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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX I**

of the Commission Implementing Decision on the financing of the multiannual action plan in favour of Asia-Pacific region for 2023-2024 for migration, forced displacement and mobility

**Action Document for “Rohingya Resilience Programme in Bangladesh”**

**ANNUAL PLAN**

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	Rohingya Resilience Programme in Bangladesh OPSYS number: ACT-61751 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)/
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Bangladesh
<b>4. Programming document</b>	Asia and the Pacific - Multiannual Regional Indicative Programme (RIP) 2021-2027
<b>5. Link with relevant MIP(s) objectives / expected results</b>	This action responds to the priority area “Migration, forced displacement and mobility” of the Regional Multi-annual Indicative Programme (RIP) for Asia and the Pacific.
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	<p>RIP Priority area 3 <i>Migration, Forced Displacement and Mobility (DAC 151)</i></p> <p><i>The Action will contribute to the following specific objectives and achieve the following results :</i></p> <p><i>SO 1 – Support durable solutions to existing and future forced displacement situations</i></p> <ul style="list-style-type: none"> <li><i>ER 1.1: Policy dialogue on durable solutions to forced displacement and policy development addressing forced displacement is enhanced within the concerned region.</i></li> <li><i>ER 1.2: Peacebuilding and reconciliation, including community and grassroots-driven processes, to identify nationally owned sustainable solutions to displacement situations are supported.</i></li> <li><i>ER 1.3: Partner countries’ capacities to ensure protection space, human rights and empowerment of uprooted people and host communities as well as the</i></li> </ul>

	<p><i>sustainable integration and reintegration of refugees, returnees, IDPs and other categories of migrants are strengthened.</i></p> <ul style="list-style-type: none"> <li>• <i>ER 1.4: Access to basic services and livelihood opportunities, living conditions, resilience, self-reliance, and social cohesion of refugees, IDPs and host communities are improved.</i></li> <li>• <i>ER 1.5: Qualitative and quantitative research, evidence and data analysis on forced displacement disaggregated by gender and age at regional, national, and local level is improved</i></li> </ul>			
<b>7. Sustainable Development Goals (SDGs)</b>	<p>Main SDG (1 only): 10 Reduction of Inequalities.</p> <p>Other significant SDGs:</p> <p>SDG 2- Zero Hunger</p> <p>SDG 4- Quality education</p> <p>SDG 5- Gender Equality</p> <p>SDG 16- Peace, Justice and Strong Institutions</p>			
<b>8 a) DAC code(s)</b> <sup>1</sup>	93010- Refugees/asylum seekers in donor countries (non-sector allocable)- 100%			
<b>8 b) Main Delivery Channel</b> <sup>2</sup>	The main delivery channel is through and International organization. UN agency, fund or commission – 41000			
<b>9. Targets</b> <sup>3</sup>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <sup>4</sup> <input checked="" type="checkbox"/> Human Rights, Democracy and Governance <sup>5</sup>			
<b>10. Markers</b> <sup>6</sup> (from DAC form)	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<sup>1</sup> DAC sectors (codes and descriptions) are indicated in the second and fourth columns of the tab ‘purpose codes’ in the following document: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/dacandcrscodelists.htm> (Make sure to not enter voluntary codes from the third column as these are not available in OPSYS)

<sup>2</sup> Channels are indicated in the second and fifth columns of the tab ‘Channel codes’ in the following document: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/dacandcrscodelists.htm>. Please do not use codes 10000, 90000, [others]... not available in OPSYS.

<sup>3</sup> Actual contribution to targets will be confirmed ex-post based on a standardised methodology.

<sup>4</sup> This target is specific to INTPA. If the action is marked as contributing to the Education target, please make sure the target on “Social inclusion and Human Development” is also marked.

<sup>5</sup> Thematic target for geographic programmes (at least 15%) in delegated act.

<sup>6</sup> For guidance, see <https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/> (go to “Data collection and resources for reporters”, select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive). If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers<sup>7</sup> and Tags<sup>8</sup>:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital connectivity energy transport health education and research	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Migration @ <sup>9</sup>	<input type="checkbox"/>	<input type="checkbox"/>	
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>BUDGET INFORMATION</b>			

<sup>7</sup> The internal markers have been created to report on the implementation of the Commission's own policy priorities in areas where no DAC reporting tool is available. For the sake of consistency and comparability, the methodology is equivalent to the DAC markers, with three possible positions (main target, significant target, not targeted)

<sup>8</sup> Methodology for additional tagging providing granularity on internal markers is under development. When a marker is Significant or Principal Objective, please also choose the relevant yes/no tag.

<sup>9</sup> Guidance note available in [ARES](#).

<b>12. Amounts concerned<sup>10</sup></b>	<p>Budget line(s) (article, item): 14.020131(NDICI South and East Asia) amount per budget line used EUR 35 million</p> <p>Total estimated cost: EUR 35 million</p> <p>Total amount of EU budget contribution EUR 35 million</p> <p>The contribution is for an amount of EUR 35 million from the general budget of the European Union for 2024, subject to the availability of appropriations for the respective financial year following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.</p>
<b>MANAGEMENT AND IMPLEMENTATION</b>	
<b>13. Type of financing<sup>11</sup></b>	<p>Direct management through grants</p> <p>Indirect management with the entities to be selected in accordance with the criteria set out in section 4.3.2.</p>

## 1.2 Summary of the Action

Bangladesh hosts approximately 1 million Rohingya refugees from Myanmar, mostly women and children. The majority of this population is not recognised by the Bangladeshi government as refugees or with the right to ask for asylum. There is a critical need for a committed and collective solution-oriented response based on a political/peace- humanitarian-development nexus and the principle of burden sharing, by the ASEAN Member States and the international community. On the 5<sup>th</sup> anniversary of the Rohingya displacement crisis on 25 August 2022, the EU renewed its commitment to continue supporting Bangladesh in its response to the crisis.

With no realistic possibilities for return, the Rohingya crisis has become a protracted crisis for which international donor funding is decreasing<sup>12</sup>. As of 1 March 2023, the World Food Programme (WFP) reduced food value voucher families receive from USD 12 to USD 10 per person per month, with expected further reductions to USD 8 or even USD 6 in the absence of additional funding.

There is therefore an increased need for development contributions to complement humanitarian interventions and ensure the sustainability of the response.

In this context, building on EU's long-term commitment in Bangladesh for a development response to the Rohingya crisis, the Action will (1) assess, with a gender and disability inclusion approach, the impact of the overall response in order to continuously inform future policies and interventions. A way to ensure a more efficient and accountable service delivery gender-responsive and inclusive system will be also explored with the aim of strengthening localisation of civil society and rationalisation of services. In parallel, it will (2) continue supporting the improvement of living conditions of the refugees and host communities with particular attention to women and girls and (3) their need for protection (in particular of women, girls and the most vulnerable part of the population including persons with disabilities).

The Action promotes EU's interest as per the EU Strategy for Cooperation in the Indo-Pacific, by supporting stability, security, prosperity and sustainable development, in line with the principles of democracy, rule of law gender equality, human rights and international law. It will ensure continuation of the EU support to the Government of Bangladesh (GoB) in hosting the Rohingya refugees from Myanmar in the absence of a sustainable solution to the crisis. This responds to the 2030 Agenda's call to 'leave no one behind'. It promotes a

<sup>10</sup> This section should be in line with the indicative budget in section 4.5 (e.g. the amount of the third-party contribution as co-financing of grants should not be specified)

<sup>11</sup> Art. 27 NDICI

<sup>12</sup> The annual UN-led Joint Response Plan is becoming also unsustainable. On 15 December 22, the Joint Response Plan in Bangladesh (JRP) had only received 44.5% donors' commitments. UN OCHA, 'Financial Tracking Services,' (<https://fts.unocha.org/countries/19/summary/2022>)

comprehensive, development-led response to forced displacement, in line with EU policy<sup>13</sup>. It is also aligned to the UN Joint Response Plan 2023.

