

FIRE RISK MITIGATION, EMERGENCY PREPAREDNESS AND RESPONSE
STRATEGIES AND ACTION PLAN
MAY 2025



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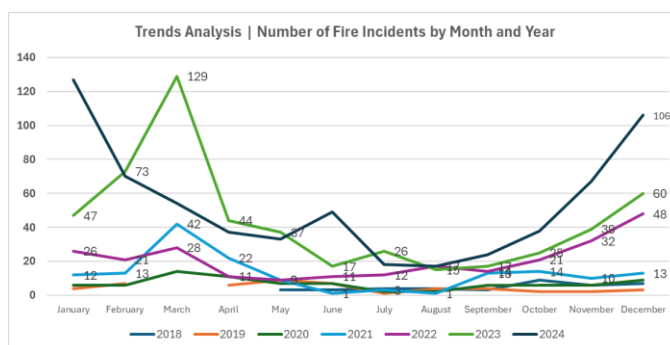
Background



The Forcibly Displaced Myanmar Nationals (FDMN)/Rohingya refugee camps in Cox's Bazar, Bangladesh, face significant fire hazards due to a combination of factors, including high population density, highly flammable shelters, and challenging topography that facilitates rapid and unpredictable fire spread. Narrow access routes and various combustible materials exacerbate the risk, while the limited capacity for emergency response further complicates the situation. Climate change has intensified these challenges, leading to an alarming increase in the frequency and severity of fire incidents since 2018.

From 2018 to 2024, the number of fire incidents has surged, with a staggering total of 1,797 reported cases. This alarming trend has resulted in over 93,000 individuals affected and more than 58,000 displaced. The destruction of more than 17,000 shelters, injuries to over 1,000 people, and 33 fatalities have inflicted long-lasting psychological distress, particularly among children. The consequences of these fire incidents have been severe in terms of human suffering and the destruction of critical infrastructure necessary for life-saving services. The repeated fires have further strained the already limited resources allocated for humanitarian response, making it imperative to address these hazards proactively.

In response to these challenges, ongoing efforts are being implemented to enhance fire risk mitigation, emergency preparedness, and response capacities. These efforts have seen significant success, with the Mobile Firefighting Unit (MFFU) being improved, some camps innovating the use of the water network to increase water access, and volunteers being trained to effectively contain and respond to fire incidents. However, the demand for timely and effective responses remains high, underscoring the urgency for establishing a robust system and comprehensive mechanisms to mitigate fire risk, emergency preparedness and response.



The document underlines the shared responsibility and commitment, providing a framework for harmonized planning and coordinated implementation of pre-agreed output-oriented actions for the



humanitarian organizations and government agencies operating in the Rohingya camps to mitigate the devastating fire impact. It aims to operationalize the collective output from the workshop jointly conducted by the Office of the Refugee Relief and Repatriation Commissioner (RRRC) and the Rohingya Refugee Response in Bangladesh Inter-sector Coordination Group (ISCG) secretariat.

Moreover, emphasis is placed on the importance of intersectoral coordination with implementing humanitarian agencies (i.e., UN agencies, International/National/Local non-government organizations), Camp in Charge (CiC), and other stakeholders working together to uphold the consensus to strengthen fire emergency preparedness and response as a core for effective disaster management.

Workshop Summary



United Nations High Commission for Refugees (UNHCR).

The fire risk mitigation, emergency preparedness, and response (EPR) Planning Workshop was organized in Cox's Bazar, Bangladesh, on 20 January 2025. It was a joint pre-disaster planning effort by the Refugee, Relief, and Repatriation Commissioner (RRRC), the Rohingya Refugee Response Inter Sector Coordination Group (ISCG) secretariat, and the International Federation of Red Crescent Societies (IFRC), supported by the International Organization of Migration (IOM),

The event brought together approximately 100 participants, primarily the key Government agencies led by the office of RRRC and those responsible for fire risk mitigation, emergency preparedness, and response, such as the Fire Service and Civil Defense (FSCD), Bangladesh Army, Armed Police Battalion (APBn), and Department of Public Health and Engineering (DPHE). Meanwhile, humanitarian organizations were attended by the United Nations (UN), including IOM, UNHCR, the United Nations International Children's Emergency Fund (UNICEF), World Food Program (WFP), and the Food and Agriculture Organization of the United Nations (FAO).

International, national, and local non-government organizations were also present, such as the Bangladesh Red Crescent Society (BDRCS), Danish Refugee Council (DRC), Handicap International (HI), BRAC, Norwegian Refugee Council (NRC), ACTED, BBC Media Action, SKUS. In addition, the sector representatives (i.e., SCCCM, FSS, WASH, Protection, Health, Nutrition, GBV) and the Camp in Charge (CiC) across the 33 Rohingya camps were actively facilitating groups and presenting results from the breakout sessions.

The workshop was aimed to facilitate comprehensive planning and to collectively agree on fire risk mitigation, emergency preparedness, and response strategies and measures for the 2025 fire season. It followed a structured format, including plenary presentations and breakout group sessions, designed to provide a platform for stakeholders to agree on key strategies and actions on community engagement and social behavior change, knowledge and skills in fire emergency preparedness and response,



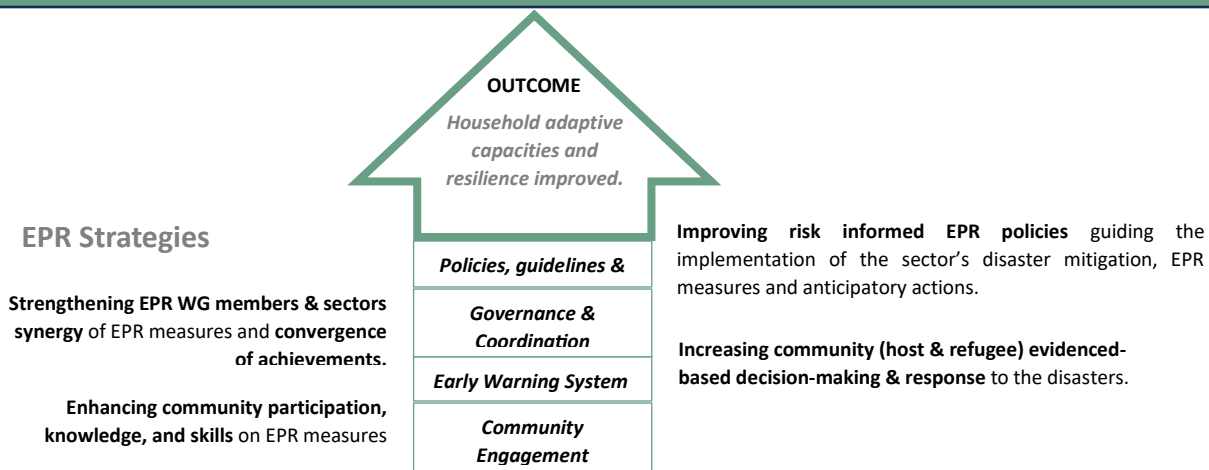
coordination and fire response capacities, and fire prevention and mitigation initiatives, including temporary safer shelter rollout.

