National Staff ICRC staff**2. The Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar**

7. Do you think that the following principles and policies were followed during the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar? *

	Always	Sometimes	Never	Don't know
Humanity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Always	Sometimes	Never	Don't know
Impartiality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Neutrality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Independence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Voluntary Service	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Unity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Universality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Code of conduct	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
National Society Development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Humanitarian Diplomacy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Prevention & Response to Sexual Exploitation & Abuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Protection, gender & inclusion	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments (optional):

8. Do you think that the urgent shelter needs of the most vulnerable were prioritised during the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar? *

Always

Sometimes

Never

Comments (optional):

9. What would have helped to make the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar more effective? Tick all that you think are applicable. *

More ground staff

Fewer ground staff

- More vehicles
- Fewer vehicles
- More BDRCS volunteers
- Fewer BDRCS volunteers
- More IFRC delegates
- Fewer IFRC delegates
- More BDRCS staff
- Fewer BDRCS staff
- Better use of BDRCS's resources
- Responded faster
- A stronger team spirit
- Carried out more trainings for staff
- Carried out fewer trainings for staff
- Hosted fewer migrants
- Had more effective management
- More learning from mistakes
- Shared more information
- Improved coordination
- Provided more trainings to volunteers
- Learned more from similar previous responses
- Paid higher salaries
- Adapted faster to changes
- Monitored activities more closely
- Better care of staff
- Allowed another organisation to operate certain activities (please explain)

Others (please give more information):

Comments (optional):

10. How effective were the Community and Engagement Accountability (CEA) feedback mechanisms regarding the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar? Tick all that you think are applicable. *

Very clear

Accessible to all

Available in all activities

Available in the main languages of the camp/host communities

Accessible through different routes (for example in person or via an app)

Useful

Acted upon

Not very useful

Not acted upon

Not well known by the affected population

Difficult to understand

Not taken seriously

Other (please give more information):

11. How would you rate the relationship between BDRCS and IFRC? Tick all that you think are applicable. *

Supportive of each other

Always respectful

Trustful

- Treat each other as equals
- Excellent
- Too distant one from the other
- Not collaborative
- Not respectful
- Low trust
- Not treated as equals
- Improved with the Federation Wide Approach
- Other (please give more information):

Comments (optional):

12. How would you rate the relationship between PNS (Qatar RC, German RC etc) and IFRC? Tick all that you think are applicable. *

- Supportive of each other
- Always respectful
- Trustful
- Treat each other as equals
- Excellent
- Too distant one from the other
- Not collaborative
- Not respectful
- Low trust
- Not treated as equals
- Other (please give more information):

Comments (optional):

13. Do you think that the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar has contributed to the following? Tick all that you think are applicable. *

- Camp/host communities felt safe in their shelters
- Reinforcing BDRCS's capacity in migration
- Strengthening BDRCS's auxiliary role
- Providing adequate community structures in the camp settlement
- Preventing (some) abuse of children
- The shelters improved the camp/host communities feelings of well-being
- Contributing to a good relationship between the host community and the displaced population
- Making BDRCS a key stakeholder for migration in Bangladesh
- BDRCS and IFRC working in a collaborative way
- Providing adequate shelter, housing and settlement solutions
- Helping host communities understand why the displaced population arrived in Cox's Bazar
- Increasing knowledge and awareness on safe shelter to people in the camps

Comments (optional):

11. 14. When was your last PGI (protection, gender, inclusion) training? *

- Never
- 3 months ago
- 6 months ago
- over 1 year ago
- over 2 years ago

I am a PGI specialist

15. The objective of the Shelter, Housing and Settlements Population Movement Operation in Cox’s Bazar 2022-2024 is to provide safety and strengthen the well-being of communities through shelter, housing and settlement solutions to 155,000 people. Do you think this objective is going to be met? *

Don’t know

Agree strongly

Agree

Disagree

Disagree strongly

Comments (optional):