## 2 RATIONALE

### 2.1 Context

Bangladesh is one of the most densely populated, climate-vulnerable, and disaster-prone countries in the region, with a sizeable part of the population living and working abroad. Despite high rates of economic growth and significant gains in poverty reduction, Bangladesh remains one of the poorest countries in the world.

Bangladesh hosts approximately 1 million Rohingya refugees from Myanmar (mostly women and children). Bangladesh is not a State Party to the 1951 Convention on the Status of Refugees and its 1967 Protocol. Nevertheless, the principle of non-refoulement enshrined in Article 33 of the 1951 Convention relating to the Status of Refugees has become part of customary international law and accordingly binding also upon Bangladesh. Rohingya refugees are entitled to judicial protection before Bangladeshi courts in case of a violation of non-refoulement<sup>14</sup>. The country has played an important role in hosting a massive number of refugees. In 2017, Bangladesh and Myanmar signed a repatriation agreement. However, no significant Rohingya return has taken place, despite the follow-up diplomatic engagements from Government of Bangladesh (GoB) side.

The Government's policy has allowed refugees to have access to shelter, protection and humanitarian services in the camps. At the same time, it has been restricting refugees' movements within the camps and access to formal education, livelihoods or wage-earning employment. The GoB emphasises that voluntary repatriation is the primary solution for the Rohingya; their stay in Bangladesh is temporary; and the root causes of the crisis should be addressed in Myanmar. Nevertheless, two positive developments materialised: the joint registration<sup>15</sup> of Rohingya refugees, for identity documents; the approval of the Myanmar curriculum in learning centres and the skills development programmes in the camps (January 2020).

In December 2020, the Bangladesh authorities started to relocate refugees to Bhasan Char (by March 2023, around 30,000 Rohingya). A Memorandum of Understanding was signed with the UNHCR in 2021, permitting UN agencies to deliver assistance and services. However, donors were reluctant to support humanitarian programmes amid reports of coercion (like the use of force or threats to persuade Rohingya to move to the island). The EU started humanitarian assistance on Bhasan Char in 2022 and an FPI intervention to support health and protection as of August 2022. More recently in August 2022, the GoB endorsed two new documents: the Guidance on Volunteer Engagement in the Rohingya Camps which outlines a systematic approach to recruitment and compensation of volunteers in both the Rohingya camps and host communities and the Skills Development Framework for refugees and host communities (applicable to Cox's Bazar and Bhasan Char).

<sup>13</sup> European Commission Communication 'Lives in Dignity' 2016 - COM(2016) 234 final; Joint Communication on "A strategic approach to resilience in the EU's external action" of 7 June 2017; 2018 UN Global Compact for Refugees

<sup>14</sup> There is at least one decision from the High Court Division of the Supreme Court of Bangladesh [Refugee and Migratory Movement Research Unit (RMMRU) vs. Government of Bangladesh, 2017] that clarifies that Article 33 of the 1951 Convention relating to the Status of Refugees has become a part of customary international law and accordingly binding upon Bangladesh despite the fact that Bangladesh has not been a party to this Convention. This judgment clarified that Rohingya refugees are entitled to judicial protection in case of a violation of non-refoulement.

<sup>15</sup> Registration to secure identities and provide documentation is among the primary protection needs. Registration is also fundamental to be entitled to services in the camps. Following a biometric registration by the Ministry of Home Affairs (MoHA) in 2017, supplemented by the UNHCR-RRRC Family Counting and linking exercises, in June 2018, the Government and UNHCR launched a Joint Verification Exercise, in order to verify and update collected data, capture biometrics and issue identity documentation for protection, assistance and solutions purposes. The Government of Bangladesh recognizes the identity card issued to Rohingya refugees through the exercise, which expressly states that the holder has the right to protection against forcible return. The card does not have an expiry date and, for many refugees, is the first identity documentation that many stateless Rohingya refugees have ever had. However, the registration data must be continually updated in order to reflect death, birth, marriage and other family changes and consequently improve the accuracy of assistance and accountability.

Despite these advancements, Rohingya, especially women and girls, are at particular risk of exploitation and human rights violations. Over five years after the massive forced displacement of Rohingya from Myanmar, the overall condition in the camps as well as for the host communities, remains extremely challenging. They are characterised by limited access to land, resources, protection and service provision, which continue to be further exacerbated by recurring climatic events such as flooding and cyclones and other disasters such as fire and by a Government ‘fatigue’ to host this forcibly displaced minority. At the same time, levels of insecurity, lack of rule of law in the camps, inter and intra-communal tensions and conflict are growing, with Rohingya women and children at high risk of sexual and gender-based violence. The security situation in the 33 refugee camps is increasingly deteriorating characterised by violence occurring during daylight hours (previously confined to night-time) and killings by criminal gangs. Additionally, international donor funding is decreasing amidst ‘competing’ crises. As of 1 March 2023, the World Food Programme (WFP) reduced food value voucher families receive from USD12 to USD 10 per person per month, with an expected further reduction to USD 8 or even USD 6 in the absence of additional funding. The malnutrition rate is fast approaching the 15% emergency threshold (presently it stands at 12.3%). According to the EU's Civil Protection and Humanitarian Aid Operations, the repercussions of another ration cut will be devastating. Not only will it impact nutrition, but also education, protection and safety and security, as parents may offer their daughters to early marriage and withdraw their children from school and let them work.<sup>16</sup>

There is a critical need for a committed and collective solution-oriented response based on a political/peace-humanitarian-development nexus and the principle of burden sharing, by the ASEAN Member States and the international community. On the 5<sup>th</sup> anniversary of the Rohingya displacement crisis on 25 August 2022, the EU renewed its commitment to continue supporting Bangladesh in its response to the crisis<sup>17</sup>. This should result in an increased development contributions for the sustainability of the response.

The present Action contributes to the EU's commitments to fulfil its 10% spending target on migration under the Neighbourhood, Development and International Cooperation Instrument-Global Europe (NDICI-GE)<sup>18</sup> instrument to support safe, orderly and regular migration and mobility, through rights-based, gender and child-sensitive policies and practices, as called for by the new EU Pact on Migration and Asylum<sup>19</sup>, the EU Regional Multiannual Indicative Programme for Asia and the Pacific (2021-2027)<sup>20</sup>, the priorities set out by the EU Strategy on Combatting Trafficking in Human Beings and Smuggling of Migrants<sup>21</sup>, the EU Strategy on the Rights of the Child<sup>22</sup>, EU Communication on The Protection of Children in Migration (EU/COM2017/211)<sup>23</sup>, and the EU Gender Equality Strategy (2020-2025)<sup>24</sup>.

It also reflects the role of the EU as a global actor and EU's political commitment to continue to support international dialogue for peace and reconciliation efforts and support the identification and implementation of more sustainable interim solutions addressing the humanitarian, development, and peace dimensions of the protracted Rohingya displacement crisis, pending the return of the Rohingya refugees to Myanmar. In particular, this action is aligned with the EU Action Plan on Women, Peace and Security (WPS) 2019-2024<sup>25</sup> in its objectives of participation (1) and relief and recovery (6), among others.

