
Shelter Cluster Session on Flood Preparedness Initiatives

Meeting with country clusters
28/05/2025



**In 2024 – More than 10M
people affected by floods
across 14 countries**



AGENDA

- **Presentations of preparedness initiatives by shelter clusters**

Bangladesh | Madagascar | Pakistan | South Sudan | Yemen

- **Open forum discussion**
- **DRR and environment resources, and next steps**

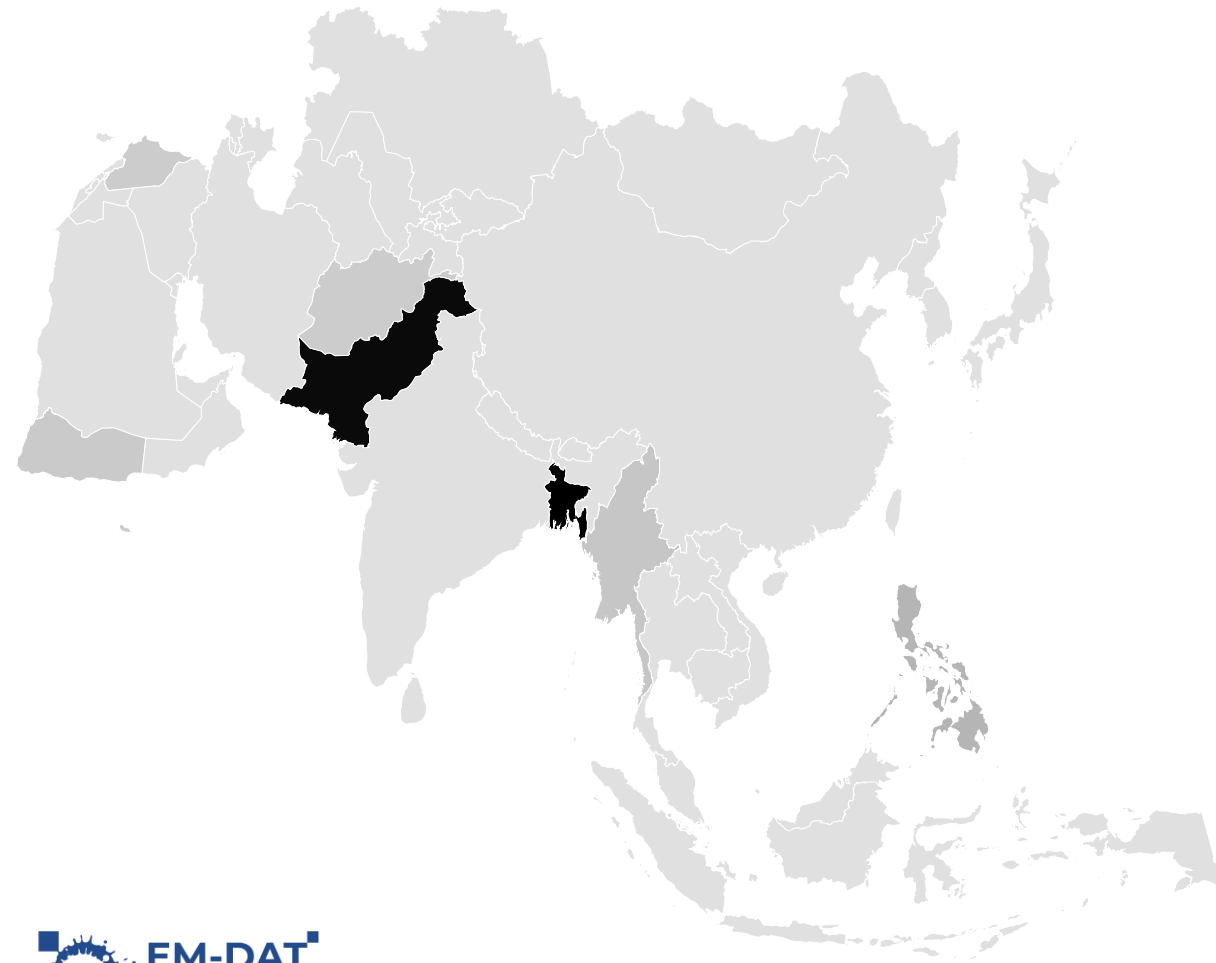


Presentations of preparedness initiatives by shelter clusters

Bangladesh | Madagascar | Pakistan | South
Sudan | Yemen

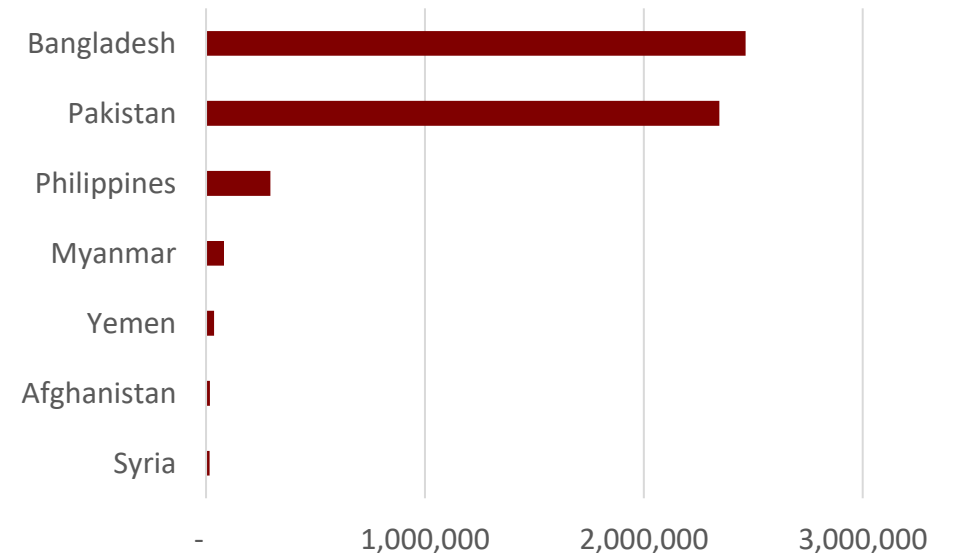
Asia and Middle East

Average # of people affected per year



2,464,342

15,582



Africa

Average # of people affected per year



558,842

10,678

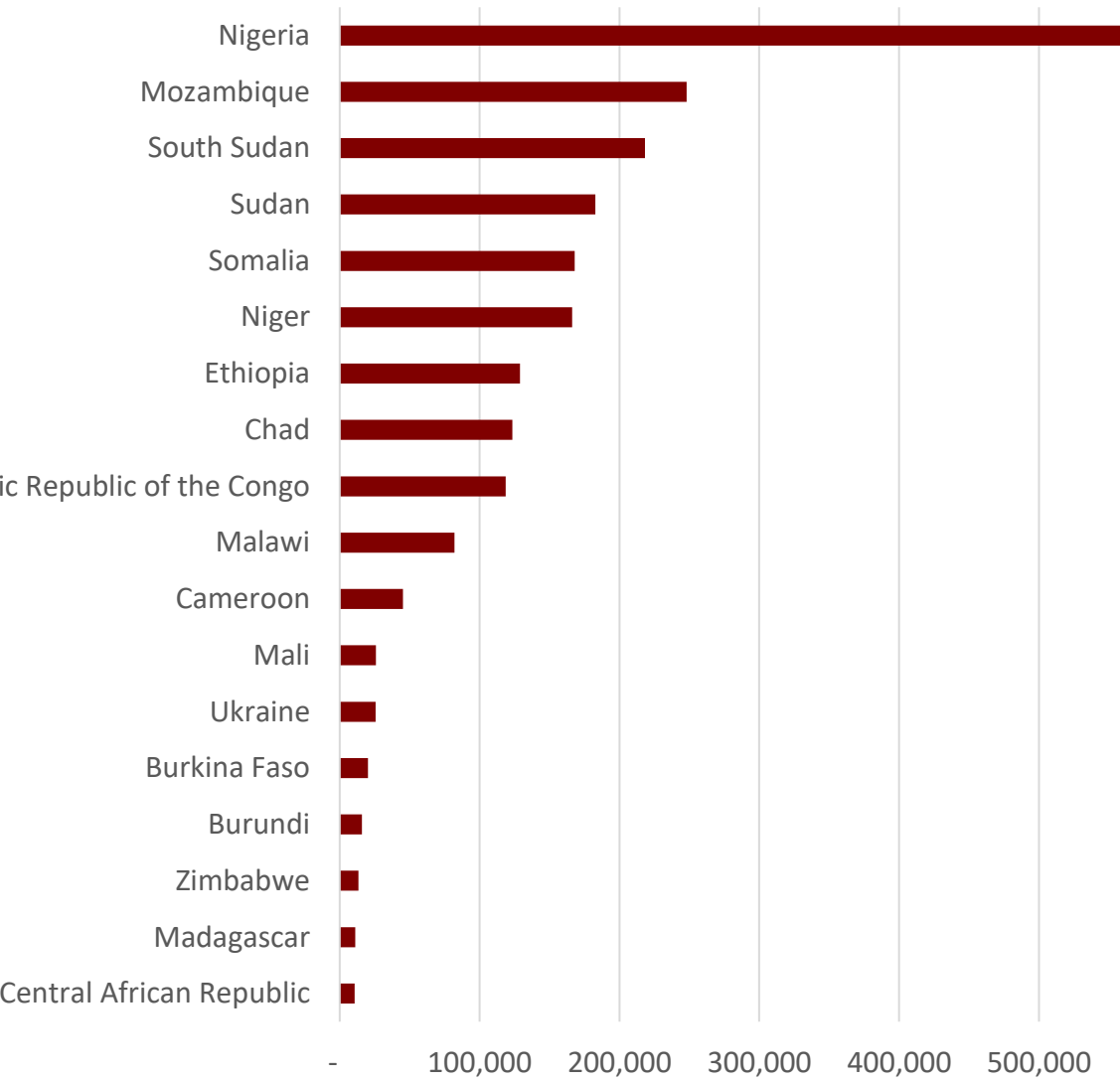


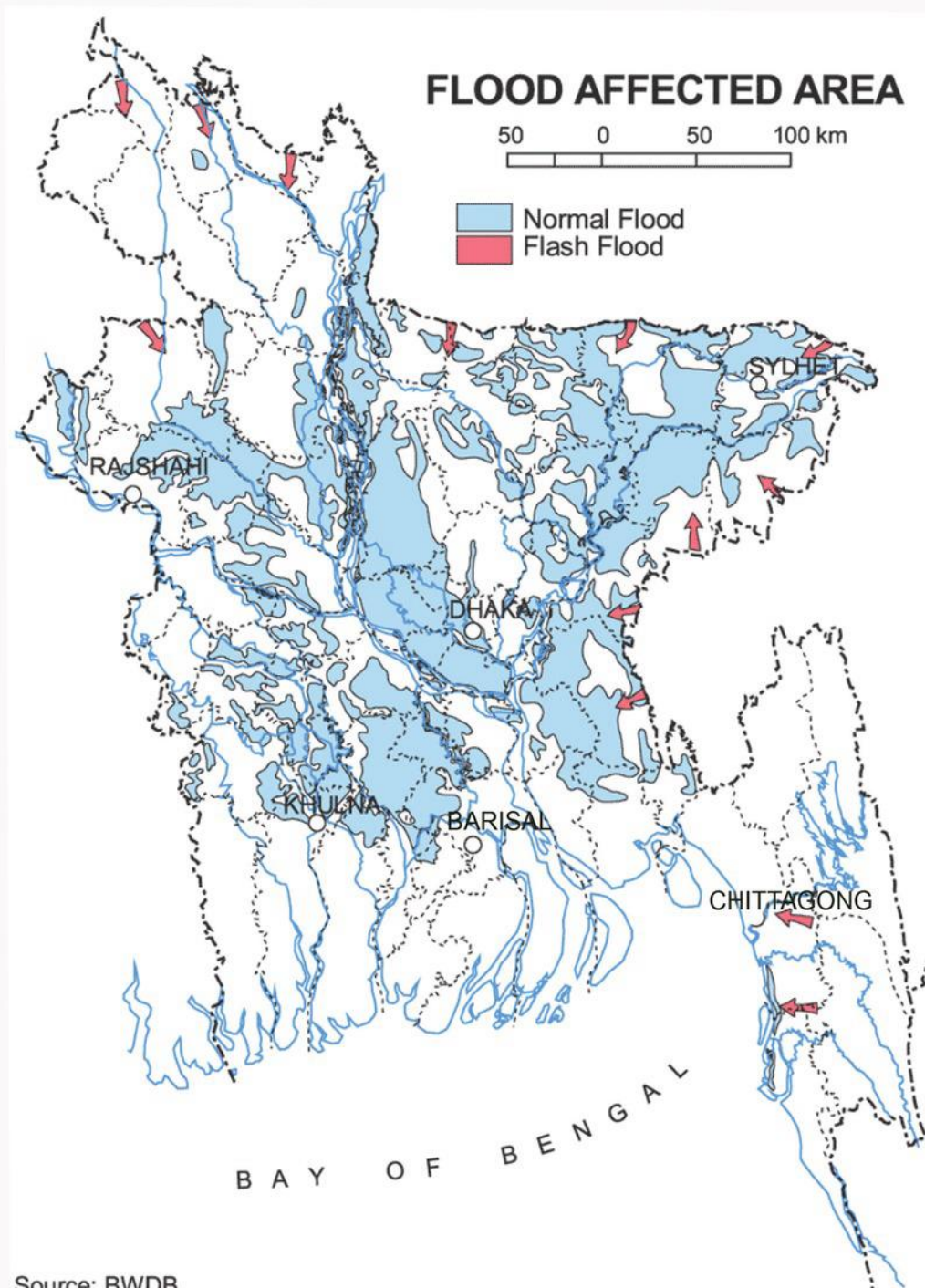


Photo: UNICEF

Bangladesh

A K M Zahirul Alam
Shelter Cluster Coordinator

BANGLADESH



Source: BWDB

How we work

Disaster Management Framework & Coordination

- Government **Lead** the Clusters
- **Localization** of disaster management coordination and decision-making processes.
- The **Standing Order of Disaster** has distributed the roles and responsibilities of the Disaster Management Committee at the National level to the Community Level.

Risk Assessment & Preparedness

