



In preparing for the cyclone season, Cyclone Preparedness Programme (CPP) volunteers and camp communities conducted a disaster preparedness drill at Camp 8w. **(Photo: BDRCS)**

Appeal No:  
**MDRBD018**

Secretariat funding requirement:

**2017-2027: CHF 198.25 million**

**2025-2027: CHF 65 million**

**CHF 56 million (Cox's Bazar)**

**CHF 9 million (Bhasan Char)**

Federation-wide Funding requirements: 2025-2027: CHF 87<sup>1</sup>million

Glide No:  
[OT-2017-000003-BGD](#)

People affected:  
**1.55 million people**

People to be assisted:  
**1.07 million people<sup>2</sup> (2025-2027)**

Appeal launched:  
**18/03/2017**

Appeal ends:  
**31/12/2027**

Appeal Revision

Revision #: **8**

Date: **25/07/2024**

<sup>1</sup> This figure is the combined funding ask of the IFRC (multilateral) and in-country Participating National Societies (bilateral) for 2025-2027.

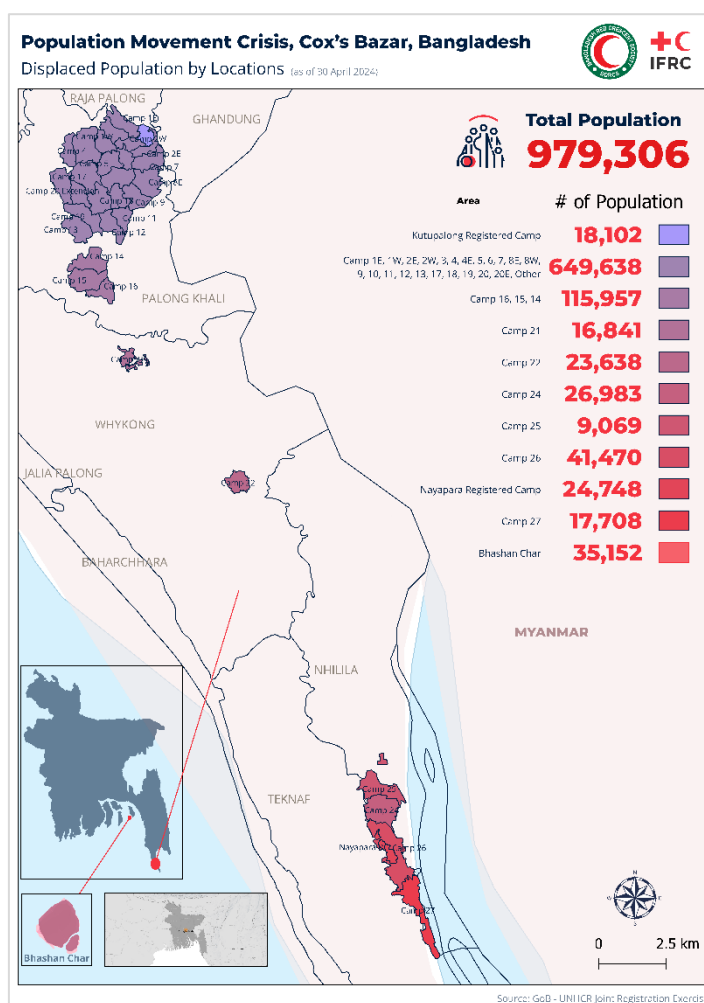
<sup>2</sup> This figure represents 1,079,306 million people – the breakdown comprises 979,306 displaced people in camps, including 35,152 displaced people relocated to Bhasan Char and 100,000 people in the host community.

## SITUATION OVERVIEW

The population movement crisis which unfolded in 2016 resulted in the displacement of people from Rakhine, a state in Myanmar, who crossed the border into Cox's Bazar in Bangladesh. Around 655,500<sup>3</sup> displaced people are estimated to have arrived in Bangladesh by the end of 2017. As of 30 April 2024, the total population stood at 979,306<sup>4</sup> people (including 35,152 people relocated to Bhasan Char Island, a remote silt island in the Bay of Bengal). In addition, approximately 30,000 newborn babies are added to the population every year. The displaced people in camps, comprising 51 per cent females and 49 per cent males, includes 52 per cent children and four per cent elderly people. This crisis in Bangladesh has now become protracted, and the possibility of a safe, dignified, and voluntary return to Myanmar remains uncertain. This protracted crisis, marked by severe humanitarian challenges, continues to demand extensive international support.