<sup>16</sup> <https://reliefweb.int/report/bangladesh/rohingyas-need-further-assistance-amidst-deepening-vulnerability>

<sup>17</sup> [Statement on the 5th Anniversary of the Rohingya crisis \(europa.eu\)](https://commission.europa.eu/statement-on-the-5th-anniversary-of-the-rohingya-crisis_en)

<sup>18</sup> [https://commission.europa.eu/funding-tenders/find-funding/eu-funding-programmes/global-europe-neighbourhood-development-and-international-cooperation-instrument\\_en](https://commission.europa.eu/funding-tenders/find-funding/eu-funding-programmes/global-europe-neighbourhood-development-and-international-cooperation-instrument_en)

<sup>19</sup> [https://home-affairs.ec.europa.eu/policies/migration-and-asylum/new-pact-migration-and-asylum\\_en](https://home-affairs.ec.europa.eu/policies/migration-and-asylum/new-pact-migration-and-asylum_en)

<sup>20</sup> [https://international-partnerships.ec.europa.eu/system/files/2022-01/mip-2021-c2021-9251-asia-pacific-annex\\_en.pdf](https://international-partnerships.ec.europa.eu/system/files/2022-01/mip-2021-c2021-9251-asia-pacific-annex_en.pdf)

<sup>21</sup> [https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/eu-strategy-combatting-trafficking-human-beings-2021-2025\\_en](https://home-affairs.ec.europa.eu/policies/internal-security/organised-crime-and-human-trafficking/eu-strategy-combatting-trafficking-human-beings-2021-2025_en)

<sup>22</sup> [https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/rights-child/eu-strategy-rights-child-and-european-child-guarantee\\_en#documents](https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/rights-child/eu-strategy-rights-child-and-european-child-guarantee_en#documents)

<sup>23</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017DC0211>

<sup>24</sup> [https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/gender-equality/gender-equality-strategy\\_en](https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/gender-equality/gender-equality-strategy_en)

<sup>25</sup> <https://data.consilium.europa.eu/doc/document/ST-11031-2019-INIT/en/pdf>

The Action is in line with the Communication 'Lives in Dignity'<sup>26</sup> EU to address forced displacement from a development-led approach and aligning with the EU Integrated Approach to conflict and crises, it ensures conflict sensitivity by mitigating violence and secondary displacement of Rohingya within Bangladesh and by enhancing social cohesion and reducing negative impacts on the host communities. This conflict sensitivity requirement is also in line with the Council Conclusions on operationalising the humanitarian-development nexus of 19 May 2017<sup>27</sup> which also places particular emphasis on the fact that a gender perspective must be systematically integrated throughout the humanitarian-development nexus<sup>28</sup>, as well as the NDICI-GE regulation.

The Action will be implemented through a nexus approach by ensuring coordination between humanitarian, development and peace actors in order to reduce overall vulnerability and the number of unmet needs, strengthen risk management capacities and resilience and address root causes of conflict. Indeed, the Action is complementary to FPI's interventions on legal rights in Cox's Bazar and on Gender Based Violence (GBV), child protection, freedom of movement and health in Bhasan Char island and the Global Partnership for Education (GPE) and Education Cannot Wait (ECW). It also complements other European Commission EU's humanitarian interventions implemented in Bangladesh<sup>29</sup> and in the region covering health, food assistance, education, WASH, protection, disaster management etc. Since 2020, the European Commission funds interventions supporting the response to the Rohingya regional crisis in Thailand, Malaysia and in Indonesia, for a total amount of around EUR 6 million. The Action will also be complementary to the other interventions implemented by other donors both European (Member States and like-minded countries) and non-European. All donors coordinate and team up in the Rohingya donor coordination group, which bring together: Australia, Canada, France, Germany, Italy, Japan, South Korea, Sweden, Switzerland, the Netherlands, UK, Norway, Spain and USA.

In the same line, the Action is responding to the Joint Communication on "A strategic approach to resilience in the EU's external action" of 7 June 2017<sup>30</sup>, which emphasis a structural and long-term approach to risks and vulnerabilities, with a focus on anticipation, prevention and preparedness in the context of protracted crisis. It is in line with the 2018 UN Global Compact for Refugees calls on the international community to ensure responsibility sharing with host countries, which provide a global public good in hosting large numbers of refugees. The Action responds to the 2030 Agenda's call to 'leave no one behind' and to manage well migration and forced displacement. It contributes to some of the key areas of engagement of the EU Gender Action Plan III<sup>31</sup>, namely ending gender-based violence, economic and social rights and empowerment and women, peace and security and the Country Level Implementation Plan for Bangladesh in its thematic areas and targets #1: "Women and girls, in all their diversity, are free from all forms of gender-based violence in the public and private spheres, in the workplace and online"; and #3: "Women, men, girls and boys, in all their diversity, fully enjoy and exercise their economic, labour and social rights".

## 2.2 Problem Analysis

The Rohingya presence in the refugee camps and makeshift settlements in Cox's Bazar, one of the poorest districts of Bangladesh, as well as in Bhasan Char, is putting enormous pressure on the land, local communities and the government. Five years after the unprecedented, forced displacement of Rohingya from Myanmar, the overall condition in the camps as well as for the host communities, remains extremely challenging. They are characterised by limited access to resources and space, protection and service provision, which continue to be further exacerbated by recurring climatic and other events such as flooding, cyclones and fires.

<sup>26</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2016%3A234%3AFIN>

<sup>27</sup> And subsequent recognition of the importance of the peace element in FAC-DEV discussion in 2018.

<sup>28</sup> Council of the Union European, "Operationalising the Humanitarian-Development Nexus- Council Conclusions" 9383/17, Brussels, May 2017

<sup>29</sup> ECHO funding for the Rohingya crisis in Bangladesh amounts to around EUR 200 million since 2017 (over EUR 37 million in 2022).

<sup>30</sup> <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=celex:52017JC0021>

<sup>31</sup> The Gender Action Plan III is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed through EU Presidency Conclusions of 16 December 2020. Drafting was led by European Commission in close consultation with EU Member States, EEAS, civil society organisations, partner governments, and international organisations (UN entities, International Finance Institutions among others). The different parties contributed to the drafting of the document through meetings and through responses to a survey conducted during the process.



After five years there is the need to have a better understanding of the impact of the response on the living standard of the Rohingya but also on the host community with a particular focus on analysing the differentiated impacts on women's lives. Reliable data is needed to better shape policies and interventions.

A positive step in this direction was the Cox's Bazar Panel Survey (CBPS) carried out in August 2019: a representative survey of the post-2017 population of displaced Rohingya and households in host communities in the Cox's Bazar district in Bangladesh, the CBPS had three main objectives: build an evidence base on the impact of the Rohingya Crisis on the economic and social lives of the displaced and the host community in Cox's Bazar; identify potential policy and programming interventions and provide evidence to guide policymakers, NGOs and development partners; and evaluate the impact of interventions aimed at integrating the displaced population into economic and social life and at maintaining or improving the well-being of hosts. This Action intends to build upon the CBPS and improve the overall data quality and collection in the camps by effectively integrating a gender and disability inclusion approach.