- **Bangladesh INFORM Sub-National Risk Index 2022** plays a role in identifying the most at-risk Sub-Districts.
- **Pre-crisis data** provides information on the housing patterns in specific areas, making it possible to understand vulnerabilities.
- The **Shelter Vulnerability and Capacity Assessment** provides insights into the coping mechanisms of affected people, identifying specific vulnerabilities and capacities for response.

Early Warning & Response

- Through the **Early Warning for All**, messages are sent to communities likely to be affected by disasters.
- **Contingency Stock Profiling** informs how many people can be covered in the initial stage, along with the capacity of organization.

How we work

Shelter & Reconstruction Guidance

- Various shelter response packages have been described through the **Shelter Standards and Guidelines**, allowing organizations to select appropriate responses.
- **Improved guidance** and **BBS**, including developing **house design** options for flood-resilient house repairs and reconstruction.

Environmental Considerations

- **Environmental Country Profile** explains key environmental factors, serving as a reference in disaster preparedness and response.

Capacity Building & Partner Support

- Shelter Cluster often organizes **capacity-building events for partners**, such as Shelter Programming Orientation, Sphere Standards for Shelter and Settlement, BBS, Contextualize Humanitarian Coordination Training.

Challenges

- Continuously decreasing funds: Due to the high cost of shelter response packages, donors are less interested in shelter response.
- Humanitarian and development programs are not integrated.
- Numerous small voluntary groups and individuals provide assistance, but uncoordinated efforts posed significant management challenges.
- Local authorities at the District and Sub-district levels lacked sufficient understanding of response coordination.
- Many local NGOs offer aid, but their inexperience lead to the selection of inappropriate relief items.

Lessons Learned

- Expand coordination mechanisms to seamlessly connect central and regional levels.
- Implement sector-specific capacity-building programs for local NGOs to strengthen their response capabilities.
- Provide orientation for district administration on the humanitarian coordination system to improve efficiency.
- Guide local voluntary organizations in adhering to cluster guidelines for more structured and effective assistance.
- Compile and analyze pre-crisis data to enhance readiness and informed decision-making.
- Voluntary participation of Cluster partners in all activities.



Madagascar

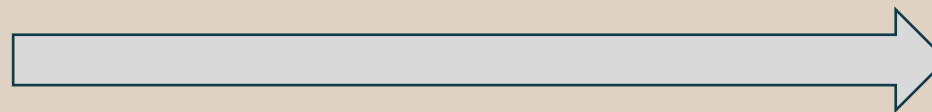
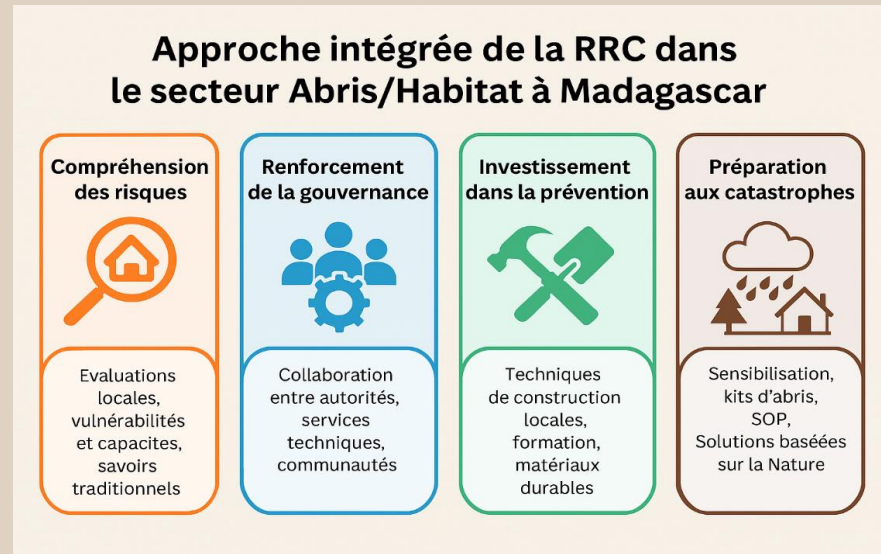
Andrianina Rakotoarivelo
Shelter Cluster Coordinator