16. Overall, how would you rate the following during the Shelter, Housing and Settlements Population Movement Operation in Cox’s Bazar? *

	Very good	Good	Neither good nor bad	Bad	Very bad	Don't know
The management of the response	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Change management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Collaboration with different actors/RCRC members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coordination with different actors/RCRC members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Communication with the affected population	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Shelter, housing and settlement materials provided to the affected population	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Quality of materials provided to the camp/host population	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The scale of the response	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments (optional):

3. Any other comments

17. Please provide any other comments and recommendations you have, including any potential best practices, lessons learned, or potential case studies. *

Annex 7: Household survey

You are being asked to complete this survey by two independent consultants who are evaluating how the safety and well-being of communities have been strengthened through shelter, housing and settlement solutions provided by the Red Cross Red Crescent. The survey is completely anonymous. The BDRCS volunteers who are collecting the data strictly adhere to a confidentiality clause and will also not disclose the source of information. Nothing that can identify you will be shared with the Red Cross Red Crescent. We will ask you some personal and sensitive questions, but if at any time you feel uncomfortable, please tell the BDRCS volunteer. You will never have to give any information you don't want to give. The survey last about 5 minutes and we encourage you to be as open and honest as possible with your answers as this is the best way for us to understand what your involvement with the Red Cross Red Crescent has been like, in order to make improvements in future programmes like this one.

Location

Camp Community Host Community

About you

Responder Sex*

Male Female Other Prefer not to say

Responder Age*

10-17 18-40 41-60 61+ Prefer not to say

How many people are in your household?*

1 2 3 4 5 6 7 or more Prefer not to say

Children (under 18 years old)(18-60 years old)Over 60 years oldA single parent/caregiverA person with disabilityPrefer not to sayHave you heard of the Red Cross Red Crescent before receiving the shelter support? **

Yes No

How long have you been living in this home?*

Less than 1 year 1-3 years More than 3 years More than 5 years More than 7 years

About the Red Cross Red Crescent (RC) shelter, housing and settlement services you received

. Are you happy with the Red Cross Red Crescent shelter service?*

Yes No I don't know

. Did Red Cross Red Crescent staff and volunteers talk to you in your native language?*

Yes No I don't know

Were you treated with respect?*

Yes No I don't know

How would you rate communication with Red Cross Red Crescent staff?*

Good Bad I don't want to answer

If the Red Cross Red Crescent didn't provide this service, what would you have done?*

I wouldn't have received this service I would have gone to another organization [ask which organization] I don't want to answer

Did you receive enough information about the shelter materials?*

Yes No I don't want to answer

Did the Red Cross Red Crescent give you the opportunity to complain about the service?*

Yes No I don't want to answer

If the Red Crescent give you the opportunity to complain, how could you do this?*

Through a suggestion box Through a Red Cross Red Crescent volunteer or staff member

Through a community meeting Through a survey Information and feedback desk

Community household visit Other (please specify):

Would you recommend the Red Cross Red Crescent shelter support to another person?*

Yes No I don't want to answer

Do you feel safe inside your home?*

Yes No I don't want to answer

Did the shelter provided increase your feelings of well-being? **

Yes No I don't want to answer

Do you think that you received good quality materials*

Yes No I don't want to answer

Do you think that you received the correct quantity of shelter materials?*

Yes No I don't want to answer

Do you think that your home is culturally and socially appropriate*

Yes No I don't want to answer

Do you have leaks in your home?