The Government of Bangladesh (GoB) called on the Bangladesh Red Crescent Society (BDRCS) to respond to the emergency in December 2016, in line with its mandate to provide humanitarian services as an auxiliary to the public authorities. Accordingly, an international operation was launched with the support of the International Federation of Red Cross and Red Crescent Societies' (IFRC) Disaster Response Emergency Fund (DREF), followed by an [Emergency Appeal](#) launched by the IFRC in March 2017. In June 2024, the appeal was revised for the eight times targeting to reach around one million people with multi-sectoral support in camps and host communities. The support includes:

- Disaster risk management and institutional readiness across 33 camps.
- Shelter and settlement assistance in six camps.
- Water, sanitation, and hygiene (WASH) in six camps.
- Health and care in 10 camps.
- Skills development and e-vouchers in two camps.
- Protection, gender, and inclusion (PGI) and community engagement and accountability (CEA) are mainstreamed into each sector in both camps and host communities.



**Date source:** Population Factsheet of Government of Bangladesh and UNCHR.

<sup>3</sup> Forcibly [Displaced Myanmar Nationals \(FDMNs\) in Cox's Bazar](#), Bangladesh: Health Sector Bulletin.

<sup>4</sup> The figure is referenced on the Government of Bangladesh-UNHCR population factsheet issued on 30 April 2024.

Through this revised appeal, the IFRC is aiming to support the BDRCS in its continued response<sup>5</sup> to the protracted crisis, and in compliance with the request of the GoB to the BDRCS to continue providing humanitarian services through its auxiliary status.

In the Cox's Bazar settlement, there are a total of 33 camps filled with temporary shelters made of bamboo and tarpaulins. These shelters offer minimal protection against cyclones, torrential rains, floods, and landslides. Their existing vulnerability is exacerbated due to frequent incidents of fire that impact thousands of families in the camps. The displaced families are living in compact quarters, sharing communal toilets and water facilities. The inadequate sanitation infrastructure and congested drainage system contribute to the spread of diseases such as dengue, malaria, typhoid fever, diarrhoea, anaemia, diphtheria, cholera, and other skin diseases. Displaced people have been facing severe economic hardships, and they rely heavily on international aid, which has significantly declined in recent years. International aid dropped from USD 689 million in 2018 to USD 218 million<sup>6</sup> in 2023. Food insecurity has caused malnutrition and health issues, while a lack of sanitation, quality housing, and basic needs exacerbates their plight. This economic deprivation, coupled with future uncertainty of repatriation, is forcing many displaced people to adopt negative coping mechanisms such as drug peddling, risky boat trips at sea in search of a better life, human trafficking, and gang fighting. Meanwhile, children, women and adolescent girls often face exploitation through forced child labour, child marriage, and sexual harassment. Women and girls are particularly vulnerable to domestic and gender-based violence, and women feel unsafe using communal toilets, especially at night, in fear of harassment and kidnapping due to the inadequate provision of street lighting. The dire living conditions, uncertain future, lack of opportunities, and increased security concerns in the camps significantly impact the physical and mental well-being of displaced people.

Cox's Bazar district has a local population of approximately 2.9 million, including 538,000<sup>7</sup> residing in Ukhiya and Teknaf upazilas (sub-districts), which have been the most directly affected by the presence of the displaced people from Rakhine state. The camp community population outnumbers the host community, which was historically vulnerable due to various factors. Since the onset of the influx, both the host and displaced communities have shared common resources. However, over time, the population movement crisis has impacted the lives of host communities as well, raising concerns about the economy and livelihoods, safety and security, culture, resources, mobility, environment, waste management, climate vulnerability, and education.

