FACT 7

DISPLACEMENT, CLIMATE AND DISASTER PREPAREDNESS AND RESPONSE



Climate Training





For key concepts and terms please refer to Fact Sheets 1, 2 & 3

Key messages:

- ▶ IFRC and National Societies have significant experience preparing and responding to disasters, however the context is changing and there is need to further develop approaches specifically to apply a displacement and climate lens to this work.
- ▶ Displacement and climate considerations can be integrated into all phases of the Planning for Effective Response framework.
- ▶ Displacement and climate can also be addressed by adapting the response in different ways to accommodate different displacement settings and phases of displacement.
- ▶ IFRC has developed a range of practical tools to support different aspects of preparedness and response which are applicable or adaptable to displacement and climate settings.

The Red Cross Red Crescent
Movement has been preparing
for and responding to situations
of displacement throughout its
history. In disaster settings, this
has traditionally focussed on
preparing for evacuations and
supporting displaced people living
in camps and temporary sites and
settlements, often in rural areas.

However the displacement landscape is changing.

- ▶ Displacement is becoming increasingly urban with disasters affecting greater numbers of people in cities and displaced people moving towards urban areas, staying with host families, as renters or on city fringes in informal settlements. (Read more about urban contexts in Fact Sheet 11 of this series.)
- Camps are considered by humanitarian organisations to be an option of last resort and people may be moving far from their original homes, sometimes across international borders and may not find stability for many years.
- ► The impacts of climate change can also exacerbate displacement risks, and can influence the ability for people to find durable solutions. (Read more about durable solutions in Fact Sheet 8 of this series.)

To ensure the needs of all people affected by displacement are being met, the IFRC and National Red Cross and Red Crescent Societies are adapting their approaches to disaster preparedness and response, in the context of climate change. This involves **applying a displacement and climate lens** to proactively seek out information to better understand the experiences of communities and to better anticipate their needs.

Key terms

- ▶ **Disaster preparedness:** measures taken to prepare for and reduce the effects of disasters. That is, to predict and, where possible, prevent disasters, mitigate their impact on vulnerable populations, and respond to and effectively cope with their consequences.
- ▶ Disaster response: actions taken directly before, during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

Preparedness for effective response

Over the years, the IFRC has developed a number of tools to support disaster preparedness. Some of these include: <u>Early Warning > Early Action</u> and <u>Setting Up a National Disaster Preparedness and Response Mechanism: Guidelines for National Societies (NDPRM).</u>



Preparedness for effective response

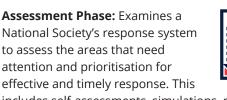
The NDPRM consists of five inter-related areas: (1) Policy, Strategy and Standards, (2) Analysis and Planning, (3) Operational Capacity, (4) Coordination, (5) Operations Support and thirty-seven components according to inter-related areas.

Complementing this, IFRC has more recently adopted an approach of <u>Preparedness for Effective Response (PER)</u> which can be undertaken prior to or even during emergencies. PER includes the following key phases:



Orientation Phase:

Deepening understanding of the National Society's approach, including a holistic identification of organisational needs, risk and hazard assessment.



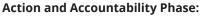
includes self-assessments, simulations, real-time operational reviews or post-operational reviews.

Prioritization and Analysis Phase:

Identifies and prioritises the PER areas that require attention and resources to effectively address them in a timely manner.



Workplan Phase: Identifies root causes to develop a roadmap for strengthening response capacity, including outcomes, outputs, activities, timelines, targets and a clear accountability framework.



Implements and monitors the work plan and progress; repeating the process of assessment, analysis and planning to ensure that measures are continually improved.



Responding to displacement in different contexts

Many National Societies have experience in responding to situations of displacement following a natural hazard or other event, some more frequently than others.

