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DREF operation update

Myanmar: Complex Emergency



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|---|---|
| DREF n° MDRMM008 | Amount allocated from DREF: CHF 69,653 |
| Operation update n° 1 | Date of issue: 17 March 2017 |
| Period covered by this update: 20 Jan to 28 Feb 2017 | Operations timeframe: 20 Jan to 19 Jul 2017 (6 months) |
| N° of people planned to be assisted: 1,000 | |
| Host National Society presence: The Myanmar Red Cross Society (MRCS) has 40,000 active volunteers and 321 staff members across its national headquarters and 334 branches, including 10 branches in Rakhine State. | |
| Red Cross Red Crescent Movement partners actively involved in the operation (if available and relevant): The MRCS is working closely with the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) in readiness measures for mounting an effective response. Danish Red Cross and Qatar Red Crescent Society are also engaging in the readiness measures. | |
| Other partner organizations actively involved in the operation: In addition to Myanmar public authorities at national and state levels, several UN agencies and international non-governmental organizations (INGOs) are present in the Rakhine State. The UN agencies include UNHCR, UN OCHA, UNICEF, UNFPA and WFP while the INGOs include ACF, CARE, Malteser International and MSF. | |

Extension of operation timeframe: This operations update extends the operation timeframe by three months. The operation will now be completed by 19 July 2017, with the final report to be issued by 19 October 2017.

A. Situation analysis

Description of the crisis

The humanitarian situation in the northern areas of Rakhine State, Myanmar, has deteriorated in recent months following an upsurge of violence. The new wave of violence has led to mass displacement and population movement. However, until a comprehensive assessment is completed, the total number of people who remain displaced within cannot be determined independently. The northern parts of the three townships of Buthidaung, Maungdaw and Rathedaung – where an estimated 95 percent of the population comprises of Muslim communities – are most affected. UN OCHA has reported that available information at present indicates that an estimated 94,000 people fled their homes to either other parts of northern Rakhine or across the border into Bangladesh.

The new wave of violence followed by attacks by armed militants on three border guard police posts in Maungdaw and Rathedaung townships near the north-western border with Bangladesh has been reported in the early hours of 9 October 2016. Per the authorities, nine police and eight attackers were killed in the attacks which triggered a security response from the authorities. Several further clashes occurred in November 2016. As part of the security response, access to some areas, including by humanitarian organizations, has since been denied. Cases of civilian casualties, violence against civilians, civilian arrests and destruction of property have been reported, although they have not been independently verified due to restricted access and limited first-hand information.

It is important to note that the recent events have taken place against a backdrop of decades of protracted tension and violence between Rakhine and Muslim communities in the state. Prior to the October 2016 events, violence had flared up in other parts of Rakhine State in 2012, affecting at least 145,000 people from both Rakhine and Muslim communities, many of whom were left dependent on humanitarian assistance. Since 2014, and until the October events, the situation was relatively stable even though significant humanitarian needs persisted.

The recent events caused widespread fear in both Rakhine and Muslim communities. Some 3,000 Buddhist Rakhine villagers fled to towns. However, UN OCHA has reported that most of the ethnic Rakhine and Mro people who were

displaced have returned to their villages, although around 272 Rakhine and Mro people remain displaced in Maungdaw and Buthidaung.

According to UN OCHA, access to 81 village tracts in Buthidaung and Maungdaw, including 17 village tracts in the northern part of Maungdaw, was granted briefly in mid-December 2016 before it was again suspended with immediate effect a few days later. In the most recent update, it is mentioned that five months since the new wave of violence started, there has been an incremental resumption of some services provided by UN agencies and humanitarian organizations in northern areas of Rakhine State although protection activities remain suspended in Maungdaw north and the operating environment remains challenging. Access is being granted for national staff only. These limitations are significantly affecting the quantity, quality and sustainability humanitarian assistance and other services.

The ICRC was provisionally given the greenlight to access the area of the ongoing clearance operations in the northern parts of Maungdaw since mid-November, but authorities continued to invoke security concerns to postpone actual access. The Movement has thus far not yet been able to carry out assessments or to provide assistance to the affected population outside Maungdaw and Buthidaung townships.