**Bhasan Char:** In response to a request for support from the GoB in December 2020, the BDRCS, in its role as auxiliary to the public authorities in the provision of humanitarian assistance, has been supporting the relocated displaced people on Bhasan Char, an offshore silt island, with a wide spectrum of support. As mentioned above, more than 35,000 people are living on the island, and it is expected that more people will be relocated during this year. Of them, 56 per cent of the population are children, 42 per cent are adults, and two per cent are older persons, while the overall male-female ratio remains same, i.e. 51 per cent female, and 49 per cent male. While the GoB provided the infrastructure, continuous support from humanitarian agencies is required to contribute to a healthy lifestyle ensuring that basic needs are met.

**Escalating Conflict in Myanmar:** In 2024, the conflict in Myanmar has been escalating, causing the humanitarian situation to continue deteriorating with increasing armed clashes leading to further displacement, increased security incidents, and growing protection concerns. This ongoing conflict is

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<sup>5</sup> [19<sup>th</sup> Operation update of Population Movement Operation in Cox's Bazar, Bangladesh.](#)

<sup>6</sup> [Falling donor funding – UN News.](#)

<sup>7</sup> [Joint Response Plan 2024 for Rohingya Humanitarian Crisis.](#)

affecting regions across the northeast, northwest, southeast, and particularly Rakhine state in the west. In Rakhine state, armed clashes are intensifying with aerial bombardments, heavy shelling, and increasingly severe protection concerns, exacerbating an already vulnerable situation. The escalation in conflict has affected previously stable areas. In 2024, ongoing conflicts in Myanmar are likely to have a potential surge in displaced people fleeing Myanmar for safety in Bangladesh. In response, humanitarian organisations operating in Cox's Bazar, under the auspices of the Inter-Sector Coordination Group (ISCG), have initiated the drafting of a contingency plan, which anticipates a potential influx of 100,000 individuals, and are preparing to address the urgent needs of those seeking refuge.

*(Note: Interested donors can contribute to the Bhasan Char intervention through a separate project code under the revised Emergency Appeal. Further information is contained in the Operational Strategy which complements this revised EA)*



# EMERGENCY APPEAL REVISION

The Emergency Appeal has been strategically extended for three years (2025-2027), following a unanimous recommendation by the National Society and partners, as an outcome of their active engagement in the rationalisation process spearheaded by the BDRCS. This latest extension aims to refine the transition to a Unified Country Plan beyond 2027, taking into account the evolving context and situation. The IFRC Network Country Plan will provide a comprehensive look at both emergency responses and long-term programmes, tailored to the country's needs, streamlining activities into one coordinated effort and ensuring that the disaster and people affected by this crisis receive help in an accountable and transparent manner.

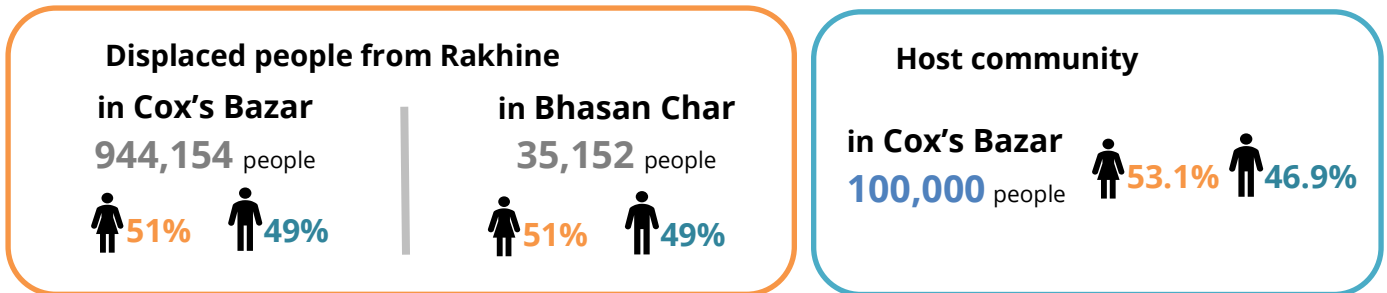
The extension is necessitated by several critical factors such as the evolving context and the dynamic nature of the operations in Cox's Bazar since the mega influx, the auxiliary role of the BDRCS, the significant humanitarian footprint of the Red Cross Red Crescent Movement in the region, and escalating security risks within the camps and along the Bangladesh-Myanmar border. These factors contribute to a precarious environment lacking safety and security. The uncertain conditions for repatriation, coupled with a continued dependence on humanitarian assistance due to limited opportunities is also a situation that requires the continuation of humanitarian assistance. Surging population growth in the camps, with an annual birth of 30,000 newborns, is leading to an increased demand for the already strained basic facilities. These factors collectively underscore the urgent need to sustain and adapt the humanitarian response in accordance with their needs to ensure the well-being and dignity of those affected. Furthermore, the Emergency Appeal revision will reinforce the collective efforts of the Red Cross Red Crescent (RCRC)'s work in the camps and host communities.