The type of response needed in situations of displacement is guided by the specific circumstances, which may include:

- ▶ rural, urban and peri-urban locations;
- dispersed temporary shelters, on public, private or self-owned land;
- ▶ informal settlements and slums;
- managed camps;
- host families (on a paid or unpaid basis); and
- private rental properties and public housing.

Other variables that may influence the response include:

- ▶ the level of protection, acceptance and support of displaced people by host communities, local and national authorities;
- the social and economic impact of displacement on host communities and communities who stay behind;
- access to income opportunities and mainstream services; and
- the degree of engagement and control over decision-making by affected persons, among many others.



Responding to displacement in different contexts

Responding to climate-related displacement

Climate change can also exacerbate displacement in a number of ways:

- as a cause of displacement, resulting from extreme weather events, slow onset events or other adverse impacts of climate change (see Fact Sheet 1);
- by contributing to factors which cause people to relocate from rural to **urban** areas and creating further vulnerability to disasters and displacement in urban locations (see Fact Sheet 11);
- by creating or contributing specific vulnerabilities for groups such as women and children (see Fact Sheets 9 and 10);



Some displacement and climate considerations

Are there any impacts of climate change which may be undermining resilience?

Are there other factors which may increase the likelihood of people becoming displaced?

What type of natural hazards or other events are likely to cause displacement, and at what scale? Eg. cyclone, earthquake, conflict.

What types of displacement need to be planned for? Eg. evacuation, temporary settlements, local integration/host families/ rentals, remote/urban/cross border, camps. Are the structures (camps/settlements etc.) planned and located with new extreme weather events in mind, eg. heatwave and flood risks?

What are the anticipated needs of displaced people in different locations?

What are the likely impacts of displacement on host families and communities?

by negatively impacting health and livelihoods and exacerbating existing inequalities, which undermine resilience and increase the likelihood of people becoming displaced (see Fact Sheet 1).

Applying a displacement and climate lens to disaster preparedness and response

The diagram below provides some examples of how displacement and climate considerations can help inform better preparedness and response and identifies some useful tools to support these efforts.



Useful tools

Vulnerability and Capacity Assessment Guidelines

Enhanced Vulnerability and Capacity Assessment

Early Warning > Early Action

RCRC Climate Guide

Integrating climate change and urban risks into the VCA

Collaborating with national climate and weather agencies: a guide to getting started

National Disaster Preparedness and Response Mechanism: Guidelines for National Societies (NDPRM)

Contingency Planning Guide

Assisting Host Families After Crisis and Natural Disaster

Step-by-Step Guide for Rental Assistance to People Affected by Crises

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Applying a displacement and climate lens to disaster preparedness and response



Are there especially vulnerable groups, including people already displaced, which may be disproportionately impacted?

Are there potential barriers to finding durable solutions to displacement which could be addressed as part of preparedness and response? Eg. environmental, economic, social, legal, other.

Are preparedness/contingency plans/ response efforts "climate smart"?

Another important approach for addressing climate-related displacement is through early action and forecast-based financing.

Read more about this in Fact Sheet 6 of this series.





Minimum standards on protection, gender and inclusion in emergencies

Better Programming Initiative

Checklists on Law and Disaster Preparedness and Response

Climate Smart Programming

Green Response

Guidelines for Emergency Assessment

Checklist on the Facilitation and
Regulation of International Disaster
Relief and Initial Recovery Assistance

Guidelines for Cash Transfer Programming

Disability Inclusive Shelter and Settlements in Emergencies

Minimum Standards for Protection, Gender and Inclusion in Emergencies

<u>Community-Based Surveillance:</u> Guiding Principles

A Red Cross Red Crescent Guide to Community Engagement and Accountability (CEA)

Psychological Support Policy





Next steps for preparedness and response

Taking the next steps

National Societies are already undertaking many measures to improve their preparedness and response to disasters. However, there is a need to take the next steps to ensure these measures are adapted to better address the changing landscape of displacement, including in the context of climate change.