What has been done

1. A pragmatic and realistic **Standard Operating Procedure (SOP)** facilitating humanitarian response and integrating the DRR dimension **in preparation** and **emergency interventions**

2. An **action plan** for integrating DRR into the humanitarian response

3. Light **review** of existing **national policies** on integrating DRR and environment



✓ **SOP** in checklist format

✓ Tested by 3 organisations + feedback provided

✓ Recommendations made to improve the document

✓ Hazard overview

✓ Vulnerabilities

✓ 5 proposal guidelines

Challenges

- The production of a document on DRR and NBS good practice encountered difficulties due to the **lack of documentation** and because many focal points within the entities are no longer there.
- The emergency **timeframe** for implementing activities on testing the SOP is **limited to 45 days**. Difficulties were encountered to fit DRR activities into the short timetable.
- The availability and accessibility of **funds in time** for DRR and NBS in response
- **Weak leadership** in imposing NBS and DRR in line with response activities

Lessons learned

- **From the pilot test:** More awareness is needed in organisations of how to integrate NBS and DRR activities in response, and how to identify activities that are relevant to the local context where they work
- Need ensure within the cluster that the **SOP is translated into concrete preparedness and response activities** for future humanitarian interventions
- There is a **siloed vision of response and DRR** for implementing organisations: **having an SOP can bring these two silos together**



Pakistan

Sumera Izhar
SNFI & CCCM Sector Coordinator



What did we do?

- **Contingency Planning:** Facilitated joint contingency planning from March–June in collaboration with NDMA/PDMA/DDMA. It's an annual exercise the sector support and participate.
- **Minimum Preparedness Actions:** Developed and implemented Minimum Preparedness Actions (MPAs) including sector partner mapping, contingency stocks mapping (sector partner and PDMA), and focal point identification.
- **Minimum Response package:** SNFI and CCCM sector standard response – NFI kits, Emergency Shelter Kits, Shelter repair tool kits, Winterization kits, Cash-for-work.
- **Sector Coordination:** Over 90 shelter sector partners mapped and coordinated for preparedness planning and readiness to respond if needed. Regularly collected and update 5Ws from partners.
- **Support to Missions:** Supported OCHA in rapid observation missions post-flood in Sindh, KP, and Balochistan in August 2024.
- **Localization:** Promoted local partner engagement and decentralized response capacities.
- **Common Pipeline Support:** Enabled the IOM-established common pipeline for transportation of emergency stocks.

What were the challenges?

- **Lack of Govt. Assessments and central request:** In comparison with 2022 floods, 2024 floods were less severe but still had high localized impact. The Govt. did not launch an international appeal at national level. The adhoc requests from provincial levels were made towards UNOCHA.
- **Information Gaps:** Inadequate and delayed 5Ws reporting from local partners hampered response analysis and advocacy.
- **Partner Readiness Gaps:** Varied levels of readiness and capacity across shelter partners despite large registration numbers.
- **Logistical Limitations:** Challenges in reaching remote flood-affected areas and in maintaining sufficient contingency stock.
- **Coordination Challenges:** Need for clearer operational links between district and provincial disaster authorities.
- **Funding Limitations:** Inability to contract non-LTA local actors despite their strong presence due to procurement constraints.

What were the Lessons Learnt?

- **Preparedness and Mitigation Measure:** Pre-positioning of emergency stocks and improved warehouse accessibility in central locations. Flood-resilient shelter design (elevated structures, raised plinths). Training and community awareness (DRR at community level).
- **Improve Reporting:** Institutionalize consistent 5Ws reporting for better gap analysis and decision-making. Regular coordination with PDMA, DDMA and village committees on 5Ws.
- **Anticipatory Action & Early Warning:** helped reduce delays and strengthen the local response mechanisms. **Enabled early coordination, stockpiling, and deployment** of District Coordinators in the district anticipated to be affected. **Rapid Observation Missions were planned and supported by different sector coordinator including SNFI for collecting evidence-based data** to inform response and flash appeal. **Flash Appeal & CERF** request drafted before floods—first time in Pakistan. National Anticipatory Action Framework initiated with NDMA & OCHA. Risk mapping and early warning systems.
- **Updated Provincial Plans:** Develop integrated provincial preparedness and contingency plans with clear trigger for engagement of different stakeholders and response plan.
- **Simulation Exercises:** Incorporate regular drills and preparedness workshops at provincial and district levels.
- **Community Engagement:** Enhance flood awareness and preparedness at the community level through DDMA coordination.