The upcoming phase of the Emergency Appeal is set to undergo significant enhancements, focusing on institutional strengthening to bolster the capacities of the BDRCS to ensure a robust foundation for a transformative process linking to the unified plan in the long run. Aligning programmes more closely with the current needs and objectives for greater impact will integrate various initiatives into a cohesive strategy, streamlining efforts and resources such as WASH, health, shelter, and livelihoods, etc. The operation will gradually move towards a one-camp approach to unify and optimise multi-sectoral service deliveries, especially the WASH, shelter, livelihoods, and protection support activities. Amid the changing funding landscape, the Population Movement Operation (PMO) will prepare scenario-based plans to address potential future challenges and explore opportunities. The Shared Leadership Model, which has proven effective, will continue to harness the memberships and IFRC by sharing responsibilities and promoting a sense of ownership and empowerment. The One-Window Framework will be reviewed and adapted to simplify processes to follow and showcase the added value of the RCRC's collaborative effort. Consequently, combining the efforts and expertise of RCRC partners will be undertaken to advance localisation and maximise the impact.

The funding ask for the IFRC Secretariat is projected at CHF 65 million over three years, from January 2025 to December 2027. In comparison, the collective funding ask of the IFRC memberships amounts to CHF 87 million, combined Secretariat and membership ask. This represents a four per cent reduction from the previous three-year period (2022-2024), a decision informed by the outcomes of the rationalisation process. The highest sectoral funding asks include CHF 15.1 million required for shelter and settlement and CHF 11.6 million for disaster preparedness and institutional readiness.

# TARGETING

## Communities targeted for support in Cox's Bazar and Bhasan Char through the revised Emergency Appeal (2025-2027)



This revised Emergency Appeal is targeting roughly 980,000 displaced people, an increase of nine per cent from the last target, comprising 944,154 displaced people living in 33 camps located in Cox's Bazar and 35,152 people relocated to Bhasan Char island. Considering the strength of the BDRCS and Cyclone Preparedness Programme (CPP)<sup>8</sup> in disaster management and institutional readiness, the entire displaced population (targeting 979,306 people) will be reached through disaster and climate change risk management – which will also be integrated and complemented through the different thematic priorities. Around 300,000 displaced people will be reached through integrated sectoral support in terms of health and care, shelter and settlement, WASH, and livelihood programmatic support. Through this revised appeal, the BDRCS aims to reach 100,000 vulnerable people from host communities in the sub-districts of Cox's Bazar Sadar, Ukhiya, and Teknaf through sectoral interventions to reduce their vulnerabilities and minimise the economic impact on host communities, competition for resources, strain on infrastructure and services, and social and cultural differences. The BDRCS will prioritise the most vulnerable population, including the elderly, children, adolescents, female-headed households, lactating mothers, people with disabilities, transgender individuals, and survivors of gender-based violence.

The BDRCS will continue to reach these displaced people and host communities based on its footprint, core strength, existing priority needs of the target population, and recommendations from a rationalisation exercise completed in March 2024. This exercise, conducted in three phases, aimed to provide a strategic direction of the sectoral interventions beyond 2024 by avoiding duplication of efforts and adopting an integrated sectoral approach for the core level of activities. The BDRCS is targeting agreed geographical areas and sectoral responsibilities that are assigned to the National Society and the wider Red Cross Red Crescent membership under the UN-led ISCG mechanism, in consultation and coordination with the Office of the Refugee Relief and Repatriation Commissioner (RRRC), an agency of the Ministry of Disaster Management and Relief (MoDMR) designated as the camp authority. The revised Emergency Appeal also complements the GoB and the UN-led 2024 Joint Response Plan (JRP).<sup>9</sup>

<sup>8</sup> CPP is a joint multi-hazard early warning and anticipatory action initiative of the GoB and BDRCS supported by the IFRC and membership. The BDRCS and IFRC have been working closely with the MoDMR to establish the first camp-based multi-hazard Early Warning and Early Action unit, the camp CPP Volunteers, across all camps.