It is noted that the document is a guidance note, and the formulation of the action plans presented below are recommended actions. It is noted that since the conclusion of the Fire Risk Mitigation workshop, the Rohingya Response is faced with a significantly anticipated funding shortfall where specific DRM/EPR activities are in the process of being re-prioritised.

Overview of EPR Vision and Strategies

The four strategic priorities were produced through a consultative process. They are structured around the EPR Theory of Change, ensuring they will contribute to achieving the EPR vision.

EPR Vision: To substantially reduce negative impacts, damages, and loss of lives and assets of the Rohingya refugees and Bangladeshi host/local from disasters and improve adaptive capacities/resilience to build back better their lives and livelihoods.



This coherent strategic foresight and output-oriented actions were defined by consensus among the humanitarian stakeholders and Refugee, Relief, and Repatriation Commissioner (RRRC) guided by comprehensive contextual analysis, best practices from previous fire incidents, and identified gaps/needs. It was guided by the structured dialogue and workshop plenaries that discussed:

1. How strategies can be enhanced to mitigate fire and improve EPR delivery in 2025? Building on the lessons from past catastrophic fire incidents.
2. What fire mitigation and EPR measures should be prioritized to effectively reduce the impact of catastrophic fires in the Rohingya refugee camps in 2025?
3. What fire mitigation and EPR measures are required for advocacy?

Key Fire Risk Mitigation Strategies and Pre-agreed Emergency Preparedness and Response Actions

The fire risk mitigation, emergency preparedness and response strategic priorities and output-oriented actions were designed as multifaceted and inclusive. Thus, it requires wide-ranging involvement from various stakeholders. The results are expected to be collective through the reinforced collaboration and

joint leadership with the government (i.e., RRRC) and ISCG secretariat. The priority actions are the combined entry points, pathways, medium to long-term interventions for a camp-wide coherence.



Strategy 1: Enhancing community engagement and social behaviour change.

The consensus was to increase constructive relationships with communities, as it plays a pivotal role in fire risk mitigation, emergency preparedness, and response (EPR) decision-making, and increase community engagement for quality decisions when prioritizing actions. It was agreed that support to involve communities will foster better collaboration, a shared vision for a safer community, and ownership, thus enabling the effectiveness and sustainability of a collective effort. This approach ensures that response measures align with community priorities and immediate needs and empowers the FDMN/Rohingya refugees to address the underlying causes of fire hazards effectively.

In the Rohingya refugee context, community engagement in emergency preparedness and response crucial. Given the camps' vulnerability and exposure to catastrophic fires, it is paramount for the FDMN/Rohingya refugees to take part in designing the strategies and be actively mobilized during implementation. The community plays an integral role in facilitating a better approach to mitigating fire risk, where traditional methods have been ineffective.

Given the many fire incidents were due to unsafe cooking, smoking, and heating practices during winter. More so, crucial community involvement is needed to address behavioural issues, with unknown causes of fires becoming prominent. Unlike other hazards, fire has no lead times for emergency preparedness; therefore, immediate action in increasing refugees' awareness and understanding of the fire consequences is vital and considered one pragmatic solution.

Nonetheless, engaging the communities and ultimately changing their behavior effectively should include mindful approaches. These include strengthening communication channels i.e. communication to the refugees and documenting their opinion on the initiative, which are essential for ensuring effective and inclusive communication with the communities. Other strategies involve providing contextualized information informed by the FDMNs/Rohingya refugees's level of education and understanding, ensuring the participation of different demographic groups including women, persons with disabilities, and setting a learning objective that considers age group requirements. Provision for feedback after each of these initiatives, and periodic assessment on the change in perception, are also crucial for evaluating the effectiveness of each action.



The following coordinated actions will be implemented jointly in line with the strategic objective and the sectoral needs analysis.

SN	Recommended ACTIONS
1	Mass awareness (camps/blocks) i.e. short film showing, podcasting, fairs, cultural shows (music/drama), handmaking public announcements, awareness rallies, radio programs, drills, etc.
2	Roll out the Guidebook for Multi-Hazard Risk Communication and Community Engagement in Camp Settlement for fire prevention campaign messaging and awareness raising, including production of behavior change IECs
3	Door to Door Visits, awareness raising using flip chart and tablets/IEC materials distribution
4	Focus group discussions with various demographic groups i.e. men, women, youth, older persons, persons with disabilities, gender diverse persons, etc.
5	Art Competition including Wall/graffiti painting on fire safety messaging
6	Installation of Fire response maps and billboards on fire safety messages at camp/block level



Strategy 2: Increasing knowledge and skills in fire emergency preparedness and response.

Focusing on improving knowledge and skills in fire emergency preparedness and response is an ongoing commitment jointly by the government (i.e., RRRC) and humanitarian actors as fundamental steps to promote a community-owned firefighting system and ensure a safer living environment with empowered volunteers working side by side with professional government firefighters. Investing in increasing firefighting knowledge and skills has become central in the pursuit of building a robust EPR system and a pathway towards improving the resilience of the FDMN/Rohingya refugees and the host communities.