Registration of the refugees is also relevant in this sense and was supported under the previous intervention: to secure identities and provide documentation is among the primary protection needs. The registration document (biometric smart card) is the only identification document many of the Rohingya obtain for the first time, and it can help establish a right to return and consequently re-establish themselves in the country of origin. The unique identifier on the registration card is also the basis upon which entitlements (services) can be distributed. GoB (MOHA) together with UNHCR recently launched a Joint Verification Exercise, in order to verify and update collected data, capture biometrics and issue identity documentation for protection, assistance and solutions purposes. GoB recognises the identity card issued to Rohingya refugees, which expressly states that the holder has the right to protection against forcible return. The card does not have an expiry date and, for many refugees, it is the first identity documentation that many stateless Rohingya refugees have ever had. However, the registration data must of course be continually updated in order to reflect death, birth, marriage and other family changes and consequently improve the accuracy of assistance and accountability.

In addition to reliable data, there is also the need to find a longer-term solution for a more efficient and sustainable service provisions in the camps minimising duplication and resource depletion that often arise in similar protracted crises. This becomes a fundamental need in particular considering the recent decision of the World Food Programme (WFP) to decrease the food rations linked to a chronic under-funding of the crisis and recent funding cuts. This further aggravates the increasingly dire situation of Rohingya, especially women and girls, and the most vulnerable (persons with disabilities, among others). In the current management structure, UNHCR and IOM are in charge of the management of the camps but several implementing partners are responsible to coordinate the activities. As of 2022, across the 34 camps in Cox's Bazar, more than 100 implementing partners were engaged in humanitarian services. According to a rationalisation exercise led by the Inter Sector Coordination Group, "the average number of operational partners per camp was 30, with an average of five conducting activities in each camp in any single sector". According to the 2022 JRP, eleven sectors cover the majority of the activities in the camps<sup>32</sup>. In the current modality, each of the 11 sectors is managed by a different sector coordinator (a mandated UN agencies and relevant INGO). With multiple organizations implementing overlapping activities in the same camps, it is difficult to maintain accountability and ensure effective coordination. Although there is one lead agency per sectors in charge of coordination, the lead agency has limited authority over the activities of the other agencies operating in the same sector/camp. This creates a certain level of inefficiency which may be addressed both at coordination level and at service mode level by clustering similar services.

While access to services has been improved, more can be done. Refugees are still dependent on humanitarian assistance because which sometimes leads to negative coping mechanisms for dealing with insecurity and limited resources. However, the situation has partially improved in January 2020, with the approval of the use of the Myanmar curriculum for education and the introduction of skills development programmes in the camps. In August 2022, GoB endorsed the *Skills Development Framework* for refugees and host communities (applicable to Cox's Bazar and Bhasan Char) as well as the *Guidance on Volunteer Engagement in the Rohingya Camps* with the possibilities to recruit and compensate volunteers in both the Rohingya camps and host communities. Nutrition

<sup>32</sup> [Principles of Rationalization in the Rohingya Refugee Response in Bangladesh](#)



security, empowerment and resilience remain issues for the refugees. In particular, there is an urgent need for clean cooking fuel alternatives (e.g. Liquefied Petroleum Gas (LPG)) also to mitigate negative environmental impacts on land and forest which need to be rehabilitated. At the same time, levels of insecurity, inter and intra-communal tensions and conflict are growing, with Rohingya women and children at risk of sexual and gender-based violence. In turn, the social stigma attached to women and girls' experiences of sexual and gender-based violence can leave survivors voiceless and unable to access remedy or redress for violations.<sup>33</sup> Women and girls are facing particularly difficult conditions in the camps, where pre-existing gender norms are major impediments and services are not adapted to their specific needs. Inadequate water and sanitation infrastructure, including the distance and location of water collection points and latrines, a shortage of gender-segregated and disabled-friendly latrines and bathing spaces, inadequate lighting on the road and around facilities, and fear of sexual and gender-based violence prevent refugee women and girls from accessing these services.<sup>34</sup>

Households headed by women or without working-age males tend to be more vulnerable and have higher rates of unmet food security and livelihood needs. These households have substantially less access to self-reliance activities and face more obstacles in accessing any assistance due to their limited social networks, lower levels of education and language skills, limited work opportunities, greater exposure to sexual and gender-based violence (SGBV), childcare obligations and socio-cultural norms, which restrict their mobility.<sup>35</sup>

Rohingya refugees and the host communities, particularly women, girls and most vulnerable groups (including persons with disabilities, among others) are not only the right-holders, but also key stakeholders of this Action. Based on the latest available data the total population of Rohingya population is around 952,309. Cox's Bazar District has a population of approximately 2.8 million Bangladeshis, of whom approximately 537,900 reside in Ukhiya and Teknaf Upazilas and have been the most directly affected by the presence of the Rohingya refugees.

The duty bearers are the national and local authorities. The Rohingya humanitarian response is led and coordinated by the Government of Bangladesh. The National Strategy on Myanmar Refugees and Undocumented Myanmar Nationals was issued in 2013. Following this, the National Task Force (NTF), an inter-ministerial body was established. The NTF is chaired by the Ministry of Foreign Affairs (MoFA). It provides oversight and strategic guidance for the overall response. In addition, the National Committee on Coordination, Management and Law and Order, led by the Ministry of Home Affairs (MoHA), was formed in December 2020. In Cox's Bazar, the Refugee Relief and Repatriation Commissioner (RRRC), under the Ministry of Disaster Management and Relief (MoDMR), is responsible for management and oversight of the Rohingya refugee response. The Deputy Commissioner (DC), leading the civil administration in Cox's Bazar District, has crucial responsibilities for coordinating the response to the needs of Bangladeshi host communities, including during natural disasters, and for ensuring security and public order.

Other relevant line ministries are relevant stakeholders for host communities. This might include e.g. Ministry of Health and Family Welfare; Institute of Public Health Nutrition; Ministry of Livestock; Ministry of Education; Ministry of Primary and Mass Education; Ministry of Women and Children Affairs; Ministry of Social Welfare; and the Ministry of Local Government and Rural Development (including the Deputy Commissioner of Cox's Bazar District mentioned above).

Other stakeholders are the international organisations, notably UN agencies operating in Rohingya response, the World Bank, relevant local and international civil society and non-governmental organisations, including women's organizations, as well as other humanitarian and development partners assisting refugees and host communities. They are part of the overall coordination structure: at central level the Strategic Executive Group (SEG) and at local level the Refugee Operations and Coordination Team (ROCT), Inter-Sector Coordination Group (ISCG) and the different sectors and working groups. The EU also coordinates and teams up with other partners in the donors coordination group which brings together: Australia, Canada, France, Germany, Italy, Japan, South Korea, Sweden, Switzerland, The Netherlands, UK, Norway, Spain and US.

<sup>33</sup> Inter Sector Coordinator Group, "Cox's Bazar, Bangladesh, Joint Multi-Sector Needs Assessment (J-MSNA), Rohingya Refugees", December 2021

<sup>34</sup> Ibid

<sup>35</sup> Ibid

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective of this Action is to **strengthen the resilience and protection of Rohingya and host communities in Cox's Bazar District (Bangladesh)** following a Humanitarian-Development-Peace nexus approach.

The Outcomes (Specific Objectives) of this Action are:

1. Improved effectiveness and efficiency of the Rohingya gender-responsive and inclusive response
2. Improved social cohesion and living conditions of Rohingya and host communities with particular attention to women and girls.
3. Enhanced protection and empowerment of Rohingya, in particular women, children and most vulnerable groups (including persons with disabilities).