South Sudan

Sherrie Lilian Rutandaro
Shelter Cluster Co-coordinator

South Sudan- actions taken

- **Formation of a flood task force:** A flood task force was established by the government, co-chaired by OCHA, to coordinate efforts involving UN agencies, NGOs, and academic institutions.
- **Government leadership:** For the first time, the government led the flood preparedness and response, while other stakeholders supported these initiatives.
- **Localized approach:** A localized, bottom-up approach was implemented for planning and preparedness, utilizing local skills and capacities.
- **Early prepositioning of stocks:** Emergency stockpiles were revitalized with strategic prepositioning of supplies for quick deployment.
- **Mapping of safer areas for possible relocation and capacity assessment:** Key priorities included identifying safer relocation sites, assessing essential items, and evaluating shelter damage at IDP sites.
- **Community engagement:** Community awareness initiatives focused on flood mitigation and DRR, with zoning regulations to avoid construction in flood-prone areas. Community engagement featured sub-national task forces for contingency planning and risk assessment, along with feedback mechanisms for ongoing information gathering.
- **Reinforcement of the IDP sites:** Efforts to reinforce IDP sites in flood-affected areas included dike construction and site planning to improve temporary shelter conditions.

South Sudan - Challenges

- **Funding Challenges:** Partners are grappling with limited response capacity, stretched thin by dwindling funding. This is compounded by ongoing emergencies and the need to assist other crises, such as the returnees from the Sudan crisis and families affected by conflict, not to mention the lasting impact of previous floods across the country. The overall decline in donor funding is hitting South Sudan hard as it faces multiple simultaneous crises
- **Access Constraints Causing Delays in Response:** Delays in response efforts can largely be traced back to holdups in fund release and the poor condition of roads, coupled with damaged infrastructure.-
- **A Focus More on Preparedness Than Immediate Response:** There has been an overemphasis on preparedness and mitigation, leaving partners without readily available resources to address urgent needs when floods strike.
- **Multiple Displacements:** Tracking who has received assistance has become a challenge due to multiple or secondary displacements. This leads to resource drain as duplicated services are provided to the same individuals across various locations.
- **Communication and Awareness Gaps:** Established feedback mechanisms were weak, and the processes for resolving complaints seldom completed the loop.

South Sudan - Lessons learned

- **Joint Planning:** Collaborative efforts among clusters, including joint advocacy, messaging, resource mobilization, and coordinated planning and implementation of activities, are essential for harmonized planning and responses.
- **Prepositioning ahead of the rainy season** enabled timely responses before access was hampered, as locations could soon only be reached by water transport, which is slow and often inadequate for delivering bulky supplies, with security risks involved.
- **Timely Risk Communication:** Effective communication of risks and forecasts is crucial for mobilizing resources and actions related to flood preparedness. The swift alert prompts proactive measures in preparedness, resource mobilization, and advocacy. Community feedback mechanisms are very important in gathering more information.
- **Localized Approach:** The knowledge, skills, and experiences of local communities are vital in effective flood preparedness and response eg during the construction of dikes and in identifying safer relocation areas. Communities possess a deep understanding of their dynamics and the best options available, making their involvement in planning and decision-making essential.



Yemen

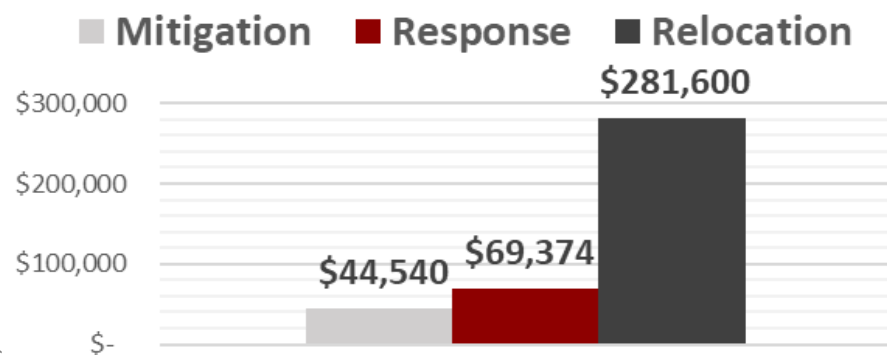
Aiman Al-Zoraiky
Shelter Cluster Technical Coordinator

YEMEN

Feasibility Assessment for Different Solutions:

No	Governorate	District	Site	No of HHs	Severity of Impact	Likelihood
1	Sana'a	Sanhan	Almyah Street	374	High	High
2	Sana'a	Hamdan	Dharawan	289	Medium	Medium
3	Hajjah	Abs	Almalab	65	Low	High
4	Hajjah	Abs	Aldahyah	280	Medium	High
5	Ibb	Mashana	Maslahat Alturuqat	108	High	High
6	Aljouf	Alhazm	Wadi Shajen	268	Medium	Medium
7	Aljouf	Alhazm	Almehzam Alsharqi	129	High	High

Average Cost



Before



After

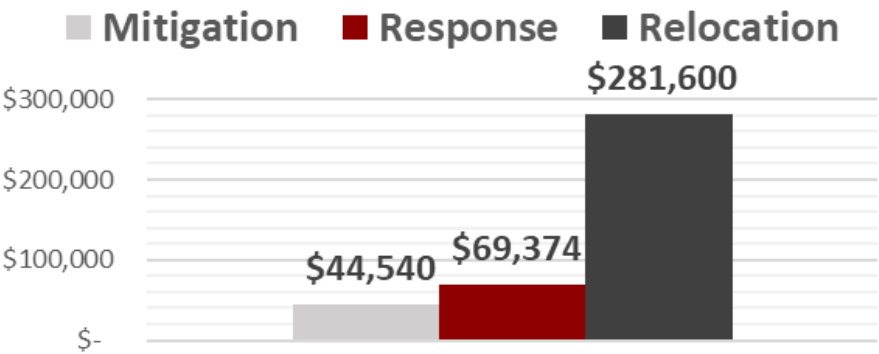


YEMEN

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Average Cost



Before



After



YEMEN

Challenges

- Increasing flood in conflict areas during the recent years
- Lack of funds
- Many sites need such interventions
- HLP issues and complication of finding a suitable land

Lessons Learned

- More acceptance by communities and authorities
- Mitigation could be sometimes less costly than response
- Investment in mitigation interventions will reduce the need for emergency support
- Opened the door for additional interventions, assessment, early warning systems.