Given the unique challenges faced in the refugee camps, with fire incidents all year round and catastrophic fires becoming frequent, the consensus was to build the knowledge and skills for volunteers, community leaders, and key stakeholders to respond effectively to fire emergencies. This will strengthen the vital role of volunteers as the first line of defense in responding to fire emergencies to act decisively.

This strategy will enhance individual capabilities and foster a culture of preparedness that emphasizes proactive measures rather than reactive responses. Training programs will focus on fire safety, prevention, and emergency response with hands-on demonstrations, simulations, and drills. This will significantly reduce disaster fires and improve emergency response outcomes.

SN	RECOMMENDED ACTIONS
1	Fire scenario field hands-on demonstration/exercises/simulation/drill with DMUs and SMS volunteers
2	Orientation on Fire Preparedness and Response among DMU's and SMS volunteers
3	Training in firefighting using fire hydrant systems
4	Training in MFFU Equipment Basic Repair and Maintenance
5	Demonstration on firefighting involving facility guards/custodians/wardens.
6	Training on Fire Safety and Awareness among thematic groups including LC Teachers, learners, SMS/multi-sector volunteers/WPP and CfW beneficiaries
7	Camp DMCs orientation on Fire preparedness and response
8	Camp committee (i.e camp 26, NRC, KRC and 4E) orientation on Fire preparedness and response



9	Orientation on the proper use of fire extinguishers for facility guards, owners, teachers, and volunteers
10	Neighborhood focal points orientation on Fire preparedness and response
11	Technical training on Firefighting based on a 10,000 Liter water tank system among camp volunteers
12	Capacity building training on DRR for Community Education Support Group (CESG) member
13	Learning Centre based hazard assessment
14	Preparing Develop plan and contingency plan at Learning Centre level
15	Crowd management for DMU/SMS and other sector volunteers, community leaders, camp actors to enable better functionality of FSCD once they are reached
16	Capacity strengthening training for Multi-functional Team (MFT)-UNHCR, Connecting the multi-sector volunteers



Strategy 3: Institutionalising coordination and harmonizing fire response capacities.

Emergency preparedness and response coordination mechanisms have been regularized to institutionalize them to promote coordinated and harmonized emergency preparedness and response. Effective coordination among various stakeholders is a fundamental pillar that is agreed to focus on investing in. This is seen as vital in achieving a robust fire emergency response system in the FDMN/Rohingya refugee camps and beyond.

Also decided the need for institutionalizing collaboration to cement ongoing momentum in building a partnership and coordination model that focuses on improving an inclusive, localized, and multi-sectoral approach to disaster management. The intention was to clarify the roles and responsibilities for an improved partnership and to enhance communication with counterparts to foster efficient and effective fire response. The agreement was to purposefully promote synergy to provide better yield and convergence of outcomes and as a means to enhance multi-stakeholders' capacities and shared accountability to respond swiftly to fire incidents. Notably, an emphasis is placed on encouraging the participation of the right person for each organization representing in the meetings.

On the other hand, while initiatives are ongoing to improve fire response capacities, critical areas to focus on strengthening were agreed upon, including improving the harmonization of approaches. The intention is to have similar fire response resources across 33 camps to increase the speed, predictability, and effectiveness of assistance delivered after the onset of a fire crisis.

Additionally, harmonizing response protocols among different entities will mitigate confusion and improve response times during emergencies. Hence, it was agreed to prepare fire standard operating procedures (SOP) and incorporate the multi-hazard response plan into camp disaster management committee plans.



The agreed priority actions for implementation are:

SN	RECOMMENDED ACTIONS
<u>Coordination</u>	
1	Camp DMCs members elaborate individual functions, roles, and responsibilities and ensure representation of the Govt stakeholders in the DMC meetings.
2	Table -top fire scenario exercises to simulate the coordination mechanisms
3	Development of Common IEC Share point
4	Regular camp DMC Meetings with an agenda to build rapport with the responding agencies.
5	Carry out cluster-based meetings ¹
7	Dissemination of Multi-Hazard Response Plan (MHRP) with the stakeholders.
8	Prepare guidelines for the implementation of Fire Safety Minimum Standards for facilities.
9	DMC meetings /meeting decisions displayed in the different notice boards for community awareness
10	Formation a committee for fire prevention and mitigation in all LCs cluster and skill development centers;
11	Strengthening community representation by ensuring Women Participation Project (WPP) Leaders/members in the meeting including representation from different thematic groups.
<u>Capacities</u>	
1	Emergency contingency stocks re-stocking, and pre-positioning ²
2	Optimization of Fire Response capacity through installation of 10,000 Liter Water tank in UNHCR AoR Camps
3	Expansion of water network (water supply pipe)
4	Emergency contingency stocks re-stocking, and pre-positioning
5	Fire hydrants using the water network installation (MFFU and FSCD couplers)
6	MFFU vehicle, tools, and equipment readiness - Repairs, maintenance, re-stocking 3/4 coupling or converter for each of the MFFU
7	Develop SOP on Fire Response among ISCG EPRWG
8	Fire Susceptibility Assessment in UNHCR AoR Camps
9	Excavation of the silted and shallowed Balukhali Canal to increase water volume
	Quick deployment of MMT (Mobile Medical Team)
	Emergency/lifesaving relocation for children and EVIs during fire incident



Strategy 4: Improving fire prevention and mitigation measures, including advancing site planning and temporary safer shelters roll out.

One vital component agreed on to focus efforts was improving structural fire mitigation measures. The need for advancing comprehensive site planning is seen as fundamental in addressing issues that trigger catastrophic fires, such as the absence of fire breaks, overcrowding, and inaccessible and non-availability of fire response infrastructures. Thoughtfully designed camp layouts and ensuring adequate spacing between shelters can significantly reduce and mitigate fire risks.

After years of advocacies, the Bangladesh government has finally approved a proposed type of temporary safer shelter (TSS) with the potential to contain fire and enhance safety. However, engaging in and collaborating with vital stakeholders and partners of the SCCCM, primarily the Shelter component, is essential in scaling the TSS. The initiative will be coordinated through the SCCCM Sector, RRRC, and ISCG's leadership and EPR's engagement to facilitate a fire risk-informed approach.

¹ could be formed based on geographic location, and availability of resources.