Yes No I don't want to answer

Did you build your home yourself

Yes No I don't want to answer

Does your home have space to store belongings?*

Yes No I don't want to answer

Do you have enough privacy in your home*

Yes No I don't want to answer

Do you think that your home needs to be repaired?*

Yes No I don't want to answer

. If you think your home does need to be repaired, when should this happen?*

Immediately Before the monsoon season starts After the monsoon season finishes

Are cash vouchers a good tool to help you improve your home?*

Yes No I don't want to answer

. Did you ever have to sell some shelter materials because they didn't meet your other/priority needs?*

Yes No I don't want to answer

Are you worried that the following events could affect your home?*

Fire Floods Monsoon rains Landslide Cyclone Heavy wind Extremely hot temperatures Conflict related concerns Others

Any other comments

Please provide any other comments and recommendations you have

Annex 8: Key documents reviewed

Documents

Inter-Agency Standing Committee (IASC), Guidance note on using the cluster approach to strengthen humanitarian response, 24 November 2006

IFRC policy on migration, 2009

DREF Emergency Plan of Action (EPoA) Bangladesh:Population Movement, January 2017

IFRC MDRBD018 Emergency Appeal, March 2017

IFRC MDRBD018 Revised Emergency Appeal #1, August 2017

IFRC MDRBD018 Revised Emergency Appeal #2, September 2017

IFRC MDRBD018 Revised Emergency Appeal #3, October 2017

IFRC MDRBD018 Revised Emergency Appeal #4, June 2018

IFRC MDRBD018 Revised Emergency Appeal #5, May 2019

BDRCS/IFRC Bangladesh: Population Movement Mid-Term Review – Final report, June 2019

IFRC MDRBD018 Revised Emergency Appeal #6, October 2019

IFRC/Swedish RC Review Protection, Gender and Inclusion Program – PMO Bangladesh, November 2019

BDRCS/IFRC Multisectoral Needs Assessment (MSNA) Report August 2021, PMO CXB, Bangladesh

IFRC MDRBD018 Revised Emergency Appeal #7, 20 November 2021

IFRC MDRBD018 Operational Strategy, 1 Jan 2022 to 31 Dec 2024, 25 November 2021

Rohingya Refugee Response WFP Bangladesh | Information Booklet, April 2022

Operation Update (2017-2021) Bangladesh: Population Movement Operation, Update #13, 31 March 2022

Internal Sitrep – Only for IFRC, BDRCS/IFRC PMO Monthly Situation Report, 1– 31 October 2022

Shelter/NFI Strategy for 2023-2025, 22 Nov 2022

BDRCS/IFRC Final Evaluation Report of Strengthening Community Resilience for the displaced and host communities in Cox's Bazar, Bangladesh, December 2022

Bangladesh IFRC Country Plan 2022

IFRC MDRBD018 Operation Update #16, 8 February 2023

PMO Shelter and settlements presentation done by Mark Mauro, IFRC shelter delegate, February 2023

UNHCR Bangladesh Operational Update, January 2023

Bangladesh, 2023 IFRC network country plan

IFRC Mission report _ Bangladesh February 2023_PGI

Federation wide indicators update 13 February 2023

References

IFRC.org

<https://sheltercluster.org/geographic-region/global-shelter-cluster>

IFRC GO – Home

IFRC Strategy 2030

IFRC Policy on Migration

BDRCS Strategic Plan 2021-25

IFRC Minimum standards for protection, gender and inclusion in emergencies on shelter

Shelter/NFI Sector, Bangladesh Cox's Bazar - Shelter Focal Points: as of 31 January 2023

<https://www.humanitarianresponse.info/en/operations/bangladesh/shelter> (OCHA Services)

Shelter/NFI Sector 4W Dashboard

<https://app.powerbi.com/view?r=eyJrIjojYTViNzkwMDgtMTEwYy00NjNlLTlmYmQtMjVhMjI5MDNhYWQ2IiwidCI6IjE1ODgyNjJkLTlzMjZmItNDNiNC1iZDZlLWJjZTQ5YzhINjE4NiIsImMiOiJh9&pageName=ReportSection>

Joint Government of Bangladesh – UNHCR Population Factsheet, 31 January 2023

Annex 9: Evaluation approach

Inception report and introductory meetings

Before the start of the consultancy, an introductory meeting was held with the EMT to clarify the consultancy terms of reference. A briefing session was also held with the PMO Shelter, housing and settlement delegate on the first day of the consultancy.