Summary of current response

MRCS has been responding to the displacement crisis in Rakhine since its onset in June 2012. As a means of providing human resources within a sensitive context, the National Society has deployed teams of volunteers monthly from other states/regions in the country to support operations, and has slowly built up a programme with a team based in Sittwe; now called the Rakhine Special Programme (RSP).

Interventions have included on-going distribution of relief items; provision of WASH services in IDP camps (including water trucking); mobile health clinics; providing primary health care in IDP camps; emergency medical transportation; renovation of rural health centres, and; construction of temporary shelters in IDP camps. More recently, MRCS has provided livelihood support and rehabilitated water sources in indirectly affected communities in central Rakhine townships of Sittwe and Minbya.



Myanmar Red Cross Society (MRCS) personnel lead a coordination and advocacy meeting in Maungdaw. Photo: MRCS

In the early days of the northern areas of Rakhine State crisis, MRCS worked closely with the ICRC, and with support of the IFRC, in delivering much-needed assistance to over 3,000 internally displaced persons (IDPs) in the north (Buthidaung, Kyauktaw and Maungdaw) and central Rakhine (Mrauk-U and Sittwe) through provision of essential items such as drinking water, mosquito nets, kitchen sets, hygiene kits and tarpaulins.

At the request of MRCS, IFRC allocated CHF 69,653 from DREF on 20 January 2017 to support emergency response preparedness measures that will position the National Society – with support of its Movement partners – to roll out a prompt and effective response as soon as access is granted. Following the allocation, some of the readiness measures undertaken so far include the appointment of an MRCS coordinator of the operation, establishment of an operational hub in Maungdaw, procurement of office and IT materials for the hub, a joint MRCS-IFRC security assessment, a state-level Movement dissemination and dialogue with the Community Social Organization in Sittwe, coordination and advocacy meetings with township disaster management committee members, mobilization of Red Cross volunteers in Butheetaung, Maung Taw and Yathaetaung, readiness meeting with Red Cross volunteers in Maungdaw, and procurement of 200 family kits.

As access constraints remain, it has been very difficult for any actor to operate in the affected areas. Continuous dialogue is being held with the authorities but so far it has led to very limited access by a few humanitarian actors. Thus far, the most affected parts in northern areas of Rakhine have not been reached for independent assessments

even though the authorities have indicated that 'clearance operations' are over. Nevertheless, the Movement is ready to conduct assessments and deliver humanitarian assistance as soon as access restrictions are lifted.

In the response, MRCS will work closely following a Movement-wide approach. The ICRC will be the main partner supporting MRCS – through joint operations – in delivery of assistance to populations affected by the crisis with the IFRC mainly supporting MRCS preparedness for emergency response and replenishment of some preparedness stocks released from the National Society's warehouses. IFRC and the Qatar Red Crescent Society also stand ready to support MRCS in provision of assistance, where appropriate, complementary to the ICRC support.

Movement Coordination

Prior to the recent spike of violence in the northern area of Rakhine State, there was already a strong and well-established Movement coordination mechanism in place, which is led by MRCS with the support of IFRC and ICRC. The coordination mechanism is a permanent feature and brings together MRCS and all its Movement partners with in-country presence. With this new response, the coordination mechanisms will expand to the field and be reinforced to guarantee that Movement partners communicate and work effectively together to achieve the operational priorities.

So far, MRCS, ICRC and IFRC – engaging other Movement partners with in-country presence – have worked collectively to prepare and agree on a Special Note (issued on 22 November 2016), a Movement Joint Statement (issued on 14 December 2016) and reactive lines/talking points on the humanitarian situation in northern areas of Rakhine State. Prior to issuance of the Movement Joint Statement, an ad hoc Movement tripartite meeting (comprised of the MRCS president, ICRC head of delegation and IFRC head of office) was held in Yangon on 12 December 2016 to review contingency plans and align communication once access is granted for an independent assessment and subsequent delivery of humanitarian assistance. One outcome of the Movement tripartite meeting was an agreement to develop a Movement Framework for Action, which outlines interventions that Movement partners could undertake together (based on an actual independent needs assessment and their respective mandates and capacities), as well as coordination mechanisms, to contribute to meeting humanitarian needs of the affected people.