² Following agencies SOP (e.g. WFP life-saving food distribution)



Moreover, implementing the TSS as a fire risk mitigation measure also requires community involvement in the planning. By engaging FDMN/Rohingya refugees, we can ensure that the TSS addresses their specific needs and makes them active participants in their safety and well-being.

Meanwhile, the rollout of the TSS requires resources beyond the 2025 joint response plan (JRP). It requires immediate and substantial funding commitment to deliver the desired target and outcome.

To ensure alignment of efforts, the pre-agreed set of actions will guide the next steps:

SN	RECOMMENDED ACTIONS
1	Coordinated and coherent site planning is essential to effectively scaling up fire and weather-resilient temporary safer shelter options and relocation requirements for the emergency response.
2	Construction of fire resilient LCs, and other facilities
3	Strategic implementation of fire breaks using fire retardant materials, appropriate access roads for fire vehicles, managing congestion and creating space in the camps including space between shelters.
4	Facility rationalization and promotion of facility hubs to address critical space constraints in camps can potentially also use weather- resistant and fire-retardant materials to ensure facilities can also be used as tactical fire breaks to mitigate the spread of fires.
5	Plant fire resilient indigenous trees/herbs/shrubs through NbS (Nature based Solution) techniques as integral part of site planning.
6	Sustainable watershed management for year-round functionality of fire hydrants and create surface water sources
7	Construction underground water reservoirs (big/small) and maintenance of canals as fire breaks, reducing the spread, while improving access of water source to extinguish fire.
8	Excavation of some ponds inside or surrounding areas of the camps
9	Complete the on-going assessments to inform prioritization of camps/blocks based on risks (fire, flood, and landslide)
10	Scaling up construction of temporary safe shelters (TSS)
11	Distributions of fire alert and retardant equipment such as sand buckets, fire blankets, fire alarms, water buckets/drum, fire extinguishers & firefighting balls

Implementation Mechanisms

The common strategies and priority activities are expected to be implemented from January to December 2025 (Annex B). The implementation will end with a sharing of learning to inform strategy for the 2026 fire season pre-disaster planning.

The pronounced leadership from the Bangladesh governmental agencies, especially the RRRC, and the profound commitment from humanitarian stakeholders are seen as catapulting the achievement of compelling results. This positive momentum and spirit of collaboration displayed throughout the workshop will be nurtured as a pathway to the overall success of implementing this joint fire risk mitigation and EPR strategies and actions.

Creating traction in achieving the long-term vision and highlights remains an integral role of all stakeholders to significantly reduce the devastating impact of fires, mitigating the worsening



humanitarian crisis for the FDMN/Rohingya refugees, and minimizing fire risks to the nearby host communities.

During the implementation phase, the ISCG EPR will coordinate with the established inter-sector and EPR WG coordination mechanisms to ensure risk-informed targeting, harmonize implementation modalities, and regularise output tracking.

For actions planned under strategies 1, 2, and 3, the S-CCCM site management, primarily the IOM and UNHCR, will catalyze the timely achievement of outputs in the area of responsibilities (AoRs), coordinated through the implementing partners such as ACTED, AAB, BRAC, DRC, BDRCS, Caritas Bangladesh, JCF, and other partners. IFRC will ensure technical quality and methodological synergy.

Meanwhile, to implement strategy 1 actions on enhancing community engagement and social behavior change, the ISCG AAP coordinator will also closely coordinate with the inter-sector, especially with Protection in coherent messaging, content, and materials designs, as well as synergized approaches, effectiveness, and achievement of expected outcomes.

To ensure the implementation of the actions under strategy 4, the S-CCCM—shelter, site planning, and development—will prepare the guidelines and plan for the immediate rollout of the temporary safer shelters (TSS) primarily targeting the highly fire susceptible locations informed by the recent analyses and facilitate the integrated site planning processes incorporating new innovative fire risk mitigation such as installation of the fire hydrant system using established water networks. Risk-informed implementation modalities, standard targeting parameters, and harmonization of approaches will be ensured, aiming for a convergence of meaningful results.

Meanwhile, other key EPR WG members such as UNICEF, WFP, and FAO will also ensure the provision of support to specific partners implementing targeted actions in Learning Centers, e-vouchers, food distribution points, and multiple-use facilities.

Competent government agencies such as FSCD, APBn, and Bangladesh Army are expected to be engaged in the specialized and relevant subject matter. Sustaining the currently built partnerships and collaboration with government institutions in fire risk mitigation and EPR is crucial and will be promoted.

Nevertheless, the expected synergistic implementation of these strategies and actions across sectors and among stakeholders will continue to be pursued to provide genuine benefits to the targeted population.