The Outputs to be delivered by this Action contributing to the corresponding Outcomes (Specific Objectives) are:

##### Outcome 1

- 1.1 Gender-responsive and inclusive updated evidence to evaluate the impact of the support provided to Rohingya refugees and host communities
- 1.2 Improved efficiency and accountability in the Rohingya response through an integrated service delivery approach

##### Outcome 2

- 2.1 Increased equal access to skills development and livelihoods for Rohingya and host communities with particular attention to women and girls
- 2.2 Increased safe and sustainable access to energy in the refugee camps

##### Outcome 3

- 3.1 Enhanced civil registration and status documentation of refugees
- 3.2 Enhanced protection from all form of violence and abuses in particular for women, girls and the most vulnerable population in the refugee camps, including persons with disabilities

#### 3.2 Indicative Activities

Activities relating to Output 1.1

**Generate reliable data representative of the post-2017 displaced Rohingya and of Bangladeshi households in host communities.** Within the current Action a new data collection will be carried out and the information from the 2019 Cox's Bazar Panel Survey (see above "Problem Analysis" section) updated, effectively integrating a gender and disability inclusion approach. The outcome of the survey will be distributed and used for policy advocacy and to shape ongoing and future interventions more efficiently.

Activities relating to Output 1.2

- **Implement a gender-responsive and inclusive pilot project in one camp to improve rationalisation, camp management and coordination.** This proposed pilot project aims to reach up to 25 000 refugees in the camp in two years. The pilot phase will allow to test various clustered service modalities and construct a scalable, consolidated model for service delivery within the Rohingya camps and host communities. The pilot project will be carried out by an NGO in one camp (under the pre-condition that an agreement with the coordination structure and UNHCR and/or IOM is reached). UNHCR and IOM will remain in charge of the overall camp coordination mechanism.
- **Improve service delivery.** It is possible to mitigate the immediate challenges of service level duplications by merging similar activities in clusters. For example, a) all the construction, maintenance and repair activities at the camp level could be combined into one umbrella or cluster, b) at the community level, centre-based services such as mental health and psychosocial Support (MHPSS), maternal and infant health, non-communicable disease and general health concerns could be provided from only one hub instead of several as it is now, c) at the household level, awareness raising for Health, Nutrition, and WASH could be delivered through one

volunteer (instead of one for each area as it is now). All the modalities will follow the standards and technical guidelines of respective sectors coordination groups within the current coordination structure.

- **Improve Camp Management, Integration Coordination and Reporting.** In the new proposed design, the sector lead agency would be replaced by one *Cluster Lead Agency* per camp with overall responsibility for the results in the respective cluster. The actual implementation could be done by multiple sub-implementation partners under the management of the lead agency.

The organisation responsible for the Shelter Management and Site Development (*SM/SD*) sector would integrate monitoring with demand-side feedback and would be mandated to suggest and enforce remedial measures to improve service quality and scope, integrating a gender and disability inclusion approach. The Cluster Lead Agency would have a direct line of reporting to the SM/SD Cluster Lead. The SM/SD Cluster lead would be responsible for *camp-level results management*.

In the proposed pilot project only one NGO will have the *SM/SD* Cluster Lead role during the design phase. *IOM and UNHCR* could be engaged more closely in the oversight of the pilot project, in addition to their overall camp management role (which will be maintained). If successful, the model will be replicated in other camps and other implementing partners will be trained.

Activities relating to Output 2.1

- **Provide services to strengthen self-reliance, including assistance to develop skills and livelihood opportunities, in particular for women and girls.** Focus will be on agricultural support, tailoring, numeracy and literacy skills, market linkage activities etc. as better explained below.
- Agricultural support will be carried out with around 9000 Refugees (selected among the most vulnerable, including persons with disabilities, and in particular women and girls based on specific selection criteria that will be developed in the project implementation). They will be supported in vertical gardening (refugees are able to use limited camp space to produce vegetables) for own use and to sell surplus products to support their families. In parallel, over 5 000 host community households across Ukhiya and Teknaf sub-districts will receive training in livestock and agriculture such as vegetable gardening, poultry rearing and vermi-compost production (processing and sale), followed by delivery of supplies to diversify their livelihoods options, scale up their current businesses and generate more sustainable income. They will be supported in linking with markets, through scaling up their businesses and entrepreneurship capacities. The poorest households in the host community- with a particular focus on women and girls-will be selected based on selection criteria that will be agreed with the local authorities.
- Skills development for women will be carried out targeting around 1 000 refugee women. Young people in particular are already engaged in jute bag production, which is enhancing self-reliance, portable skills and promotes Bangladeshi products. Jute bags are being produced for non-governmental organisations and partners working in the camps with the aim to reduce plastic and protect the environment. Additionally, further skills in sewing tailoring and production of reusable sanitary napkins, underwear, and some clothes will be carried out. In parallel, around 400 women from the host community will be taught hand embroidery, block printing, screen printing, sewing and clothes production.
- The project will also target around 8 000 refugees in particular women and girls with limited basic skills, including but not limited to literacy and numeracy skills.

Activities relating to Output 2.2:

- **Distribute clean cooking fuel<sup>36</sup> to mitigate negative environmental impacts (e.g. land and forest rehabilitation) and strengthen refugees' and host communities' resilience to mitigate conflicts over natural resources.**
- Liquefied Petroleum Gas (LPG) will be made available to around 190 000 refugees with an emphasis on women<sup>37</sup>. Refugees, especially women, will be trained on the proper use of the cooking sets that they receive. Research and development to identify, assess and pilot alternative cooking energy solutions will be explored.
- Livelihood activities will be carried out to increase resilience among some 50 000 refugee and 50 000 host community households with special attention to women, girls and the most vulnerable groups, including persons with disabilities. In the refugee camps, interventions will work to enhance the skill development and capacity building of refugees through green skills development activities such as community aquaculture, home gardening, re/upcycling of waste into useful products and environmentally sustainable centre-based

<sup>36</sup> Liquefied Petroleum Gases (LPG) distribution in particular.

<sup>37</sup> They will receive fuel-efficient stove, regulator and hose, and LPG cylinder.

training activities (e.g., reusable mask and sanitary napkin production). In the host community environmentally and economically sustainable livelihoods will be promoted across different value chains for off-farm and on-farm production. Activities will focus on quality improvement and value addition while enhancing marketability and the environmental sustainability of production. Special emphasis will also be given on making markets more approachable for women and the market system development approach will be considered to attract more institutional buyers. Self-help group and producer groups will be established, their capacity will be strengthened, marginal green business opportunities will be supported and ultimately these groups will be linked to markets.

Activities relating to Output 3.1 :

- **Provide training to local authorities so they can carry out civil registration and status documentation** of all Rohingya refugee in Cox's Bazar. Technical assistance and support to the local authorities will be continued under the Joint Verification Exercise to provide identity documentation for protection and assistance as well as update the registration data regularly.
- **Provide training to refugees on community-based prevention and protection from all form of violence and abuses in particular Gender Based Violence (GBV).** During the past intervention 66 community-based groups were established and supported within the refugees camps for prevention and protection of GBV. Building on the past interventions, the community-based groups - and GBV survivors in particular- will continue to have safe spaces to articulate their needs and propose collective solutions. Community-based groups will continue to be strengthen to carry out case management, psychological support and awareness raising activities on prevention and protection from all form of violence, in particular gender-based violence, supporting in particular women and girls. Volunteer initiatives led by the community groups at block/area level will continue to be promoted, to support at least 66 such groups across the camps. Capacity building activities will be conducted to enable them to implement their own activities based on the needs identified by the refugees. These community group projects will harness and enhance community resilience and civic consciousness, and support the prevention of all forms of violence, especially gender-based violence.