The Movement coordination mechanisms will function at two levels: strategic (Yangon-based tripartite strategic level comprising of the MRCS president, ICRC head of delegation and IFRC head of country office) and operational (in Yangon, Sittwe and Maungdaw, involving operational/programming leads of MRCS, ICRC, IFRC and PNS involved). Among others, the two levels will facilitate joint planning and preparedness, leading to a coordinated response implementation based on common standards and approaches, harmonized resource mobilization, common external communication, and well-coordinated efforts aimed at enhancing presence and building the capacity of MRCS base units in the northern area of Rakhine State.

Coordination with other stakeholders

Coordinating with the authorities

The Movement continues to engage with the authorities at national and state levels with the view of gaining access to affected areas to deliver humanitarian assistance in accordance with the Fundamental Principles and other Movement policies. Movement partners are investing in strengthening their communication with key stakeholders, including communities and the Rakhine state parliament, to increase trust and acceptance, and gain access to restricted areas. In view of the situation in northern areas of Rakhine State as well as considering historical aspects, the Movement remains concerned about mounting humanitarian needs and the potential for violence throughout the state.

Inter-agency coordination

MRCS, ICRC and IFRC participate in meetings of the Humanitarian Country Team (HCT) held both during disaster/crisis and non-emergency times at the national and field levels. The Movement also engages in active coordination as well as shares information and operational updates with UN OCHA, relevant clusters and working groups. This contributes to ensuring that there is no duplication of efforts and that synergies are maximized.

Given the recent rise in anti-humanitarian agencies sentiments within the Rakhine community, operational proximity, even if only visibly, with other organizations that are not well received by segments of the community has the potential of eliciting negative perceptions that may impact the Movement's acceptance. As such, collaboration with external agencies is being managed carefully to protect the acceptance of MRCS and other Movement components.

B. Operational strategy and implementation

Overall overview

This DREF allocation aims to prepare and position the MRCS to work both on its own and with the ICRC, with support of the IFRC, to conduct assessments and respond to immediate needs of people affected by the recent spike in violence in northern areas of Rakhine State as soon as access is granted.

The operational strategy

This operation was designed based on scenario planning developed by MRCS, in consultation with the ICRC and with support of IFRC, and focuses on emergency response preparedness measures. In anticipation of increased access, the Movement is putting in place readiness mechanisms to ensure a prompt roll-out of an effective response. MRCS continues to work within a Movement-wide approach, with ICRC as the main operational partner supporting the National Society in the delivery of assistance to populations affected by the crisis. The IFRC is also supporting MRCS emergency response preparedness and replenishment of preparedness stocks released from the National Society's warehouses. Based on assessments and discussions with MRCS and ICRC, IFRC and Partner National Societies with in-country presence may support MRCS in service delivery, complementary to that provided by the ICRC.

C. Detailed operational implementation

Quality programming

| Outcome 1: The MRCS is better prepared to respond to immediate needs of people affected violence in northern areas of Rakhine State | Outputs | | % of achievement |
|---|--|--------|-----------------------|
| | Output 1.1: Emergency response readiness capacity in place and supports the immediate response of MRCS | | 50% |
| Activities | Is implementation on time? | | % progress (estimate) |
| | Yes (x) | No (x) | |
| 1.1.1 Establish an operational hub in Maungdaw for coordination of the immediate response | x | | 85% |
| 1.1.2 Place MRCS staff and volunteers on stand-by for immediate response | x | | 25% |
| 1.1.3 Mobilize and train MRCS personnel on conflict-sensitive programming, including GBV, and community engagement and accountability | | x | 25% |
| 1.1.4 Mobilize relevant surge IFRC capacity to support MRCS in specific technical areas not available in-country | x | | 50% |
| 1.1.5 Undertake a security assessment in the northern areas of Rakhine State | x | | 100% |
| 1.1.6 Organize refresher training, including in security and logistics, for MRCS personnel deploying to the northern areas of Rakhine State | | x | 25% |
| 1.1.7 Mobilize supplies and equipment closer to the northern areas of Rakhine State | x | | 65% |
| 1.1.8 Mobilize vehicles and temporary storage capacity closer to the northern areas of Rakhine State | x | | 25% |
| 1.1.9 Replenish non-food relief items released from MRCS preparedness stocks | x | | 50% |
| Progress towards outcomes | | | |
| <p>Following the DREF allocation, and with additional support from the ICRC, MRCS has so far undertaken some readiness measures that will enable a swift as soon as access is granted. In this regard, an operational hub was established in Maungdaw on 1 March and a staff member appointed in mid-February to lead MRCS coordination at the field level. Procurement of office supplies and IT equipment for the hub is underway.</p> <p>Furthermore, MRCS has started to mobilize Red Cross volunteers in Maung Taw, and held advocacy meetings with local authorities in Maungdaw to prepare access and for response. IFRC supported MRCS for the readiness efforts through mobilization of personnel from its offices in Yangon and Sittwe. The support includes a joint MRCS-IFRC security assessment, which was conducted on 16 to 20 January prior to the establishment of the hub. During the second half of February, IFRC also deployed its Asia Pacific Regional migration coordinator to support MRCS headquarters team in Yangon on aspects of this operation as well as the displacement agenda at large. Finally, MRCS has initiated the procurement of 200 family kits via the IFRC Regional Logistics Unit (RLU) in Kuala Lumpur to replace those dispatched from preparedness stocks.</p> | | | |