<sup>9</sup> While the BDRCS and Red Cross Red Crescent partners are not part of the JRP, Red Cross Red Crescent programming is undertaken in close alignment with the JRP and the various sectors (as part of the ISCG mechanism) which the BDRCS and Red Cross Red Crescent partners engage with regularly.

# PLANNED OPERATIONS

The BDRCS and the IFRC network have been assisting displaced people from Myanmar's Rakhine state through the PMO since 2017. This protracted crisis continues even as international donor aid dwindles, resulting in a reduction in the number of humanitarian agencies providing support.

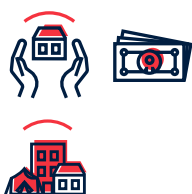
Based on the recommendation of the BDRCS-led rationalisation exercise<sup>10</sup> in 2024, the PMO has updated its operational strategy to achieve **inclusive community resilience**, provide **lifesaving support**, and strengthen **humanitarian diplomacy**. This appeal was revised in line with the shared vision (One Window Framework) of the BDRCS, IFRC, and its in-country membership. The Red Cross and Red Crescent are set to enhance humanitarian assistance, particularly focusing on three essential sectoral interventions: **Disaster Risk Reduction (DRR)** to strengthen disaster preparedness and institutional readiness, **improving primary healthcare** services, including epidemic preparedness and **WASH** to ensure access to clean water and sanitation facilities.

The Emergency Appeal is part of an IFRC-wide approach, based on the response priorities of the BDRCS and in consultation with all IFRC members contributing to the response. An IFRC-wide picture will be given in the upcoming 'Revised Operational Strategy' document. The Operational Strategy will ensure linkages between all response activities (including bilateral activities and activities funded domestically through the BDRCS) and assist in leveraging the capacities of all members of the IFRC in the country to maximise the collective humanitarian impact.

## Integrated assistance

*(Shelter, Livelihoods, and Multi-purpose Cash)*

- **Provide shelter and settlement** support in line with ISCG sector guidelines for the camp population and vulnerable host communities and advocacy for improved shelter.
- **Build awareness and strengthen the capacity** of the camps and host communities for safe shelter through participatory approaches.
- **Respond to disasters or emergencies** in a timely manner through the pre-positioning of shelter and essential household materials.
- **Strengthen the existing disaster risk management (DRM) capacity** across all 33 camps and host communities through multi-hazard preparedness, anticipatory action, and response.
- **Integrate climate-smart approaches** to DRR and institutional readiness to respond to disasters, climate, and crises – promoting green response.
- **Disaster Response to multi-hazards.**
- **Camp: Provide skills development training** (farm and non-farm-based) and input support to the camp population in preparation for their voluntary and sustainable repatriation.
- **Host community: Support the most vulnerable households** in the host community with the provision of skills development training, capital support, and market linkages.



Health and Care including Water, Sanitation, and Hygiene (WASH)  
*(Mental Health and Psychosocial Support/Community Health)*

<sup>10</sup> The BDRCS conducted the rationalisation exercise with the support of the IFRC network and in close coordination with the government, humanitarian actors, and donors in 2024.

- **Medical Services:** Provide primary health care services including strengthening the Blood Transfusion Programme, Non-Communicable Diseases Programme and epidemic preparedness and response following the minimum sector standards.
- 1. **Community-Based Health and First Aid (eCBHFA):** Promote health and well-being including Non-Communicable Disease (NCD) through community outreach and the e-CBHFA approach for camps and host communities.
- **Mental Health and Psychosocial Support (MHPSS):** Promote MHPSS in camp and host communities through the health facility and community-based approaches.

WASH:

- **Provide a regular water supply** through the water supply network and tube-wells following minimum sector standards.
- **Provide sanitation services** that are environmentally friendly and innovative for both the displaced and host communities.
- **Promote hygiene practices** among the displaced and host communities.