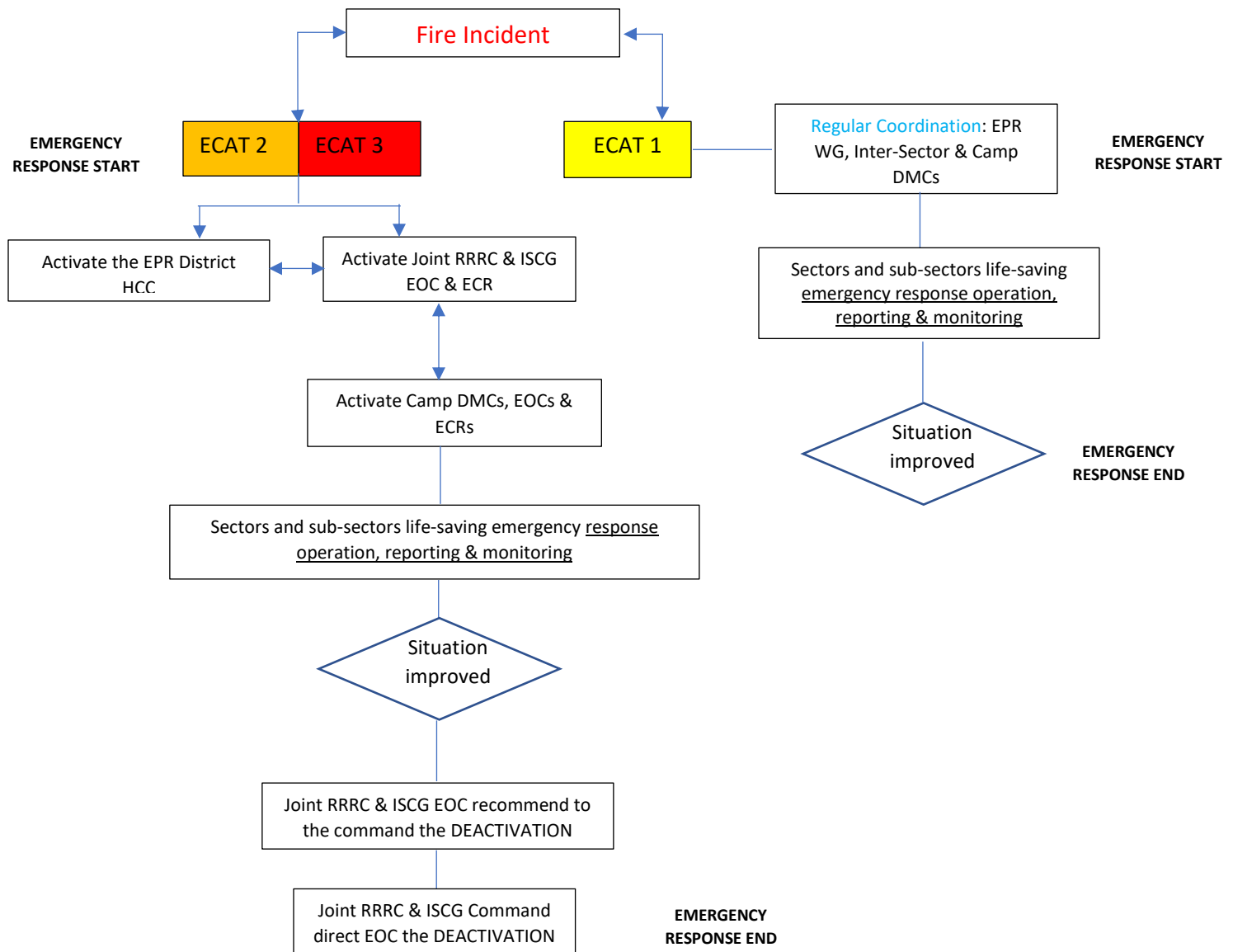
Procedure For Fire Emergency Response Delivery

When the agreed multi-hazard emergency threshold (Annex C) is met, the default decision is to follow the illustrated chart below to activate the coordination and response mechanisms during a fire emergency. The sectoral approach will remain the means of emergency response.

For a level 1 fire emergency, the coordination mechanism will be through the regular channels of the inter-sector, EPR WG, and camp DMCs. These coordination platforms will coordinate the immediate life-saving provisions, reporting, and monitoring of the emergency response progress.



Meanwhile, level 2 and 3 fire emergencies, the district EPR HCC and joint RRRC and ISCG command and EOC, as well as the camp based EOCs through the CiC as leading the camp disaster management committee (DMC), will be fully activated, following the roles and responsibilities in Annex D.



Emergency Reporting

In a fire emergency, the Inter-Sector Coordination Group (ISCG) under the Inter-Sector and Policy Units will coordinate the reporting process. The sectors and their humanitarian partners are responsible for providing the necessary information and data for SitReps through the standardized reporting templates (Annex E).

To ensure timely, evidence-based decision-making, the ISCG will immediately request input from the sectors within 24 hours. A mandatory situational report will be released within 24-hr, 48-hr, and 72-hr timeframes, with the possibility of twice-a-week or weekly reports as the response evolves and stabilizes,



especially applicable in level 2 and 3 emergencies. The immediate publication of the report is crucial as it will highlight the overall situation of the emergency, estimates of the losses and damage, and life-saving needs, including access issues, emergency response updates, and challenges.

The SitRep will also include operational gaps and cross-sectoral issues required for advocacy with the Government, donors, and other stakeholders at a strategic level. In addition, for level 2 and 3 fire emergencies, a Joint Needs Assessments (JNA) will be conducted within 4 hours and 72 hours, respectively, activated by the joint RRRC and ISCG command and EOC. Annex F provides the details of the JNA guidelines.

In addition, following the emergency response, a post-emergency evaluation will be conducted to assess the effectiveness of the response measures and identify areas for improvement. Lessons learned, and best practices will be documented and shared with stakeholders to enhance future emergency preparedness and response efforts. Part of the process is a quick assessment or focus group discussion (FGD) with camp officials, the camp management committee, and affected communities.



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Annex A: List of Acronyms

AAB	Action Aid Bangladesh
AAP	Accountability to Affected Populations
AoR	Area of responsibility
APBn	Armed Police Battalion
BDRCS	Bangladesh Red Crescent Society
CESG	Community Education Support Group
CfW	Cash for Work
CiC	Camp-in-Charge
DMC	Disaster Management Committee
DPHE	Department of Public Health and Engineering
DRC	Danish Refugee Council
ECAT	Emergency Category
ECR	Emergency Control Room
EOC	Emergency Operation Center
EPR	Emergency Preparedness and Response
EVIs	Emergency Vulnerable Individuals
FAO	Food and Agriculture Organization of the United Nations
FDMN	Forcibly Displaced Myanmar Nationals
FGD	Focus Group Discussion
FSCD	Fire Service and Civil Defense
FSS	Food Security Sector
GBV	Gender Based Violence
HH	Household
HI	Handicap International
HCC	Humanitarian Coordination cell
IEC	Information, Education and Communication
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
ISCG	Inter-Sector Coordination Group
JNA	Joint Needs Assessment
JRP	Joint Response Plan
LC	Learning Center
LPG	Liquefied Petroleum Gas
MFFU	Mobile Firefighting Unit
MFT	Multi-Functional Team
MMT	Mobile Medical Team
MoFA	Ministry of Foreign Affairs
NbS	Nature-based Solution
NPM	Needs and Population Monitoring
NRC	Norwegian Refugee Council
RRRC	Refugee Relief and Repatriation Commissioner



SCCCM	Shelter, Camp Coordination and Camp Management
SKUS	Samaj Kalyan O Unnayan Shangstha
SMS	Site Management Support
SOP	Standard Operating Procedure
TSS	Temporary Safer Shelter
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
WFP	World Food Program