Open forum discussion

DRR presence in shelter chapters in strategic plans

Country	Plan	Analysis of Shocks	Shelter Cluster Chapter	Cluster Objectives/Priorities
Afghanistan	HRP 2025	Heat, Floods, Landslides	Included in the needs analysis	Included as anticipatory action and prepositioning of items
Bangladesh	HRP 2025	The HRP is designed around floods and cyclones	Included in the needs analysis and response plan	Emergency & transitional shelter responses coupled with technical capacity building for building back safer
Burkina Faso	HRP 2025	Floods	Briefly included in the needs analysis but not in the response plan	Not mentioned
Cameroon	HRP 2025	Floods are mentioned briefly	Not mentioned in the needs analysis nor in the response plan	Not mentioned
Colombia	HRP 2025	Not mentioned	Climate vulnerability and natural disasters both in the cluster objectives and needs analysis	Focus in the prioritization
DRC	HRP 2025	A specific section on climate shocks	Included in the needs analysis and response plan with focus on Environment WG	not mentioned in the targeting and prioritization
CAR	HRP 2025	A specific section on climate shocks	Not mentioned in the needs analysis nor in the response plan	not mentioned in the targeting and prioritization
Mali	HRP 2025	A specific section on climate shocks	Included in the needs analysis in details but not mentioned explicitly in the response plan, targeting and prioritization	Mentioned briefly in the objectives
Nigeria	HRP 2025	Floods and climate crisis	Not included in needs analysis but major focus on DRR, Environment risk analysis, prioritizing areas at risk of floods, etc. in the response plan	focus on climate and environment consideration in targetnig and prioritization
Yemen	HRP 2025	Not mentioned	Detailed I needs analysis and response strategy	Focus in the prioritization and targeting
Haiti	HRP 2025	A specific section on climate shocks	Detailed I needs analysis and response strategy	Prioritizing areas affected by both conflict and natural disasters
Myanmar	HRP 2025	Detailed in shocks analysis	Detailed I needs analysis and response strategy	No targeting section
Myanmar	Earthquake FA 2025	Monsoon season is included in the shock analysis	Included in the needs analysis and response plan	No targeting section
Philippines	HRP 2025	The HRP is designed around floods and cyclones	Included in the needs analysis and response plan	SSC for geographical targeting
Malawi	Drought FA 2025	Not mentioned	Included in the needs analysis and response plan	Not mentioned
Somalia	HRP 2025	Detailed in shocks analysis	Included in the needs analysis and response plan	Included in cluster objectives
South Sudan	HRP 2025	Detailed in shocks analysis	Not mentioned in the needs analysis nor in the response plan	Not mentioned. Geographical targeting based on SSC and needs assessments
Sudan	HRP 2025 - Executive summary	Floods are mentioned briefly	No clusters chapters	No clusters chapters
Syria	HRP 2025	Not mentioned	Not mentioned in the needs analysis	Flood risk reduction in IDP sites, and winterization activities
Chad	HRP 2025	A specific section on climate shocks	Detailed I needs analysis and response strategy	Focus in the prioritization and targeting
Ukraine	HRP 2025	Environmental impact	Not mentioned	Not mentioned
Venezuela	Extension of HRP	Not mentioned	Briefly mentioned	Briefly mentioned
Zimbabwe	HRP 2025	Drought focused	Not mentioned	Not mentioned
El Salvador	HRP 2025	A specific section on climate shocks	Not included in needs analysis but mentioned in the response strategy	Detailed in the targeting and prioritization
Mozambique	HRP 2025	A specific section on floods	Not mentioned	Prepositioning
Mozambique	Drought Appeal 2025	No Shelter	No Shelter	No Shelter
Mozambique	Tropical Cyclones Flash Appeal 2025	The FA is designed around cyclones & flooding	Detailed needs analysis and response plan	Re-prioritization focused on highly impacted areas (severity 4) and locations affected by both Cyclones and conflict induced displacement
Pu/OPT	Flash Appeal	Not mentioned	Not mentioned	Winterization

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Floods preparedness situation



<https://www.menti.com/al7y8r3qifpi>

Considering the Cost of Inaction

Demonstrate the added value of preparedness, anticipating action on well known / forecastable risks, as well as making the point on the cost of inaction, using this in your advocacy strategy

DATA ANALYSIS DEMONSTRATING:

Evidence on how extreme weather events, like severe flooding, can be life threatening

- using historical data on meteorological events that have resulted in significant flooding with loss of life, severe house damage and displacement (mortality rates, % of severe house damage, % of community infrastructure damage, overall economic impact and loss; etc).

Evidence on how risk mitigation and anticipatory action measures can be life-saving / sustaining


- using historical data on how mitigation measures and contingency planning have prevented severe flooding in locations historically have been severely impacted thus reducing the loss of life, increasing house + infrastructure resilience, protecting livelihoods and be cost saving.



DRR and environment resources, and next steps

Resources to support DRR mainstreaming

Entry points



**ENTRY-POINTS FOR DRR MAINSTREAMING
IN HUMANITARIAN SHELTER & SETTLEMENT
INTERVENTIONS**

WHAT IS DRR?

Disaster Risk Reduction (DRR) is the policy objective of disaster risk management – i.e. preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.¹

Strategies for DRR should be aimed at:

1 | Preventing creating new levels of risk

2 | Reducing existing risks

3 | Building capacity for effective disaster recovery

4 | Strengthening resilience to future disasters (economic, social, health and environmental)

These strategies, alongside Climate Change Adaptation (CCA) and reducing environmental degradation, are proven approaches to reduce the impacts of future disasters.

Disaster risks emerge when individuals and communities are **EXPOSED** to natural or man-made **HAZARDS**, are **VULNERABLE** to significant damage, and lack the **CAPACITY** to cope with hazards on their own.