### Protection and Prevention

(Protection, Gender, and Inclusion (PGI), Community Engagement and Accountability, Migration, Environmental Sustainability, Risk Reduction, Climate Adaptation and Recovery, Education)

- **Strengthen protection services** at the community level to reduce the risk of Gender-based violence (GBV), Trafficking in persons (TiP), child labour, child abuse, etc.
- **Refer protection cases** to case management actors by strengthening the monitoring and reporting mechanism.
- **Strengthen community feedback and response mechanisms** for both the displaced and host communities.



## Enabling approaches

The sectors outlined above will be supported and enhanced by the following enabling approaches:

### Coordination and Partnerships



- **Consolidate and harmonise the multilateral and bilateral support** provided to the BDRCS through the One Window Framework (OWF) approach.
- **Align with the evolving dynamics and needs in Cox's Bazar** to advocate for the rights and well-being of the affected population.

### Shelter Cluster Coordination



Maintain active participation in shelter coordination led by the ISCG. This includes contributing to setting shelter standards for camps and maintaining advocacy in supporting more resilient shelters.

### IFRC Secretariat Services



Maintain and strengthen the quality of services by providing technical support to the BDRCS.

### National Society Strengthening



- **Build the capacity of the BDRCS** at the Cox's Bazar branch and headquarters levels following the National Society Development (NSD) support plan and the branch development framework.










- Strengthen systems, procedures, and guidelines across a broad spectrum of support services and operations at the BDRCS headquarters level to ensure they positively impact the effectiveness and efficiency of the PMO.

## RED CROSS RED CRESCENT PRESENCE IN-COUNTRY



### Bangladesh Red Crescent Society (BDRCS)

Core areas of operation		
 Health and Care  Disaster and Climate Risk Management (DCRM)  Water Sanitation and Hygiene (WASH)		 Shelter and Settlements  Livelihoods  Protection, Gender, and Inclusion (PGI)  Community Engagement and Accountability (CEA)
Number of Staff:	<b>881</b>	Number of Volunteers: <b>14,960</b>
Number of Volunteers:	<b>68</b>	General Hospitals: <b>2</b>
Number of Warehouses:	<b>2</b>	Medical College Hospital: <b>1</b>
Number of Mother and Child Healthcare Centres	<b>58</b>	Number of blood centres: <b>9</b>
Number of Cyclone Preparedness Programme (CPP) Volunteers – Nationwide	<b>76,140</b>	Number of institutional volunteers: <b>172,567</b>

The BDRCS, established in 1971, is one of the leading humanitarian organisations in the country with its 68 district units (branches) and countrywide network with over 15,000 active volunteers and staff. The BDRCS Population Movement Operation (PMO) office in Cox's Bazar was established in 2017 to address the needs of displaced people from Rakhine, while the Cox's Bazar unit of the BDRCS has been supporting the operation from the beginning of the population movement crisis in Cox's Bazar. The BDRCS headquarters in Dhaka has been providing oversight support and has also deployed staff and resources, including its specialised National Disaster Response Team (NDRT) members, during this operation.

As an auxiliary to the public authorities in the provision of humanitarian services, the BDRCS continues to serve as a key partner in this response and engages with various authorities at both the national and local levels. Since the 1978 movement of people from Myanmar, the BDRCS's relationship with the Bangladeshi authorities has been steadfast, allowing access to all operational areas in reference to the response to the population movement crisis, in coordination with the authorities, UN, and other agencies. Apart from the PMO office and unit office (branch) located in Cox's Bazar town, key facilities of the BDRCS utilised for this response include four distribution centres in the camps, and three

warehouses and a field office in the host community area. There is also a longstanding collaboration between the BDRCS and UNHCR to jointly undertake the Myanmar Refugee Relief Operation (MRRO) – this extensive initiative has been in place since 1993.

Additionally, the BDRCS has collaborated with UNHCR on Bhasan Char Island for emergency preparedness and response (EPR), site management, distribution of essential household items, and the registration of displaced people since 2021. The BDRCS further collaborates with the IFRC and IFRC membership on livelihoods, WASH, health, and other activities. Since 2020, the BDRCS has been working to meet the humanitarian needs of people relocated from the Cox's Bazar camp to Bhasan Char Island, in continued and strict adherence to the Red Cross Red Crescent position and that of the international humanitarian community, i.e. the relocation of displaced people must be voluntary, with safety and dignity assured.