Annex B: Action Plan

SN	ACTIONS	TIMELINE (2025-2026)	RESPONSIBLE ORGANIZATIONS	OUTPUT INDICATORS
Recommended outcome 1: Enhanced community engagement and social behaviour change				
1	Mass awareness (camps/blocks) i.e. short film showing, podcasting, fairs, cultural shows (music/drama), handmiking public announcements, awareness rallies, radio programs, drills, etc.	January - May November – December	IOM, UNHCR, IFRC, BDRCS, AORs, UNICEF, ACTED, AAB, BRAC, DRC	Xxx people attended/listened in xxx camps 132 musical events/street drama conducted
2	Roll out the Guidebook for Multi-Hazard Risk Communication and Community Engagement in Camp Settlement for fire prevention campaign messaging and awareness raising, including production of behaviour change IECs	January – December	IOM, UNHCR, IFRC, BBC Media Action, Acted	17,330 HHs received in 33 camps
3	Door to Door Visits, awareness raising using flip chart and tablets/IEC materials distribution	January – March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	135,000 HHs reached with door-to-door messaging
4	Focus group discussions with various demographic groups i.e. men, women, youth, older persons, persons with disabilities, gender diverse persons, etc.	January – February	IOM, UNHCR, IFRC, NPM	Xxx FGDs conducted in xxx camps
5	Art Competition including Wall/graffiti painting on fire safety messaging	January – March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	XXX wall painting/graffiti in camps with fire awareness messages
6	Installation of Fire response maps and billboards on fire safety messages at camp/block level	January - December 2026	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	50 billboards with fire safety messages installed in camp settlement
Expected Outcome 2: Increased knowledge and skills on fire emergency preparedness and response				
1	Fire scenario field hands-on demonstration/exercises/simulation/drill with DMUs and SMS volunteers	January - May November – May	IOM, UNHCR, ACTED, SKUS, IFRC, UNICEF	20,630 people attended in 33 camps



2	Orientation on Fire Preparedness and Response among DMU's and SMS volunteers	January -March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	3,300 volunteers reached in 33 camps
3	Training on firefighting using fire hydrant systems	January - May December – April	FSCD, IFRC, Acted	3,300 people attended in 33 camps
4	Training on MFFU Equipment Basic Repair and Maintenance	January -March	ACTED	1,320 people participated in 33 camps.
5	Demonstration on firefighting involving facility guards/custodians/wardens.	January -March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	XX individuals reached with hands on orientation on fire extinguisher use
6	Training on Fire Safety and Awareness among thematic groups including LC Teachers, learners, SMS/multi-sector volunteers/WPP and CfW beneficiaries	January -March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC, Caritas Bangladesh	6,000 thematic group members received orientation on fire preparedness and response. 825 LC Teachers participated in 33 camps. Number of sessions conducted; number of learners who participated.
7	Camp DMCs orientation on Fire preparedness and response	January -March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	XX camp level stakeholders' received orientation on fire preparedness and response
8	Camp committee (i.e camp 26, NRC, KRC and 4E) orientation on Fire preparedness and response	January -March	UNHCR, ACTED, AAB, BRAC, BDRCS, IFRC	80 camp committee members are oriented on fire preparedness and response
9	Orientation on the proper use of fire extinguishers for facility guards, owners, teachers, and volunteers	January -March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	XX individuals reached with hands on orientation on fire extinguisher use
10	Neighborhood focal points orientation on Fire preparedness and response	January -March	UNHCR, ACTED, AAB, BRAC, BDRCS, IFRC	4,000 NG Focal points are oriented on fire preparedness and response
11	Technical training on Firefighting based on a 10,000 Liter water tank system among camp volunteers	January -March	UNHCR, ACTED, AAB, BRAC, BDRCS, IFRC	900 Volunteers reached with firefighting training based on 10,000 L water tank
12	Capacity building training on DRR for CESG members and Orientation to the LC teacher and CESG member on using fire extinguisher	April – May	Caritas Bangladesh	150 CESG members trained on DRR in 1E, 1W, 3 & 4 ext. camps; pre- and post-training assessment scores of participants



13	Learning Centre based hazard assessment including fire hazard done by CESG	April – May	Caritas Bangladesh	11 hazard assessments session conducted; 11 Learning Centers assessed in 1E, 1W, 3 & 4 ext. camps.
14	Preparing development plan and contingency plan at Learning Centre level	April – May	Caritas Bangladesh	100% Learning Centers (11 LCs) with updated plans.
15	Crowd management for DMU/SMS and other sector volunteers, community leaders, camp actors to enable better functionality of FSCD once they reached	January – March	IOM, UNHCR, ACTED, AAB, BRAC, DRC, BDRCS, IFRC	Harmonized mechanism developed by SMS with ISCG
16	Capacity strengthening training for multi-functional team (MFT)-UNHCR, Connecting the multi-sector volunteers	January – March	UNHCR	Harmonized mechanism developed by UNHCR with ISCG

Recommended Outcome 3: Institutionalised and harmonized coordination and fire response capacities.

Coordination

1	Camp DMCs members elaboration of individual functions, roles, and responsibilities and Ensure representation of the Govt stakeholders in the DMC meetings.	January – December	Site Management Agency	# of meeting conducted in specific camps # of DMC members participated in that meeting
2	Table -top fire scenario exercises to simulate the coordination mechanisms	January – March	ISCG, IFRC, AORs, Site Management Agency, ACTED	# of stakeholders involved tabletop exercise
3	Development of Common IEC Share point	January	IOM, UNHCR, BDRCS/IFRC	A share point has been developed and functional
4	Regular camp DMC Meetings with agenda to build rapport with the responding agencies.	Bi-monthly including ad-hoc meetings based on need	Site Management Agency/ CiC Office	# of DMC meetings conducted
5	Carry out cluster-based meetings ³	Quarterly	AoR Lead Agency/ Site Management Agency	# of cluster-based meetings conducted
7	Dissemination of Multi-Hazard Response Plan (MHRP) with the stakeholders.	Two times a year	Sector/ AoR Lead Agency/ Site Management Agency	# of times the multi-hazard response plan (MHRP) disseminated

³ could be formed based on geographic location, and availability of resources.