¹ Disaster Risk Reduction Terminology, UNDRR

Needs Overview




**NEEDS OVERVIEW TIP SHEET
FOR ENVIRONMENT, CLIMATE CHANGE
AND DRR MAINSTREAMING**

SHELTER SECTOR

This Tip Sheet is developed by the Global Shelter Cluster for Shelter Cluster Coordinators to guide them on environmental, climate change and DRR mainstreaming in preparation of the Shelter chapter of both HNOs or Shelter Needs Overviews. Despite this shelter focus, many of the suggested actions can also contribute to the overall environmental profiling of humanitarian needs, including other sectors. The guidance can also be used when developing Shelter Cluster strategies. Environment, climate change and DRR mainstreaming is required to ensure we meet the needs of affected populations, address and reduce disaster risks and mitigate the environmental impact of shelter and settlement responses in line with humanitarian standards and the “do no harm” principle.

Response




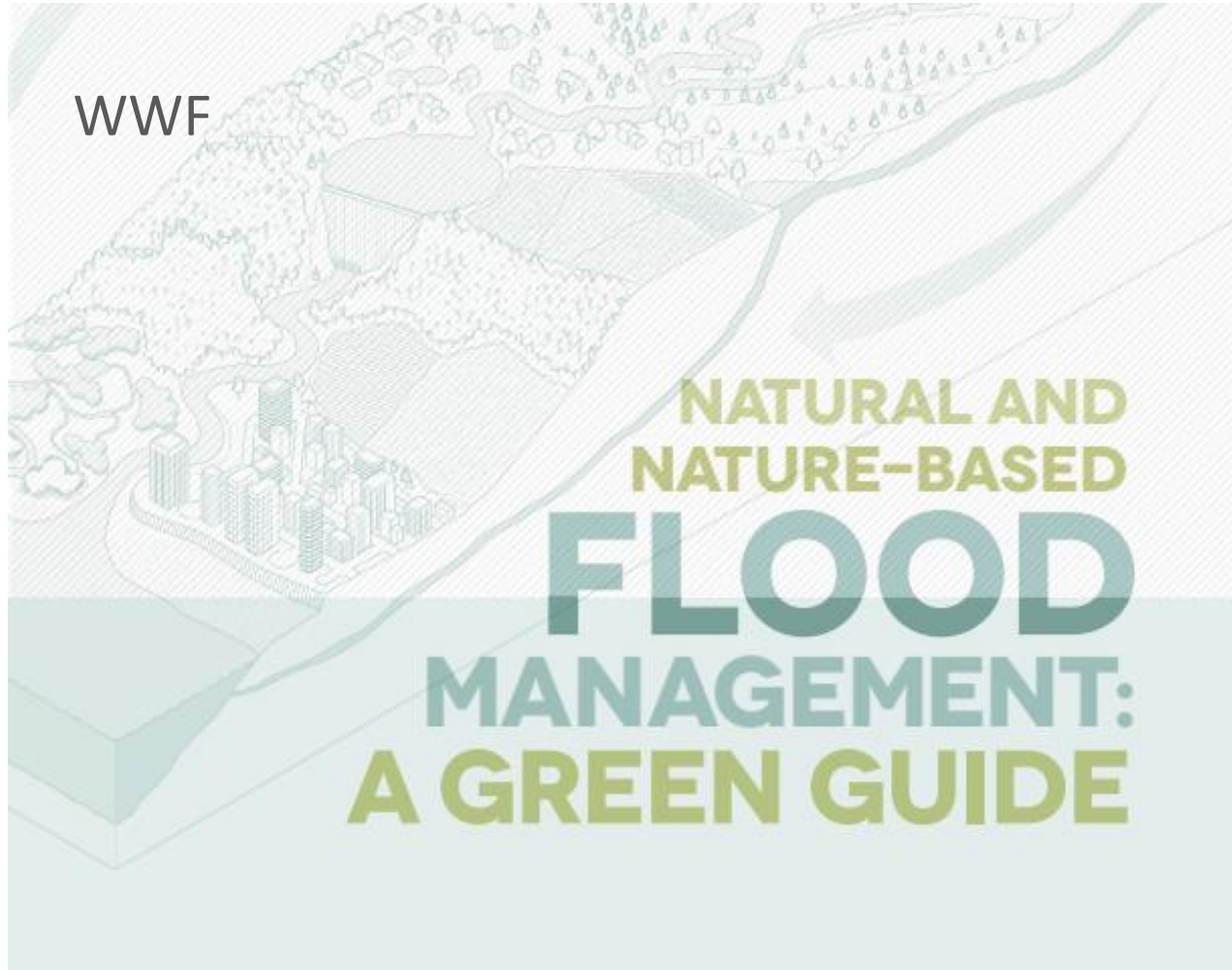
**RESPONSE PLANNING TIP SHEET
FOR ENVIRONMENT, CLIMATE CHANGE
AND DRR MAINSTREAMING**

This Tip Sheet is developed by the Global Shelter Cluster for use by country-level Shelter Cluster Coordinators to guide them on the minimum requirements for environmental, climate change and Disaster Risk Reduction (DRR) mainstreaming in preparation of the Shelter Chapter of HRP or HNRPs. This guidance can also be used for the development of shelter cluster/sector strategies or for response planning that does not follow the Humanitarian Programme Cycle (HPC).

Environment, climate change and DRR mainstreaming is required to ensure we meet the needs of affected populations and address and mitigate the environmental impact of shelter and settlement responses in line with humanitarian standards and the “do no harm” principle. It is also essential to ensure that we reduce the potential harm to communities due to existing and exacerbated hazards. Environmental and DRR mainstreaming in shelter programmes and projects depends on the systematic consideration of environmental risks, opportunities, and benefits in programme design, implementation, and throughout the project management cycle. Integrating environmental goals and indicators into planning is necessary to reinforce the rhetorical commitment.