| | | | |
|--|--|---------------|------------------------------|
| Outcome 2: Assessment and analysis is used to inform the design and implementation of the operation. | Outputs | | % of achievement |
| | Output 2.1: Needs assessments are conducted and response plans updated according to findings. | | 22% |
| Activities | Is implementation on time? | | % progress (estimate) |
| | Yes (x) | No (x) | |
| 2.1.1 Mobilize MRCS staff and volunteers for assessments | | x | delayed |
| 2.1.2 Organize refresher assessment training for MRCS staff and volunteers, ensuring compatibility with ICRC approach to facilitate joint operations where feasible. | | x | delayed |
| 2.1.3 Undertake joint MRCS-ICRC assessments to determine specific needs of communities | | x | delayed |
| 2.1.4 Develop an evolving response plan, following a Movement approach, with activities that will meet identified community needs | x | | 90% |
| Progress towards outcomes | | | |
| <p>The ICRC was provisionally given the greenlight to access the area of the ongoing ‘clearance operations’ in the northern parts of Maungdaw in mid-November 2016, but authorities have continued to invoke security concerns to postpone actual access. As such, MRCS and its Movement partners have not yet been able to carry out assessments outside Maungdaw and Buthidaung townships. However, during February, state-level Movement dissemination and dialogue was held with the Community Social Organization in Sittwe. In addition, coordination and advocacy meetings with township disaster management committee members, including the chairman of General Administration Department (GAD), the police, the medical officer and the education officer.</p> | | | |
| Challenges | | | |
| <p>Access constraints have made it difficult for any actor, including MRCS, to operate in the affected areas. As such the most affected parts in northern areas of Rakhine are yet to be reached for independent assessments. Nevertheless, the Movement is ready to conduct assessments as soon as access restrictions are lifted.</p> <p>It is due to the access challenge that MRCS has requested a three-month extension of this DREF operation's timeframe. The extension will enable the National Society to maintain adequate readiness for rolling out a response operation – starting with needs assessments – as soon as access is granted.</p> | | | |

Reference documents



Click here for:

[Emergency Plan of Action \(EPoA\)](#)

[Interim Financial Report](#)

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How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives,
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.

Disaster Response Financial Report

MDRMM008 - Myanmar - Complex Emergency

Timeframe: 19 Jan 17 to 19 Apr 17

Appeal Launch Date: 19 Jan 17

Interim Report

Selected Parameters

| | | | |
|-------------------------|----------|-----------|----------|
| Reporting Timeframe | 2017/1-2 | Programme | MDRMM008 |
| Budget Timeframe | 2017/1-4 | Budget | APPROVED |
| Split by funding source | Y | Project | * |
| Subsector: | * | | |

All figures are in Swiss Francs (CHF)