8	Prepare guidelines for the implementation of Fire Safety Minimum Standards for facilities.	January-June	EPR in consultation with inter-sectors	# of fire safety minimum standard guidelines developed for different types of facilities
9	DMC meetings /meeting decisions displayed in the different notice boards for community awareness	Bi-monthly	Site Management Agency	# of camps that displayed the DMC meeting decisions on the noticeboard for community awareness
10	Formation of a committee for fire prevention and mitigation in all LCs cluster and skill development centers;	January-June	Education and LSD Sector	# of committees formed for fire prevention and mitigation in LCs # of committees formed for fire prevention and mitigation in skill development centers
11	Strengthening community representation by ensuring Women Leaders/members in the meeting including representation from different thematic groups – youth groups	Bi-monthly/quarterly	CiC will lead the process, Site Management Agency	# of thematic groups that participated in sector coordination and DMC meeting # of women who participated at the sector coordination and DMC meetings.
Capacities				
1	Emergency contingency stocks re-stocking, and pre-positioning	January – December	All relevant sector and its designated partners	WASH emergency kit, CP emergency kit, EiE kit, MMT emergency supplies, Nutrition emergency supplies. Fortified Biscuits and Provision of Hot Meals for Rapid Response Emergency Contingency plan, SCCC cyclone contingency stock updated
2	Optimization of Fire Response capacity through installation of 10,000 Liter Water tank in UNHCR AoR Camps	January -March	UNHCR and its partners	10,000 Liter water tank installed
3	Expansion of water network (water supply pipe)	January-June	WASH sector and its partner	# of areas that have expanded water network
4	Fire hydrants using the water network installation (MFFU and FSCD couplers)	April – December	WASH Sector, FSCD and ISCG	Fire hydrants pilot implemented



5	MFFU vehicle, tools, and equipment readiness - Repairs, maintenance, re-stocking 3/4 coupling or converter for each of the MFFU	January – March	IOM, UNHCR, Acted	# of camps have MFFU vehicle, tools, and other equipment ready to be used
6	Develop SOP on Fire Response among ISCG EPRWG	March – July	ISCG	Fire SOP developed and approved
7	Fire Susceptibility Assessment in UNHCR AoR Camps	January-June	UNHCR	Assessment been accomplished on time
8	Excavation of the silted and shallowed Balukhali Canal to increase water volume	March-October	IOM & UNHCR (SM & SD Team)	Areas of canal excavated
9	Quick deployment of MMT (Mobile Medical Team)	January-March	Health	# of MMT deployed
10	Emergency/lifesaving relocation for children and EVIs during fire incident	In any multi-hazard instances	Site Management Agency	Following emergency communal relocation centers guidelines and emergency relocation plan developed by ISCG and EPRWG.
Recommended Outcome 4: Improved fire prevention and mitigation measures, including site planning and temporary safer shelter roll out				
1	Coordinated and coherent site planning is essential to effectively scaling up fire and weather-resilient temporary safer shelter options and relocation requirements for the emergency response.	Ongoing	SCCCM Sector , IOM, and UNHCR	Temporary Safer shelter scale-up plan development and implementation
2	Construction of fire resilient LCs, and other facilities	February - December	Education sector and its partners (for LC), Other Sectors (as per facility mapping)	Roll out of NTF approved durable and fire resilient design of LC in the camps during reconstruction and new construction. Ensuring fire safety minimum standards for facilities
3	Strategic implementation of fire breaks using fire retardant materials, appropriate access roads for fire vehicles, managing congestion and creating space in the camps including space between shelters.	January-December	IOM & UNHCR (SP & SD team)	Number of site plans taken and implemented
4	Facility rationalization and promotion of facility hubs to address critical space constraints in camps can potentially also	January-December	ISCG in support of SCCC sector	A proper plan to be ready for implementation



	use weather- resistant and fire-retardant materials to ensure facilities can also be used as tactical fire breaks to mitigate the spread of fires.			
5	Plant fire resilient indigenous trees/herbs/shrubs through NbS (Nature based Solution) techniques as integral part of site planning.	January—December	SCCCM Sector (SP partners) and Energy & Environment (tree plantation partners)	A proper guideline with techniques to be ready for implementation and have integration with site planning
6	Sustainable watershed management for year-round functionality of fire hydrants and create surface water sources	January-December	SCCCM Sector (SD Partners)	# of nature-based solutions taken initiatives functioning well
7	Construction underground water reservoirs (big/small) and maintenance of canals as fire breaks, reducing the spread, while improve access of water source to extinguish fire.	January-December	WASH sector partners and Site Management Agency	# of underground water reservoirs and canals functioning well for accessing water source to extinguish fire
8	Excavation of some ponds inside or surrounding areas of the camps	January-December	WASH sector partners and Site Development Agency	# of pond excavated
9	Complete the on-going assessments to inform prioritization of camps/blocks based on risks (fire, flood, and landslide)	January – June	SCCCM partners	# of camps/blocks that been identified by risks
10	Scaling up construction of temporary safe shelters (TSS)	TBC	SCCCM partners	TBC
11	Distributions of fire alert and retardant equipment such as sand buckets, fire blankets, fire alarms, water buckets/drum, fire extinguishers & firefighting balls	February – November	UNICEF, Caritas Bangladesh, WFP	In the UNICEF supported LCs, MPCs, PHCs, INFs, IFCs, WASH facilities Xxx e-voucher outlets and food distribution outlets have firefighting balls and fire extinguishers.