PLUS: Guidance for shelter cluster on funding sources and instruments available to humanitarian actors, for integrating DRR and environment into humanitarian shelter projects

Technical Resources

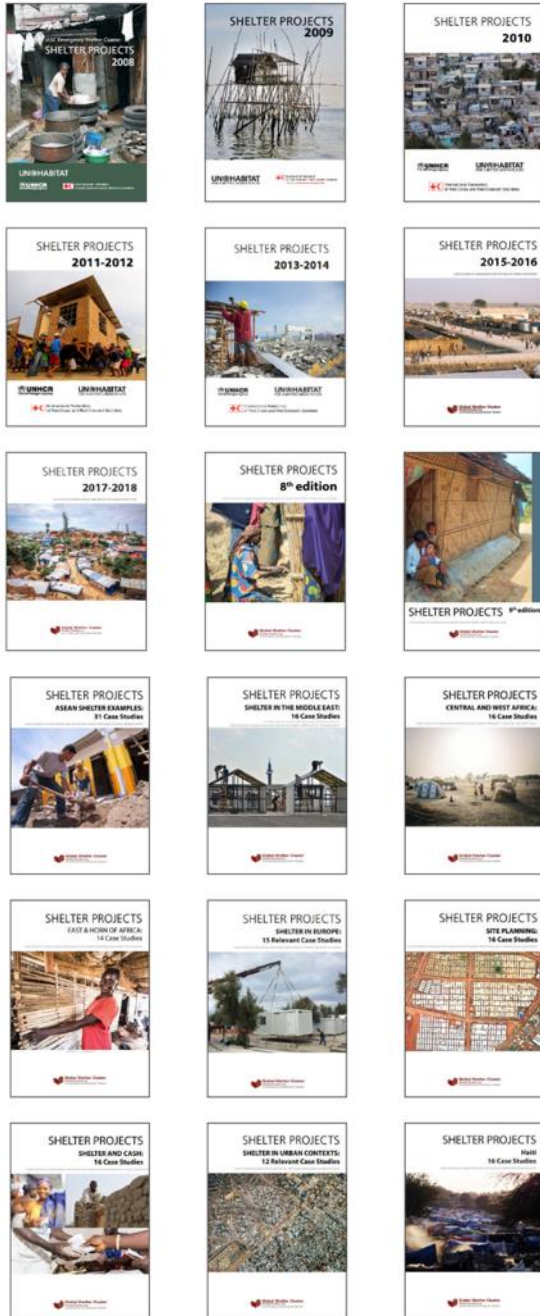


Flood Risk Management Workflow
Compendium of Mitigation Measures

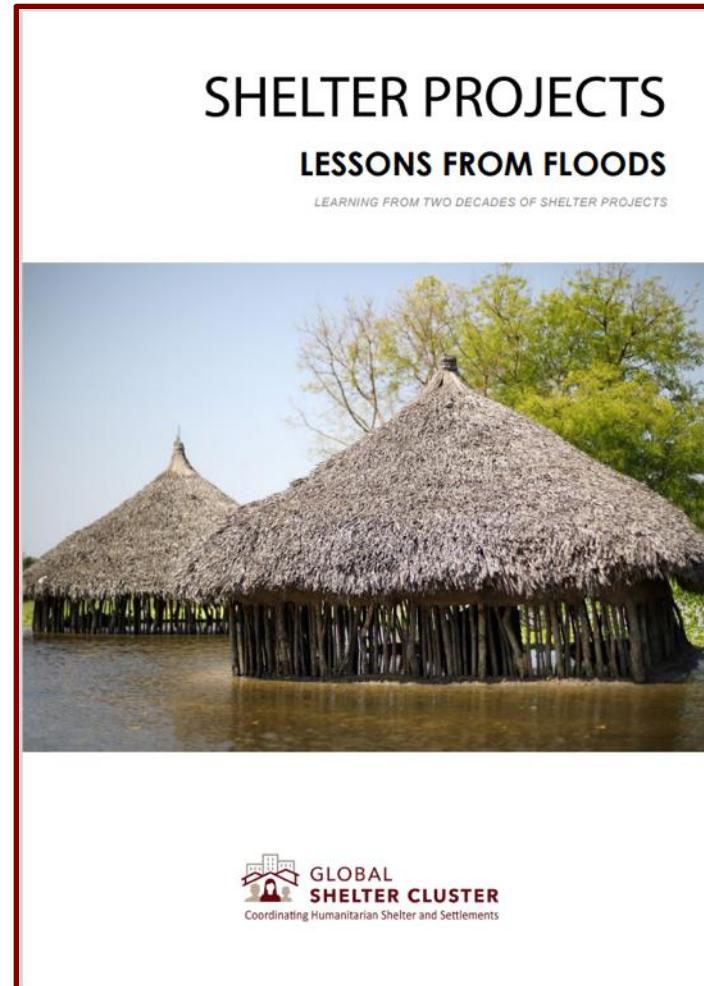
The compendium of flood risk mitigation measures

Aims to support UNHCR field staff, partners, and other practitioners with an overview of adequate risk mitigation measures against flooding in humanitarian settlements. Together with a Risk Mitigation Strategy GIS Tool and a Participatory Risk Mapping Methodology (all available on this site), this is a comprehensive toolbox for flood risk mitigation in refugee settlements.

[Find out more](#) [▶ Explore Compendium](#)



www.shelterprojects.org



- **+60** case studies and overviews
- **26** countries
- Extracts from **interviews** with experts and key stakeholders
- **Synthesis** and **analysis** of lessons and experiences from floods responses
- **Recommendations** for the sector and key partners

Next Steps

- UNDRR continued support in Yemen, Nigeria and Mali
- Continue to explore opportunities for continued support for DRR
- Evidence based advocacy (e.g. considering the cost of inaction)
- Peer-to-peer coordinators network or creation of other support networks



GLOBAL **SHELTER CLUSTER**

Coordinating Humanitarian Shelter and Settlements