A draft inception report was submitted on day 6 of the consultancy. It was reviewed and approved by EMT.

Field visit

The lead consultant visited Cox's Bazar from 4 to 16 March 2023. During the 8 working days in country, she carried out:

Camp 11

- Observation on 6 March of the damage caused by the 5 March fire
- 1 case study interview

Camp 12

- FGD with women and men representing the camp population
- Visit to 4 mid-term shelters
- 1 session where children drew pictures of their experiences
- 1 case study interview

Camp 13

- Visit to the DAPS centre for observation

Host community

- FGD with women and men in the Bahachara
- Visit to MCHC in Hajampara union, Teknaf Saddar
- 1 session where children drew pictures of their experiences
- 2 case study interviews

Recommendations workshop

- Held on 13 March 2023, Monday, in Seagull Hotel, CXB from 9am to 4pm

Throughout the field visit, daily de-briefing sessions between the consultants were held.

Consultant team and EMT Coordination

The consultant team leader has coordinated with the Evaluation Management Team (EMT) which supported establishing contact with relevant stakeholders, and with developing modalities to ensure remote and on-site access to conduct the evaluation. The EMT approved the inception report, thereby approving the evaluation methodology and deliverables.

The EMT consists of:

- PMER Manager, Cox's Bazar Sub-Office
- Shelter, Housing and Settlements Delegate
- Logistics and Procurement Manager

The consultant team leader has held five weekly update meetings with the EMT, as well as ad hoc meetings to keep the process and EMT as updated as possible. These meetings were held more frequently during the data collection field visit.

Final report

This final report highlighting key findings and recommendations incorporates the feedback on the draft report as well as the inputs received at the Findings Validation presentation and the Recommendation workshop.

Principles and ethical practice

The evaluators took all reasonable steps to ensure that the evaluation was designed and conducted to respect and protect the rights and welfare of people and the communities/camps of which they are members, and to ensure that the evaluation was technically accurate, reliable, and legitimate, carried out in a transparent and impartial manner, and contributes to organizational learning and accountability.

All people invited to participate in this evaluation (key stakeholder or direct/indirect affected person) were asked to verbally give an informed consent.

Annex 10: Survey findings on impact

Do you think that the Shelter and Settlements Population Movement Operation in Cox's Bazar has contributed to the following?	Response %
Camp/host communities felt safe in their shelters	79%
The shelters improved the camp/host communities' feelings of well-being	72%
Strengthen BDRCS's auxiliary role	66%
BDRCS and IFRC working in a collaborative way	66%
Providing adequate shelter, housing and settlement solutions	66%
Providing adequate community structures in the camp settlement	62%
Increasing knowledge and awareness on safe shelter to people in the camps	59%
Reinforcing BDRCS's capacity in migration	52%
Making BDRCS a key stakeholder for migration in Bangladesh	48%
Contributing to a good relationship between the host community and the displaced population	45%
Preventing (some) abuse of children	41%
Helping host communities understand why the displaced population arrived in Cox's Bazar	21%

Annex 11: Full list of recommendations

Although PMO has systems in place to deal with the Shelter, Housing and Settlements Population Movement Operation in Cox's Bazar, drawing on the evaluation findings above, the consultant team makes the following recommendations for PMO. These recommendations should be considered in response to the current crisis, any new disasters in Bangladesh, and at a global level for major future disasters in similar settings of protracted displacement, in order to optimize predictability, contingency planning, future response mechanisms and shelter support delivered to affected populations.