Next steps for preparedness

The following measures below have been identified from global studies and experiences of National Societies in a number of different contexts.

Preparedness

- Review preparedness and contingency plans through a displacement and climate lens, to better anticipate and prepare for different displacement scenarios, taking into account the broader issues relating to climate change.
- ► Anticipate and plan to address the needs of others impacted by displacement such as host families and communities.
- Ensure contingency planning includes comprehensive evacuation plans which address issues of gender and social inclusion.
- Other specific preparedness measures may include:
 - Anticipating potential displacement locations (which may be in cities or distant places) for the pre-positioning of supplies and services, which also take into account any adverse effects of climate change.
 - Including issues and appropriate responses specific to displacement and climate in VCAs, assessment templates, disaster preparedness plans, simulation exercises, trainings and other disaster management tools.

- Engaging with governments and local authorities to address some of the legal and systemic barriers to responding to the needs of displaced people, host communities and other vulnerable groups which are likely to be marginalized or excluded.
- Engaging with people at risk of displacement, in particular vulnerable groups, in the planning process to identify potential scenarios and plan appropriate responses.
- Engaging with external organisations and networks to exchange information and best practices for responding to displacement in different contexts, in particular climaterelated population movement.
- ➤ For situations where it is anticipated that return may not be possible, work with government and other partners as early as possible to identify potential durable solutions which also consider the immediate and longer-term impacts of climate change.

Source: Above adapted from IFRC. 2019. Strengthening Responses to Internal Displacement in Disasters:
Challenges and Opportunities; and IFRC. 2020.
Disasters and Displacement in a Changing Climate:
Case Studies Asia Pacific National Societies in Action.

Next steps for response

Different approaches are needed to respond to different phases of displacement. (Read more about the phases of displacement in Fact Sheet 3 of this series.) The tables on pages 6 and 7 highlight some of the key issues and challenges of each phase and identify recommendations for how effective response could be improved.



Next steps for response

Acute displacement

Issues

- ➤ The impacts of acute displacement are not always short term: frequently occurring events can undermine overall resilience and undermine development.
- Acute displacement can also lead to secondary or longer term displacement, which should be factored into the response.
- Acute displacement requires humanitarian assistance reaching people as soon as possible, which in turn requires good planning and early action.
- Accessing people following acute displacement can be challenging due to their dispersed and hard to reach locations, including urban areas.
- Access may also be challenged by bureaucratic delays, situations of heightened sensitivity or by deliberate interference by authorities seeking to deny assistance to certain groups.

Recommendations for response

- ▶ Ensure emergency operation plans are comprehensive and include mid to long-term measures such as climate change adaptation, disaster risk reduction, recovery and livelihoods, specifically designed to prevent and respond to displacement and limit the risk of long-term displacement caused by disasters.
- Explore and scale up early action measures such as forecast-based financing, to better anticipate displacement needs ahead of impact. (See Fact Sheet 6 in this series.)
- Explore ways to ensure that assessments and response efforts are reaching the most vulnerable in all displacement locations, not just the most visible, including through the use of new technology.
- Improve awareness of the ICRC Safer Access Guide for National Societies, to support operational access in situations of heightened sensitivity.

Stable displacement

Issues

- Stable displacement does not mean the situation is less challenging or urgent: it is a critical time which can easily transition to instability.
- ➤ Some factors which threaten stability include: a lack of resources to continue humanitarian support; a failure to address underlying risk factors (such as climate change); a lack of selfreliance opportunities; tensions with host communities; competition for scarce resources.
- Supporting livelihood opportunities is critical in this phase, including cash transfers and cash-for-work initiatives, combined with a good understanding of the complexities of local market economies.

Recommendations for response

- ▶ Ensure that activities to promote selfreliance in stable displacement situations are embedded in emergency operations plans and/or are included in longer-term development work, also with a view to accessing alternative development funding streams.
- ▶ Intensify efforts to better understand the complexities of economic security and labour markets when designing cash-based and livelihood interventions, including through the engagement with other organisations.