### **IFRC membership coordination**

The IFRC has a country delegation in Dhaka and a sub-delegation in Cox's Bazar supporting the BDRCS in providing humanitarian assistance to both displaced people in the camp and to the host communities in close coordination with its membership, the GoB, humanitarian actors, and the donor community. Since the launch of the Emergency Appeal in 2017, a total of 28 IFRC member National Societies (the membership) have supported the BDRCS multilaterally via the appeal. Currently, eight of the in-country IFRC members, also known as Participating National Societies (PNSs), have been supporting the BDRCS bilaterally, multilaterally, or both for the PMO. These in-country partners are the American Red Cross, Danish Red Cross, German Red Cross, Japanese Red Cross, Qatar Red Crescent, Swedish Red Cross, Swiss Red Cross, and Turkish Red Crescent. Additionally, institutional donors, international governments, and certain IFRC members not present in the country support the IFRC Emergency Appeal covering humanitarian needs in Cox's Bazar and Bhasan Char.

A Federation-wide approach is being utilized to support the BDRCS in its response to the population movement crisis and to maximize the collective humanitarian impact of the IFRC membership. The approach is reflected in a One Window Framework (OWF) developed in 2018 with the agreement of the BDRCS, IFRC, and in-country IFRC membership, and accompanied by a Plan of Action developed in early 2020. The Federation-wide approach has included fortnightly coordination meetings at the leadership level, and regular technical meetings among programmes, as well as reporting tools such as a monthly Federation-wide operation update. Most significantly, one of the most successful outcomes of the Federation-wide approach is the Shared Leadership modality jointly piloted by the IFRC and American Red Cross in this operation. Many benefits have materialised through this arrangement in which the American Red Cross provides all its support to the BDRCS PMO multilaterally via the IFRC – this includes collective fundraising, with the American Red Cross facilitating the largest funding contribution from a donor to the PMO; and the American Red Cross undertaking the entire disaster risk reduction programming component of the Emergency Appeal in support of the BDRCS. Other benefits include the utilisation of the IFRC's financial and procurement services, resulting in significant reductions in cost and time.

At Bhasan Char, the BDRCS, with the support of the IFRC, German Red Cross, Kuwait Red Crescent, and Swiss Red Cross, provided hygiene items, household items, livelihood support, liquified petroleum gas (LPG) for cooking, mosquito nets, and psychosocial support. With the support of the IFRC and German Red Cross, the BDRCS is also providing WASH support, including infrastructure maintenance, solid waste management (SWM), drainage cleaning and maintenance, disinfection, and cyclone preparedness activities.

### **Red Cross Red Crescent Movement coordination**

The ICRC has limited presence in Cox's Bazar in 2024. Collaboration between the ICRC and IFRC memberships is only undertaken when issues arise regarding restoring family links (RFL) in transit camps or tensions emerge along the Bangladesh-Myanmar Border.

### **External coordination**

The IFRC and BDRCS, with support from the IFRC membership, will continue to increase their emphasis on engagement with various stakeholders (Bangladeshi government authorities, the ISCG, and donor community, among others) at all strategic levels (Dhaka, Cox's Bazar and camp settlement) with the aim of strengthening the access and convening power which the BDRCS and IFRC enjoy, as a result of the auxiliary role of the National Society, as well as the legal status accorded to the IFRC in Bangladesh. In this regard, humanitarian diplomacy, a key function of the IFRC, will continue to be undertaken by the leadership and senior management in various fora, with the aim of advocating for enhanced assistance or solutions that benefit the displaced community.

At the camp level, all programme teams of the BDRCS/IFRC maintain coordination with Camp-in-Charges – the government authority, Site Management and Site Development (SMSD), Site Management Support (SMS) agencies, and the specific programme sector working group to ensure that specific programme interventions in the camps are approved and aligned with the standards and guidelines set collectively through this coordination mechanism. In Cox's Bazar at the host community level, the Deputy Commissioner (DC), Upazila Executive Officer, and active humanitarian actors are the points of contact to ensure the interventions are coordinated and well accepted.

## Contact information

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

### At the Bangladesh Red Crescent Society:

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### Reference



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