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

**Outcomes of the SEA screening** (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

**Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified the Action as Category C (no need for further assessment).

**Outcome of the CRA (Climate Risk Assessment) screening** (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this Action is no or low risk (no need for further assessment)

#### **Gender equality and empowerment of women and girls**

As per the OECD Gender DAC codes identified in section 1.1, this Action is labelled as G1. This implies that gender equality is an important and deliberate objective, while the principal reason for undertaking the project is to contribute to strengthen resilience and protection of Rohingya communities and host communities in Cox's Bazar District, following a Humanitarian-Development-Peace nexus approach. Women and girls are facing particularly difficult conditions in the refugee camps, where pre-existing gender norms are major impediments and services are not always adapted to their specific needs. Furthermore, the levels of insecurity, inter and intra-communal tensions and conflict are growing, with Rohingya women and children at risk of sexual and gender-based violence.

For all these reasons, a specific objective has been added targeting in particular women, children and most vulnerable groups (including persons with disabilities) to enhance protection and empowerment of Rohingya and

host communities. Additionally, the gender approach has been mainstreamed throughout the intervention logic. In this way, this action seeks to contribute, among other aspects, to the reduction of the different gender-based violence experienced by Rohingya women and girls; generate sustainable economic livelihoods for Rohingya women and women from host communities; strengthen the social and community resilience capacities of Rohingya women and women from host communities; and raise the quality of support provided to Rohingya women and women from host communities.

If possible, an intersectional gender analysis will be applied to explore the different vulnerabilities of women, men, girls, boys, as well as persons with disabilities and gender-diverse populations to crises, along with their differentiated capacities, multidimensional deprivations and coping strategies, to inform the actions and strategies to be developed.<sup>38</sup>

As indicated above, the Action is aligned with the following thematic areas of commitment of the EU's GAP III: "Ensure freedom from all forms of gender-based violence", "Promote economic and social rights and empowerment of girls and women", and "Mainstream the women, peace and security agenda". It is also aligned with the Country Level Implementation Plan for Bangladesh in its thematic areas and objectives #1: "Women and girls, in all their diversity, are free from all forms of gender-based violence in the public and private spheres, in the workplace and online"; and #3: "Women, men, girls and boys, in all their diversity, fully enjoy and exercise their economic, labour and social rights".

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### **Human Rights**

This action is aligned with the EU's Action Plan on Human Rights and Democracy 2020-2024. The action will apply a human rights-based approach by ensuring respect of all human rights, participation, non-discrimination, accountability, and transparency in all phases.

Rohingya in Bangladesh are at particular risk of exploitation and human rights violations. Over five years after the unprecedented forced displacement of Rohingya from Myanmar in 2017, the overall conditions in the refugee camps as well as for the host communities, remains extremely challenging. They are characterised by limited access to land, resources, protection and service provision, which continue to be further exacerbated by a Government 'fatigue' to host this community of forcibly displaced minority. At the same time, levels of insecurity, lack of rule of law in the camps, inter and intra-communal tensions and conflict are growing, with Rohingya women and children at high risk of sexual and gender-based violence. The Action will address the issues above and will contribute to the promotion and respect of human rights providing equal access to services and promoting protection from all form of violence in particular for women, girls and the most vulnerable groups (including persons with disabilities), for both Rohingya and host communities.

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### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D0. This implies that the action is not considered relevant for inclusion of persons with disabilities specifically, nevertheless attention to most vulnerable groups of population is included in the Action and where possible attention to persons with disabilities will be included in the project activities. In particular, the integration of persons with disabilities in processes to strengthen self-sufficiency and resilience will be promoted, focusing, among others, on developing capacities, skills and opportunities in areas such as agriculture, tailoring, numeracy, literacy, marketing of products, home gardening, community aquaculture, etc. They will also, where possible, be encouraged to participate in refugee camp community groups set up to prevent and protect against gender-based violence, in self-help groups or in other possible spaces for participation to be defined.

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### **Reduction of inequalities**

Reducing poverty and income inequality is a national development priority as indicated in the 8<sup>th</sup> Five-Year Plan. Bangladesh has made progress in several areas relevant to gender equality and reducing inequalities in political, social and economic life. The state of human development after the COVID-19 pandemic as depicted in the 2021-22 Human Development Report is moderate: Human Development Index (HDI) value for 2021 is 0.661 – which puts the country in the medium human development category – positioning it at 129 out of 189 countries. Between 1990 and 2019, Bangladesh's HDI value increased from 0.394 to 0.632, an increase of 60.4%. However, when the

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<sup>38</sup> UNHCR, CARE and ActionAid (2020). "An Intersectional Analysis of Gender amongst Rohingya Refugees and Host Communities in Cox's Bazar, Bangladesh" An Inter-Agency Research Report, September 2020.

value is discounted for inequality, the HDI falls to 0.503, resulting in a loss of 23.9 percent of its original HDI value.

The 2022 Global Gender Gap Report (GGGR) published by the World Economic Forum records the solid progress made by Bangladesh in reducing the gender gap (71<sup>st</sup> among 146 countries and first among South Asian countries). More recently, according to the 2022 World Bank's Women, Business and the Law index, Bangladesh scored 49.4 out of 100. The Bangladesh's National Social Security Strategy (NSSS) has outlined an inclusive and coherent social protection system consolidated around a life cycle approach, although challenges related to targeting beneficiaries still persist. The necessary infrastructure and facilities to meet the needs of the population in terms of sufficient water, electricity, education, sanitation, health and other basic necessities are still widely insufficient and poorly maintained.

Deep structural poverty is affecting parts of the Bangladeshi population and unemployment is growing, often compelling educated youth to leave for other continents as economic migrants. Cox's Bazar is considered one of the poorest districts in the country. Some of the activities related to promote self-reliance and livelihoods opportunities for both Rohingya and host communities targeting particular women and girls as well as the most vulnerable groups (including persons with disabilities), in order to reduce inequalities in Cox's Bazar.

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### **Democracy**

Currently the civil and political rights environment in Bangladesh is increasingly restrictive and dominated by an intolerant and repressive climate: the political use of violence has increased to the general detriment of human rights and freedom of expression. In relation to Rohingya, government policies have indeed allowed refugees to have access to safety, shelter, protection and humanitarian services in the refugee camps but have also been restricting refugees' movements within the camps and access to formal education, livelihoods or wage-earning employment. GoB emphasizes that voluntary repatriation is the primary solution for the Rohingya; their stay in Bangladesh is temporary; and root crisis causes should be addressed in Myanmar. The Action will contribute to democracy through capacity building of local authorities and communities to understand their rights and to promote community-based protection with a particular focus on women and girls. The Action will also work with local NGOs (including women's organisations) to strengthen the role of the civil society in the Rohingya crisis response.

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### **Conflict sensitivity, peace and resilience**

Conflict sensitivity will be mainstreamed throughout the whole project cycle. The EU Delegation carried out a conflict analysis recently. According to the results of the analysis there are inevitable tensions, particularly in times of economic and political stress and when refugees arrive in large numbers and strain local resources and capacity. The influx of Rohingya has increased the population by 200% in the two most impacted Upazilas of Cox's Bazar District. Bangladesh's initial response to the refugee crisis was one of extraordinary generosity and support. However, local sentiments soured. Local populations have carried out sporadic, often violent protests. Local media reporting has grown increasingly hostile to the refugees<sup>39</sup>. The increasing limitation of freedom of movement outside the camps and limited efforts to mitigate conflict between communities add to the tensions. In March 2019, Bangladesh announced to the U.N. Security Council that it could not take in more refugees. India and Bangladesh increasingly refer to the Rohingya as a regional security threat. ASEAN efforts to resolve the crisis have divided the members. Regular reflections to update the understanding of the conflict will help navigate risks as implementation continues.