The recommendations have been rated as H (high), M (medium) and L (low) to help PMO prioritise each recommendation. In addition, the recommendations have been separated as general (G), camp (C) and H (host community)

AREA	G/C/H	Action for	RECOMMENDATIONS
HIGH			
Implementation	C	PMO	After the fire in Camp 11 in March 2023, focus the shelter, housing and settlement efforts into providing replacement mid-term shelters for families living in this camp. Follow the vulnerability criteria to ensure that families most in need (e.g. single/divorced mothers with young children and adolescent daughters) receive replacement shelters first
	C, H		Increase engagement of the host and camp population in the assessment, planning and implementation processes of the shelter operations Both, camp population and host community members would like to have a more active role in the shelter programmes, not just merely waiting for the construction to be done and to move into the shelters.
	C, H		Improve the quality control systems for materials received by suppliers and for the shelters built. Involve more BDRCS staff and RCY and community volunteers in these tasks
	C, H		Provision of good quality shelters should be the entry point to communities to support the communities with other needs (such as higher understanding on PGI, environment and climate change, peace building).
	C, H		Obtain more funds to cover the shelter, housing and settlement needs in the camps and host communities
	C, H		Assess and address the need of shelters that need repairing immediately and at least before the monsoon season starts (this recommendation is specifically based on results to the household survey).
Advocacy	H	PMO	Advocate that most vulnerable families from the host communities are supported from the start of the Operation

AREA	G/C/H	Action for	RECOMMENDATIONS
Planning	C, H	IFRC	Ensure that an exit strategy/sustainability plan of the current EA is planned before end Q1 2024 which answers, at the very least, the following questions. <ul style="list-style-type: none"> Will the current EA be extended again? If so, for how long? Who will be the main donors? Will shelter, housing and settlements keep a similar budget? Will the CXB shelter, housing and settlements activities be part of the IFRC Bangladesh country plan from 2024 instead?
	C, H	IFRC	IFRC Regional Shelter Delegate visits PMO by Q2 2023 to review 2023 activities, plan 2024 activities and draft the exit current EA strategy
	C, H	PMO	Work together to define the future of the PMO with clear roles and responsibilities by Q3 2023 . Include CEA and PGI teams in this process.
National Society Development	C, H	IFRC	Increase BDRCS CXB and BDRCS HQ involvement in the PMO by Q2 2023
Coordination	C, H	PMO	Leadership to encourage unity (as opposed to silos) across PMO , for example through mentorship, team projects, cross training, a monthly all staff project update, a weekly EA project staff update meetings. Develop cross-departmental working and planning, especially with PGI and CEA teams
CEA	C, H	BDRCS	Greater engagement in the process by the families that will live in the shelters, or the houses in the host communities
Auxiliary role	C	BDRCS	Consider including advocacy work when having dialogue with governmental authorities, such as the Ministry of Disaster Risk Management or other main stakeholders at national and international level
PGI	G	PMO	Ensure all team members carry out a PGI basic course or training. In the case of long-term staff, ensure that they have refresher courses
	C	PMO	Don't wait for an activity to be approved to update the list of EVIs living in the camps so in case of disaster EVI can be targeted quickly
PMER	C, H	PMO	Make sure that the quantitative information shared is always the same across documents and platforms . The infographic data collected through a digital platform (Kobo-based Activity Tracking Form) must always be the same as the data presented in the Operation Updates.
			Develop a PMO Quality & Assurance plan by Q2 2023
			Set up and update indicator tracking tool on a monthly basis <ul style="list-style-type: none"> All indicators must be SMART All targets should be numerical and realistic