I. Funding

| | Raise humanitarian standards | Grow RC/RC services for vulnerable people | Strengthen RC/RC contribution to development | Heighten influence and support for RC/RC work | Joint working and accountability | TOTAL | Deferred Income |
|--------------------------------------|------------------------------|---|--|---|----------------------------------|--------|-----------------|
| A. Budget | | | 69,653 | | | 69,653 | |
| B. Opening Balance | | | | | | | |
| Income | | | | | | | |
| <u>Other Income</u> | | | | | | | |
| <i>DREF Allocations</i> | | | 69,653 | | | 69,653 | |
| C4. Other Income | | | 69,653 | | | 69,653 | |
| C. Total Income = SUM(C1..C4) | | | 69,653 | | | 69,653 | |
| D. Total Funding = B +C | | | 69,653 | | | 69,653 | |

* Funding source data based on information provided by the donor

II. Movement of Funds

| | Raise humanitarian standards | Grow RC/RC services for vulnerable people | Strengthen RC/RC contribution to development | Heighten influence and support for RC/RC work | Joint working and accountability | TOTAL | Deferred Income |
|---|------------------------------|---|--|---|----------------------------------|--------|-----------------|
| B. Opening Balance | | | | | | | |
| C. Income | | | 69,653 | | | 69,653 | |
| E. Expenditure | | | -117 | | | -117 | |
| F. Closing Balance = (B + C + E) | | | 69,536 | | | 69,536 | |

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| Split by funding source | Y | Project | * |
| Subsector: | * | | |

All figures are in Swiss Francs (CHF)

III. Expenditure

| Account Groups | Budget | Expenditure | | | | | TOTAL | Variance |
|---|---------------|------------------------------|---|--|---|----------------------------------|---------------|---------------|
| | | Raise humanitarian standards | Grow RC/RC services for vulnerable people | Strengthen RC/RC contribution to development | Heighten influence and support for RC/RC work | Joint working and accountability | | |
| | A | | | | | B | A - B | |
| BUDGET (C) | | | | | | 69,653 | 69,653 | |
| Relief items, Construction, Supplies | | | | | | | | |
| Shelter - Relief | 6,864 | | | | | | | 6,864 |
| Construction Materials | 1,016 | | | | | | | 1,016 |
| Clothing & Textiles | 5,238 | | | | | | | 5,238 |
| Utensils & Tools | 1,600 | | | | | | | 1,600 |
| Other Supplies & Services | 1,282 | | | | | | | 1,282 |
| Total Relief items, Construction, Sup | 16,000 | | | | | | | 16,000 |
| Land, vehicles & equipment | | | | | | | | |
| Computers & Telecom | 1,600 | | | | | | | 1,600 |
| Total Land, vehicles & equipment | 1,600 | | | | | | | 1,600 |
| Logistics, Transport & Storage | | | | | | | | |
| Storage | 9,000 | | | | | | | 9,000 |
| Distribution & Monitoring | 3,000 | | | | | | | 3,000 |
| Transport & Vehicles Costs | 900 | | | | | | | 900 |
| Total Logistics, Transport & Storage | 12,900 | | | | | | | 12,900 |
| Personnel | | | | | | | | |
| International Staff | 5,000 | | | | | | | 5,000 |
| National Society Staff | 3,900 | | | | | | | 3,900 |
| Volunteers | 8,092 | | | | | | | 8,092 |
| Total Personnel | 16,992 | | | | | | | 16,992 |
| Workshops & Training | | | | | | | | |
| Workshops & Training | 7,500 | | | | | | | 7,500 |
| Total Workshops & Training | 7,500 | | | | | | | 7,500 |
| General Expenditure | | | | | | | | |
| Travel | 7,560 | | | 110 | | | 110 | 7,450 |
| Information & Public Relations | 300 | | | | | | | 300 |
| Office Costs | 1,800 | | | | | | | 1,800 |
| Communications | 750 | | | | | | | 750 |
| Total General Expenditure | 10,410 | | | 110 | | | 110 | 10,300 |
| Indirect Costs | | | | | | | | |
| Programme & Services Support Recove | 4,251 | | | 7 | | | 7 | 4,244 |
| Total Indirect Costs | 4,251 | | | 7 | | | 7 | 4,244 |
| TOTAL EXPENDITURE (D) | 69,653 | | | 117 | | | 117 | 69,536 |
| VARIANCE (C - D) | | | | 69,536 | | | 69,536 | |