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Taking the next steps

Stable displacement cont.

Issues

Access to land and housing can be challenged due to a lack of clear tenure documentation, the zoning of hazardous areas and safety can be jeopardised when only risk-prone land is available.

Recommendations for response

- ➤ Support communities to make informed choices about their medium- and longer-term settlement options through the provision of reliable information and community engagement, including the development of community governance where appropriate.
- ▶ Engage with governments on issues such as access to personal documentation and land ownership, access to health services, availability of suitable land and housing, and other solutions to support the self-sustainability of affected communities.

Protracted displacement

Issues

- ▶ The reasons why people are unable to find a durable solution in disaster settings are often linked to a complex set of circumstances which can include: recurrent hazards, conflict and/ or situations of violence; psychological trauma; political instability or weak governance; chronic poverty; lack of livelihood opportunities; and inequality, administrative and legal obstacles.
- ▶ A lack of resources, systems and capacities for long-term engagement with displacement-affected communities can hamper the ability of humanitarian organisations to provide much programs such as cash transfer, recovery and livelihoods programmes, climate adaptation, resilience and disaster risk reduction, promotion of social cohesion, protection and advocacy on legal issues.
- ▶ The 'development divide' can limit partnerships between humanitarian and development partners and fail to address the underlying political, social, environmental and economic factors which cause people to remain displaced.

Recommendations for response

- Support National Societies engaged in disaster-related protracted displacement settings to develop a more comprehensive understanding of the complex underlying causes of the continuing displacement.
- ▶ Use the existing tools and programme approaches of cash, recovery and livelihoods programmes, resilience and disaster risk reduction, promotion of social cohesion, protection and advocacy to target and address some of the underlying causes of protracted displacement caused by disasters.
- ▶ Explore opportunities to build partnerships between National Societies and development organisations to develop common strategies and share resources for addressing the humanitarian and development challenges of protracted displacement in specific contexts, with support from ICRC and IFRC.

Source: Above adapted from <u>IFRC</u>, 2019. Strengthening Responses to Internal Displacement in Disasters: Challenges and Opportunities

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Case studies

Philippines

Learning from Typhoon Haiyan, the Philippines Red Cross (PRC) and IFRC have initiated a Housing, Land and Property (HLP) strategy, in anticipation of preparing for future mass displacement situations. This includes the following measures:

During the Preparedness Phase

- HLP mapping and integrating land tenure considerations in shelter assistance matching.
- Collection of land tenure baseline data through a Vulnerability and Capacity Assessments (VCA) and other data collection activities.
- ► Mapping of HLP stakeholders.
- Capacity-building of PRC staff and volunteers on HLP.
- ► HLP awareness campaign.

During Response and Early Recovery Phases

- ► Tenure profiling during response and early recovery.
- ▶ Due diligence.
- ► Integrating HLP concerns in stakeholder consultations.
- Outsourcing legal assistance and providing referral information for land tenure concerns.

Other External Actions

- ► Advocacy on HLP rights.
- Coordination with the shelter and protection clusters on HLP concerns.

Source: IFRC. 2020. Disasters and Displacement in a Changing Climate: Case Studies Asia Pacific National Societies in Action

Image: IFRC/France Noguera. Davao del Sur/Cotabato, Philippines.



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Case studies

Ethiopia

Ethiopia faces a variety of natural disasters, some increasing with the onset of climate change. These can include floods, droughts and forest fires and when coupled with political instability and conflict, it can displace communities. The Ethiopian Red Cross Society acknowledges that:

- Support needs to be moved closer to affected communities.
- Community response should be as local as possible.
- Skill and capacity investment is required so communities can respond to disasters themselves.

Through the Community-Based Disaster Risk Management (CBDRM) project, the Ethiopian Red Cross Society works to mitigate hazards and ensure effective and timely disaster response, and has achieved this by investing in the capacity and resilience of communities.