The conflict analysis has been taken into consideration in the drafting of this Action. Indeed, the Action will strengthen peace and resilience of Rohingya refugees and their host communities and enhance social cohesion. At the same time it will contribute to support, maintain and reinforce the GoB's refugee plan as noted in the 8th Five-Year Plan. Particular attention will be paid to assure the implementing partners' understanding of local conflict drivers, sensitivities and solutions. A Do-No-Harm approach will be considered across all activities.

The current Action is in line with humanitarian and political considerations and initiatives in Bangladesh. At the same time EU efforts continue to be deployed in the region and in particular in Myanmar to address the root causes of this displacement crisis. However, considering that, the situation of many Rohingyas will not be temporary and currently the conditions for a return to Myanmar are not conducive, the Action will promote peace, resilience and social cohesion among Rohingya and host communities in Bangladesh engaging them in skills development and

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<sup>39</sup> 10 February 2019, Ukhiya News; 28 February, Cox's Bazar News



providing livelihood opportunities. At the same time, it will work with local authorities and international partners to provide capacity building for a better understanding of the crisis and a more efficient response.

#### Disaster Risk Reduction

Considering that Cox's Bazar is a natural disaster-prone area and that the refugee influx has put additional pressure on the environment, special attention will be given to climate and environmental resilience, by strengthening capacities of beneficiaries and providing access to energy, distributing clean cooking fuel LPG (Liquefied Petroleum Gases) which will mitigate negative environmental impacts. The use of LPG contributes to a reduction of CO2 emission and deforestation, primarily from reducing firewood used as cooking fuel. Women and girl beneficiaries from host communities and Rohingya reported that access to LPG canisters reduced their cooking time, pollution from smoke, accumulation of dirt in the kitchen.

#### Other considerations if relevant

N/A

### 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	Risk 1 - deterioration of the situation in Myanmar	<b>Medium</b>	<b>Medium</b>	Analysts consider a further deterioration of the situation likely. This includes possible clashes with the Arakan Rohingya Salvation Army (ARSA) in Rakhine State, Myanmar. The EU will base its assessment on credible intelligence and policy dialogue with the aim to mitigate any rise in violent extremism.
to planning/ processes/ systems	Risk 2- natural disaster	<b>Medium</b>	<b>Medium</b>	Disaster risk reduction will be mainstreamed throughout the Action.
to people and the organisation	Risk 3- social conflicts could intensify among host communities and refugees	<b>Medium</b>	<b>Medium</b>	The Action will intensify the public services delivery to both refugees and host communities in the concerned areas, in coordination with other relevant actors, promoting social cohesion and peace.
	Risk 4- risks that perpetuate gender inequalities	<b>Medium</b>	<b>Medium</b>	Gender will be mainstreamed in the Action. A specific objective has been added targeting in particular women, children and most vulnerable groups (including persons with disabilities) to enhance protection and empowerment of Rohingya and host communities and reduce gender inequalities.
to legality and regularity aspects	Risk 5-Lack of support from GOB	<b>Medium</b>	<b>Medium</b>	Political dialogue and exchange with local authorities will be ensured throughout the Action. The Action targets also host communities, contributing to the development of Cox's Bazar. The Action will involve the Deputy Commissioner of Cox's Bazar District.

#### Lessons Learnt:

(1) An improvement of service delivery by Government systems in Cox's Bazar district, supported by other EU programmes, will facilitate the implementation of the Action.

(2) The coordination mechanism among humanitarian, development and government actors strengthens the nexus and expands space for medium-term activities and durable solutions. This includes effective coordination among international actors, including the EU.

### 3.5 The Intervention Logic

The underlying intervention logic for this Action is that IF reliable data, with a disability and gender centred analysis, on the post 2017 Rohingya refugee influx is available AND rationalisation in the management of the response from a gender and disability inclusion approach is implemented AND all stakeholders involved in the crisis are willing to cooperate, THEN the effectiveness and efficiency of the overall Rohingya gender-responsive and inclusive response will be improved.

IF gender-responsive and inclusive services are provided to strengthen self-reliance of Rohingya and host communities AND the overall situation in the refugee camps does not further deteriorate, THEN social cohesion and living conditions will be improved in the programme area with a special focus on women and girls.

IF civil registration is carried out and communities and local authorities are capacitated and refugees are more aware on their rights and to recognize abuses, THEN protection against all form of violence, including gender-based violence, is enhanced.

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/ targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action. The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities).

Results	Results chain (a): Main expected results (max. 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values/years)	Targets (values/ years)	Sources of data	Assumptions
<b>Impact</b>	To strengthen the resilience and protection of Rohingya and host communities in Cox's Bazar District (Bangladesh)	1.1 (GERF 2.20) Number of refugees, or individuals from host communities protected or assisted with EU support (disaggregated by sex, age group, disability and refugee/host community)  (SDG 10 Reduce inequality within and among countries)	For refugees 922.309 (refugees population in Cox's Bazar, 2022).  Total Host Community (HC) population 537,900 reside in Ukhiya and Teknaf Upazilas	For refugees 922.309 assisted by the end of the action  For Host Community around 55.000 people in Ukiya and Teknaf	Implementing partner data. Baseline and end line survey	<i>Not applicable</i>
<b>Outcome 1</b>	1. Improved effectiveness and efficiency of the Rohingya gender-responsive and inclusive response	1.1 Number of mechanisms developed to promote efficiency and accountability in the management of the crisis response	1.1 zero	1.1 at least seven both at service level and coordination level	Implementing partner data. Baseline and end line survey	No sudden change in government policies that may worsen the protection environment.  Large scale voluntary, safe and dignified return remains not feasible.
<b>Outcome 2</b>	2. Improved social cohesion and living conditions of Rohingya and host communities with particular attention to women and girls.	2. 1 % of targeted refugee and host community households surveyed that report gaining additional income following the intervention's support (disaggregated by sex, age group, disability and refugee/host community)  2.2 N# and details of support provided for refugee and asylum-seeking women's and girls' economic and social empowerment in the country of origin, in refugee camps, in transit or the country of destination. (WPS Ind. 28) (GAP III indicators)	2.1 zero	2.1 80%	Implementing partner data. Baseline and end line survey	
<b>Outcome 3</b>	3.Enhanced protection and empowerment of Rohingya, in particular women, children and most vulnerable groups (including persons with disabilities).	3.1 # of complaints received under Community-Based Protection complaint mechanism (disaggregated by sex, age group and disability)	3.1 55,817 (2020)	3.1 100.000 per year	Implementing partner data. Baseline and end line survey	