AREA	G/C/H	Action for	RECOMMENDATIONS
			<ul style="list-style-type: none"> Highlights of monthly updates should be shared among all PMO members
Future evaluation	G	IFRC	Always involve the HNS in any evaluation
MEDIUM			
Future evaluation	G	IFRC	EMT members to ensure more non-RCRC partners are part of evaluations
Gender	C, H	PMO	Increase the number of women involved in the shelter, housing and settlement programme at technical, RCY and community volunteer level.
Resourcing of programmes	C, H	PMO	Increase the number of BDRCS, RCY and community volunteers involved in the PMO
	C, H	IFRC	Negotiate with donors more realistic implementation periods to avoid having to carry out most of the community work in 3 or 4 months in order to meet donor requirements
Advocacy	C	PMO	Promote humanitarian advocacy from the beginning of an appeal and include it in core programming; advocate for an increase in the rights of the Rohingyas. Advocate for with the GoB on the shelter design to promote safety and durability.
Planning	G	PMO	Develop an Action Plan with a concrete list of actions to achieve the recommendations agreed at this evaluation's workshop held in March.
Quality Assurance	G	PMO	Carry out an internal or external mid-term or end-of phase-review of operation and prepare for the final Appeal evaluation Q4 2023.
Management	G	IFRC	Ensure each member of the team is treated fairly and with respect, and feels comfortable in their work environment
Implementation	C, H	PMO	Phase the shelter beneficiary selection so it can be started before funds are 100% secured.
	C		Due to the low literacy rate in the camps, use more verbal/oral awareness channels such as door-to-door information communication, sector or block community meetings, community radio programmes
	C		In coordination with the GoB and whenever possible, apply an integrated approach inside the camps . Impact will be higher if the same organisation is responsible for more than one sector in each camp rather than one organisation providing support in different sectors in different camps.
	C, H		Consider using the PASSA full version for roll out the camp population and host communities to increase the community engagement. If in the camps is not possible, develop an adapted version.
	C		Invest in developing greener shelter solutions . This could be done in association with some universities or green institutes.
	C, H		Create BDRCS HQ Shelter Manager position
	C		Provide improved preparedness for fires in the camps – with the community develop plans for what is needed and how to implement.

AREA	G/C/H	Action for	RECOMMENDATIONS
	C,H		Analysing the following finding, only 21% of respondents to the KI survey felt that this Operation had helped host communities to understand why the camp population arrived in Cox's Bazar.
	C		Work with technical experts to identify how to stop the soil degradation and improve slope instability – such as include bush/tree planting .
Resource mobilisation	G	IFRC	Continue to advocate with donors for more and longer-term funding.
Leadership	G	BDRCS	Continue to provide ongoing training to staff to ensure they have the necessary skills to carry out their jobs effectively and to provide personal development
Protection, Gender & Inclusion	G	PMO	IFRC to produce a more practical Introduction to Protection, Gender and Inclusion course specifically related to the camp and host community settings in the area , BDRCS to disseminate it among BDRCS staff.
Advocacy	C	PMO	Increase the visibility of the programmes through advocacy and humanitarian diplomacy
		IFRC	Increase advocacy towards European and USA donors to keep supporting this crisis
PMER	G	BDRCS	Recruit PMER staff
		IFRC	Always provided data in the Operation Update reports disaggregated by gender, age and vulnerability.
			Finalise the action plan started at this evaluation lesson learnt workshop
			Update the indicator targets in the EA to avoid over achievements
LOW			
HNS engagement	G	IFRC	Assess the advisability of setting up a BDRCS Tenak satellite office in front of Camp 11 and 12 in Palong Khali with local volunteers who are ready to respond to any emergency in the camps quickly
Implementation	C	PMO	Due to how hot the camp shelters get inside, advocate for the provision of solar fans . (During the FGDs, this item was strongly requested both by women and men. This was also a need reported at the MSNA).
	C		Review the number of people living in the MTS provided in Camp 12 because 105 responders to the household survey have answered that they are 7 or more members living in the MTS
	C, H	BDRCS	Update the Catchment Area Focal Point in the Shelter, housing and NFI Sector 4W Dashboard
	G	PMO	Increase women participation in evaluation recommendation workshops
Advocacy	C	PMO	Advocate for more child and youth education in the camps
Volunteers	G	BDRCS	Involve more volunteers , especially women, in activities and encourage not just students to be involved
Volunteers	C	BDRCS	Promote becoming a RC volunteer among host populations