Specifically:

▶ Empowerment: Ensuring local community members were involved from the beginning of the project enhanced an understanding and acceptance of the implementation and purpose. Communities helped to elect local CBDRM committees to respond to disaster who implemented the project. This increased participation and ownership.





- ▶ **Training:** The CBDRM committee members received training and education, building their knowledge, skill sets and response capacities in areas such as vulnerability and capacity assessment, hazard mapping and resource mobilisation etc.
- ▶ Equipment And Technical Assistance:

 Pre-positioning gender-sensitive emergency stocks and investing in warehouse equipment to support timely and efficient resources mobilisation. Storekeepers in the stock warehouses received training in warehouse management, inventory control and security management.

Source: Canadian Red Cross. 2019. Integrating
Community Engagement and Accountability at the
Ethiopian Red Cross Society; and Canadian Red Cross.
2019. Localization of Disaster Preparedness and
Response Capacity in Ethiopia. Canadian Red Cross.

Images: Canadian Red Cross, (above) Committee meeting, Kela Zuria Woreda Gurage; (left) Corn harvesting, Gurage.

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Case studies



Bangladesh

Every year in Bangladesh, the annual monsoon season brings torrential rains and swells the rivers causing thousands of hectares of land collapse, destroying homes, lands and livelihoods and pushing families away from their rural villages. In September 2018 more than 43,000 people were displaced in Shariatpur and during the peak of the disaster 70 to 100 homes were disappearing into the river each day. Many people lost their livelihoods as shops and markets collapsed into the river, and people were unable to save their assets and lost everything including household items, agricultural resources and cash.

The Bangladesh Red Crescent Society (BDRCS), with support from IFRC, provided immediate emergency assistance including multi-purpose cash grants, dignity kits for women, food items and emergency shelter support. However there was a clear need to understand and address the longer-term needs arising from the fact that people had completely lost their land. Additionally, there was uncertainty about where people went in the wake of the disaster, with reports that many people left the immediate geographic area of the disaster including to the capital Dhaka and Chittagong.

The BDRCS and IFRC undertook a detailed assessment on "Displacement and Housing, Land and Property (HLP)" and found that the alternative land solutions proposed by government were in areas prone to further flooding or in inferior agricultural areas, which also posed challenges of their own. The situation of displacement was therefore likely to become a protracted one and therefore needed some different approaches to find the best solutions.

A number of recommendations and lessons learned were identified including:

- ▶ When displacement is almost certain to become prolonged or protracted, humanitarian and development actors should come together from the start, with the relevant authorities, to:
 - coordinate and promote durable solutions (whether local integration or resettlement) from an early stage;
 - identify the displaced communities who will face the greatest barriers to durable solutions; and
 - assesses and understand of the needs and perspectives of host communities.

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Case studies

Bangladesh cont.

- Establish a mechanism to understand and monitor the movement of displaced people, including to urban areas, to ensure that people are not left behind in receiving assistance to rebuild their lives and livelihoods.
- ▶ Invest in disaster preparedness at the community level, especially as river-bank erosion is a seasonal and to an extent, forecastable. In this, case the solutions could include community-led initiatives to distribute maps, sign-post high risk areas and put up flood markers to support early warning vital assets.
- ► Invest in understanding and promoting housing, land and property (HLP) solutions

- that empower people to rebuild their lives in safety and with dignity, and where needed, to support relocation or local integration as durable solutions.
- Work closely with government and humanitarian partners through the cluster system to ensure data sharing, data collation and follow up, especially given the projected rise in climate risk and impact-related displacement in the coming decade.

Source: IFRC. 2020. Disasters and Displacement in a Changing Climate: Case Studies Asia Pacific National Societies in Action

Image: IFRC / Sajid Hasan, Bangladesh, Shariatpur, 8 Nov 2018.

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