Annex C: Multi-Hazard Emergency Classification Thresholds⁴

PARAMETERS	CATEGORY 1	CATEGORY 2	CATEGORY 3
IMPACT			
Number of total Casualties			
---- Deaths	less than 10	10 -25	above 25
-----Injured	less than 50	50-500	above 500
Number of missing persons	less than 20	20-50	above 50
Percent of Affected population	up to 30%	31-60%	Above 60%
Percent of Temporary Displaced Population	up to 30%	31-60%	Above 60%
Percent of affected shelters (partially damaged and fully destroyed)	up to 30%	31-60%	Above 60%
Percent of affected (destroyed/damaged) common facilities	More than 90% of the critical facilities (WASH, Health, NFI/distribution points, LCs, Mosques/Muktab) are functional	more than 50% critical facilities are functional	Less than 50% of critical facilities are functional
Degree or level of disruption to access infrastructure (roads, bridges, pathways, etc)	No significant impact on the overall access infrastructures in the affected camp(s)/ area/s - fully accessible (CXB to Camp, Camp to block/sub-block)	Limited disruption to access infrastructure (CXB to camp is accessible; but camp to camp or block to block or camp to ub-blocks are not accessible)	Major disruption to access infrastructures (CXB to camp and Camp to camps, block to block or subblock to subblock). All land routes are not accessible
CAPACITIES			
Sectors Contingency ⁵ stocks	100%	70%	30%
Status of Available Skilled/Technical human resource	100%	70%	30%
Availability of Physical Resources machinery (e.g. search, rescue & retrieval; & debris management)	100%	70%	30%

⁴ If variations happen, the ultimate decision will be made in consultation with the HCC members.

⁵ Contingency capacity – means the total capacity of the sector to cover the entire response (33 camps)



Annex D: Roles and Responsibilities of EPR Coordination Mechanisms

ROLES AND RESPONSIBILITIES - District Humanitarian Coordination Cell (HCC)

- **ROCT** is responsible for operational issues to ensure a timely, principled, coordinated response and oversee the refugee operation in Cox's Bazar. Determine operational needs. Advising operational policies and guidance. Operational efficiencies. Broader operational oversight.
- **Inter-sector** is to:
 - Ensure coherent, efficient, and timely inter-sectoral response in support of operations in the camps and host communities.
 - Ensuring sectoral coordination, including joint analysis, planning and inter-sectoral outcome-based programming supporting work on the humanitarian programme cycle.
 - Collectively addressing cross-cutting issues such as *EPR, disaster risk reduction, disaster risk management, etc.*
 - Ensuring Sectoral duplications and gaps are addressed and identify advocacy concerns, resource gaps and key messages to be elevated to the RoCT.
- **EPR WG** is to:
 - Enable collective efforts for a swift and effective readiness, preparedness, and response to multiple disasters affecting the Rohingya Refugee camps and Bangladeshi communities in Cox's Bazar district.
 - Aims to increase sectoral engagement effectiveness of emergency preparedness and humanitarian response, building resilience and adaptive capacities for the Rohingya population, which will also address the risks and vulnerabilities of the local Bangladeshi communities.
 - Ensure the functionality of the platform, building synergies and convergence of results, guided by EPR, AA, and DRR/DRM policies, plans, and Standard Operating Procedures (SOPs) at the national and those jointly prepared for the Cox's Bazar district, with specific attention to the affected Rohingya and Bangladeshi communities, including the youth and women in Ukhiya and Teknaf.

ROLES AND RESPONSIBILITIES – Camp EOCs

Main Responsibilities: Community's first point of contact, area incident command, and communication and coordination hub for emergency preparedness and response delivery.

PREPAREDNESS PERIOD

- Activate the camp emergency control room (ECR) to serve as the main communication link for the Upazilla and District HCCs, RRRC, UNO and humanitarian actors all responding to the emergency.
- Manage all emergency pre-positioned resources checked-in in the camp, especially in the emergency communal relocation centers, by maintaining an inventories.
- Ensure the safety of all communities by timely relocation/evacuation, following SOP activation.
- Liaise with law enforcement for emergency relocation/evacuation support, especially for the most vulnerable population and safety at the ECRCs.
- Ensure communication and dissemination of early warning alerts and advisories to everyone, especially the EVIs.
- Provide regular update and information to Upazilla and District EOCs.
- Carry out camp DMC coordination meeting, following activation of the SOP, and according to camp DMC guidelines.

POST IMPACT PERIOD

- Act as the overall in-charge of on-scene response decisions.
- Manage all camp EPR operations.
- Maintain communication with the communities and affected population, ensuring needs communicated/reported and timely addressed.
- Ensure smooth implementation of emergency response services and support.
- Liaise with the law enforcement for mob control and security.
- Receive and implement the directives from the Upazilla and district EOCs.
- Continue documenting and reporting all situation updates and emergency response undertaken.
- Request for additional resources through the Upazilla and district EOCs.

Annex E: Situational Report Template



Humanitarian Response to the Fire in Rohingya Refugee Camp _ _

Situation Report

Day/Month/Year

Insert map!

Overview

--
refugees affected

--
displaced

--
shelters damaged

--
facilities damaged

--
fatalities

--
injuries



Situation Update

- Please provide information of the impacted location, exact time and date of the incident, including overall situational analysis and impact scenario with causes and the evolving response.
- Estimate of the people impacted and provided response with disaggregated information about the impacted populations.

Inter-Sector Response



Shelter-CCCM

Lead Agencies: IOM and UNHCR

Impact Summary

- Please provide information about the overall impact summary including fully and partially damaged shelters and other facilities.
- Please provide information about the affected populations both injuries/missing and fatalities

Response

- Please provide information about the overall response so far given by the SCCCM sector

Challenges/Needs

- Please highlight 2-3 bullet points about the existing challenge and needs for the effective response.

Partners:

- Please provide the name of partners onboarded for the response.



Photos! if any

Captions: Photo Credit: Org./name



Food Security

Lead Agencies: WFP and FAO

Do



Water, Sanitation, and Hygiene (WASH)

Lead Agency: UNICEF

Do



Protection including Child Protection and Gender-Based Violence

Lead Agency: UNHCR, Lead Agencies for Sub-Sectors: UNICEF, UNFPA

Do



Health

Lead Agency: WHO

Do



Nutrition

Lead Agency: UNICEF

Do



Education

Lead Agencies: UNICEF and Save the Children

Do



Livelihoods and Skills Development

Lead Agency: UNHCR

Do

<https://rohingyaresponse.org>





Annex F: JNA Framework

[JNA Framework.pdf](#)

Annex G: JNA Guidelines

[Joint Need Assessment ToR \(Guideline\) 2024.pdf](#)