		3.2 Extent to which measures supported by the EU to prevent and combat sexual and gender-based violence in situations of fragility and conflict are effective in preventing sexual and gender-based violence and providing services to survivors (GAP III indicators)	3.2 TBD	3.2 TBD		
<b>Output 1.1</b> <b>relating to Outcome 1</b>	1.1 Gender-responsive and inclusive updated evidence to evaluate the impact of the support provided to Rohingya refugees and host communities	1.1.1 Number of updated available quantitative and qualitative data and research (disaggregated by sex, age group and disability) to provide evidence for informed programming and policy making on forced displacement funded from the EU interventions;	1.1.1 zero	1.1.1 one updated survey	Implementing partner data. Baseline and end line survey	There is collaboration with all stakeholders involved in the Rohingya response
<b>Output 1.2</b> <b>relating to Outcome 1</b>	1.2 Improved efficiency and accountability in the Rohingya response through an integrated service delivery approach	1.2.1 % of refugees beneficiaries of the pilot project in Cox's Bazar District who declare that their living conditions improved over the last two years in the pilot camp (disaggregated by sex, age group and disability)	1.2.1 around 25,000 people in the pilot camp	1.2.1 -100%	Implementing partner data. Baseline and end line survey	
<b>Output 2.1</b> <b>relating to Outcome 2</b>	2.1. Increased equal access to skills development and livelihoods for Rohingya and host communities with particular attention to women and girls.	2.1.1 Number of refugees and host communities with access to economic opportunities to secure sustainable livelihoods (disaggregated by sex, age group, disability and refugee/host community)	2.1.1 0	2.1.1 For refugees-around 18,000; For Host Community around 5400	Implementing partner data. Baseline and end line survey	There are no Government restrictions on income generating activities for refugees and Government regulations on skills Development for refugees are implemented.
<b>Output 2.2</b> <b>Relating to outcome 2</b>	2.2 Increased safe and sustainable access to energy in the refugees camps	2.2.1 Number of refugees households with access to energy (disaggregated by sex, age group and disability)  2.2.2 Number of households with increase resilience supported in Host community and in refugees camps to reduce conflict over natural	2.2.1 -190,000  2.2.2- 55,000	2.2.1 -190,000  2.2.2 around 50.000 refugees households and around 50.000 Host	Implementing partner data. Baseline and end line survey	

		resources (disaggregated by sex, age group, disability and refugee/host community)		Community households		
<b>Output 3.1 relating to Outcome 3</b>	3.1 Improved civil registration and status documentation of refugees	3.1.1 Number of refugees in Cox's Bazar District who are assisted with civil registration (disaggregated by sex, age group, disability and refugee/host community)	3.1.1 - 952,309 (2022)	3.1.1- 34,000 per year	Implementing partner data. Baseline and end line survey Implementing partner data. Baseline and end line survey	There are no Government restrictions on the registration activities
<b>Output 3.2 relating to Outcome 3</b>	3.2 Enhanced protection from all form of violence and abuses in particular for women, girls and the most vulnerable population in the refugees camps, including people with disabilities	3.2.1 Number of community groups supported with protection mechanisms (disaggregated by sex, age group, disability and refugee/host community)	3.2.1- 66	3..2.1 -66	Implementing partner data. Baseline and end line survey	There are no Government restriction on protection activities within the camps

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>40</sup>.

#### 4.3.1 Direct Management (Grants)

##### **Grants: (direct management)**

##### **(a) Purpose of the grant(s)**

The grant will contribute to achieving Output 1.2 (contributing to Outcome 1) - "Improved efficiency and accountability in Rohingya response through an integrated service delivery approach" of the Action as described in section 3.

##### **(b) Type of applicants targeted**

Applicants should be legal entities, natural persons or groupings with legal personalities: national or international non-governmental organisations (NGOs) or civil society organisations (CSO) based in Bangladesh with established nationwide capacity and track record in providing support for Rohingya displacement crisis.

<sup>40</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.



#### 4.3.2 Indirect Management with an entrusted entity

A part of this Action may be implemented in indirect management with an entity(ies), which will be selected by the Commission's services using the following criteria:

- Capacity and experience in Rohingya crisis response, in terms of service provisions, crisis coordination and management, civil registration and protection, as well as policy advice and capacity building in Bangladesh

The implementation by this entity entails:

- Output 1.1 under Outcome 1("Increased knowledge of the impact of the response on the living conditions of both Rohingya and host communities to shape better future interventions");
- Outcome 2 (Improved social cohesion and living conditions of Rohingya and host communities);
- Outcome 3 (Enhanced protection and empowerment of Rohingya and host communities, in particular women, children and most vulnerable groups).

#### 4.3.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If part of the Action cannot be implemented in direct management due to circumstances outside of the Commission's control, the indirect management modality will be used instead (with an entrusted entity) to contribute to achieving Output 1.2 under Outcome 1 of the Action. In case of indirect management, the purpose would be for the entrusted entity to carry out the actions necessary for the fulfilment of the Outcome 1.2 as described in this document. The criterion to select the entrusted entity will be:

- Capacity and experience in Rohingya crisis response, in terms of service provision, crisis coordination and management, civil registration and protection, as well as policy advice and capacity building in Bangladesh.

#### 4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realization of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5 Indicative Budget

<b>Indicative Budget components<sup>41</sup></b>	<b>EU contribution (amount in EUR)</b>
	<b>35 million</b>
<b>Implementation modalities</b> – cf. section 4.3	
<b>1- Outcome - Improved effectiveness and efficiency of the Rohingya response.</b> Composed of:	<b>4.5 million</b>
Indirect management with an entrusted entity- cf. section 4.3.2	0.5 million
Grants (direct management) – cf. section 4.3.1	4.0 million
<b>2- Outcome - Improved social cohesion and living conditions of Rohingya and host communities</b> Composed of:	<b>22 million</b>
Indirect management with an entrusted entity- cf. section 4.3.2	22 million
<b>3- Outcome - Enhanced protection and empowerment of Rohingya and host communities, in particular women, children and most vulnerable groups</b> composed of	<b>8.5 million</b>
Indirect management with an entrusted entity- cf. section 4.3.2	8.5 million
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	may be covered by another Decision
<b>Contingencies</b>	0
<b>Totals</b>	<b>35 million</b>

<sup>41</sup> N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.

## 4.6 Organisational Set-up and Responsibilities

The entrusted entities will implement the project. The entrusted entities will be responsible for development partner coordination, joint administration of the resources allocated by development partners, the mobilisation of additional resources and project assurance.

The project will be governed by a steering committee established (PSC), including the EU, relevant stakeholders and implementing partners. The steering committee will meet twice a year to review progress against indicators, review the ongoing work plan and coordinate responses to issues identified in implementation.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Expertise in human rights, disability and gender equality will be ensured in the independent consultant's teams.

Roles and responsibilities for data collection, analysis and monitoring:

The implementing partners combine with the relevant stakeholders to provide a decentralised M&E system which appears simple and practicable. The implementing partners will conduct baseline, midline and end line surveys/reports in close cooperation with the EU. Furthermore, the EU will regularly carry out fields Results-Oriented Monitoring (ROM) missions.

Monitoring and reporting will assess gender equality, disability inclusiveness results and the implementation of the human rights-based approach working principles (applying all human rights for all; meaningful and inclusive

participation and access to decision-making; non-discrimination and equality; accountability and rule of law for all; and transparency and access to information supported by disaggregated data). Monitoring and reporting will be based on indicators that are disaggregated by sex, age and disability when applicable. In order to monitor development and equal access, data/indicators will be disaggregated even further when applicable (for ex. by minority group or case).

## 5.2 Evaluation

Having regard to the importance of the action, a mid-term and/or final evaluation(s) may be carried out for this action or its components via independent consultants contracted by the Commission and/or via an implementing partner.

The possible mid-term and final evaluation will be carried out for accountability and learning purposes, in particular with respect to informing policy and programming at various levels.

The Commission shall inform the implementing partner at least two months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination<sup>42</sup>. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

Evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

## 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

# 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

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<sup>42</sup> See best [practice of evaluation dissemination](#)

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programs are in principle no longer required to include a provision for communication and visibility actions promoting the programs concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

