

DREF Operation Final Report

Myanmar: Floods

DREF n° MDRMM007	GLIDE n° FL-2016-000058-MMR
Final Report	Period covered: 19 August to 31 December 2016
Date of issue: 13 April 2017	Operation start date: 18 August 2016
Amount allocated from DREF: CHF 317,098	N° of people assisted: Approximately 12,875 (2,575 families)
Host National Society presence: Myanmar Red Cross Society (MRCS) has one national head office and 334 branches with 30,000 active volunteers and 321 staff.	
Red Cross Red Crescent Movement partners actively involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC), International Committee of the Red Cross (ICRC), Danish Red Cross and Qatar Red Crescent Society.	
Other partner organizations actively involved in the operation: UN OCHA, Save the Children, WFP, government departments of Relief and Resettlement Department, General Administration Department.	

A. Situation analysis

Description of the disaster

Monsoon rains in the last week of July 2016 brought extensive flooding in several townships of Ayeyarwarddy, Bago, Magway, Mandalay, Sagaing and Yangon regions and parts of Kachin State. The Relief and Resettlement Department (RRD) reported on 16 August 2016 that at least 474,560 people were displaced from their homes due to the floods.

State and local governments led the flood response. Vulnerable areas along river banks were sandbagged and populations at risk evacuated. The affected people were provided with food, water, relief items, cash and some construction materials. The National Emergency Operations Centre was not activated, so the response was mostly managed at state/regional level. The government coordinated with Myanmar Red Cross Society (MRCS) and civil society organizations in conducting evacuations and providing humanitarian services.



Cash distribution in Zeegonekyun village, Myanaung township Ayeyarwarddy Region (Photo: MRCS)

Summary of current response

Overview of Host National Society

MRCS mobilized 700 Red Cross volunteers (RCVs) for its response operation aimed at addressing the needs of people affected by the floods. The volunteers assisted in evacuation, setting up temporary camps, providing first aid services as well as psychosocial support and distribution of drinking water and purification tablets, cooked food, clothes, tarpaulins, hygiene parcel and other relief items as well as assisting in delivering cash assistance. Red Cross branches across all six affected regions reached over 90,000 people with relief items while supporting the authorities in evacuating over 378,000 people. MRCS operation office coordinated with the local RCVs to implement the activities. The MRCS team conducted damage and needs assessment (DANA) to ensure that the operation was based on the needs of affected population.

Movement coordination

Movement coordination meetings were held during the operation, in which updates were provided to the Movement partners. MRCS and International Federation of Red Cross and Red Crescent Societies (IFRC) worked jointly in assessments – including analysis of secondary data and development of a response plan. The International Committee of the Red Cross (ICRC) supported the provision of visibility material for volunteers. Danish Red Cross and Qatar Red Crescent Society provided bilateral support of the MRCS overall plan.

Coordination with other stakeholders

Throughout the operation, MRCS and IFRC shared information and updates with RRD and UNOCHA. At the township and state level, MRCS coordinated with the local authorities, especially the General Administration Department (GAD). IFRC, on behalf of MRCS, participated in meetings of the Humanitarian Country Team (HCT).

B. Operational strategy and plan

Overall objective

The objective of the operation was to ensure that the urgent needs of at least 12,875 flood-affected people (2,575 families) were met through the provision of hygiene parcels and unconditional cash. The objective was achieved as 2,575 families received multipurpose cash grants, with 2,091 of them having already received hygiene parcels while they were in evacuation centres.

Adopted strategy

To address the needs of affected people, MRCS launched its operational response plan aiming to cover five regions with 21 townships. The IFRC, upon request of the MRCS, allocated CHF 317,098 from the [disaster relief emergency fund \(DREF\)](#) on 19 August to support the National Society response plan aimed at meeting the immediate humanitarian needs affected populations. An adjustment of budget lines – due to increased focus on multipurpose cash grants – was made and communicated through operation through the [DREF operations update #1](#) issued on 4 October. A one-month extension of timeframe was made, through [DREF operations update #2](#), to allow the completion of cash transfers and linked community awareness sessions in Bago.

Of the total amount allocated, **CHF 249,357** was utilized for the operation. The **balance of CHF 67,741** will be returned to the DREF pool. [<click here for the final financial report>](#)

The distribution of 2,091 hygiene parcels targeted displaced households in affected communities mainly in Ayeyarwady and Bago, targeting families that were accommodated in temporary sites such as schools, monasteries and churches. Subsequently, these families plus 484 others were provided with multipurpose cash grants worth MMK 100,000 (CHF 85) per family for them to cover various household needs, bringing the total number to 2,575 families.

Logistics and supply chain

Logistics activities aimed to effectively manage the supply chain, including procurement, storage and transportation of hygiene parcels to distribution sites. Implementation of activities utilized logistics capacity of the MRCS and the IFRC Myanmar Country Office. Procurement of hygiene parcels (as per local specification) was done locally following IFRC procurement procedures. MRCS utilized a combination of its own fleet for its personnel and in some cases rented commercial transportation for transfer of hygiene parcels to distribution sites. The IFRC Regional Logistics Unit (RLU) in Kuala Lumpur provided technical support to the MRCS, through the IFRC Myanmar Country Office, as needed.

C. Detailed operational implementation

Food security, nutrition and livelihoods

Needs analysis: Over the weeks that followed the initial flooding, it was observed that the swelling of rivers would recede quicker than earlier projected. With floodwater having receded, all temporary shelters were closed on 28 August and affected people returned to their villages. Cash transfers were, therefore, deemed the most appropriate to support the affected people to meet urgent household needs and to quickly get back on their feet as they returned to their homes.

Population assisted: A total of 2,575 families were provided with unconditional cash transfers.

Food security, nutrition and livelihoods
Outcome 1: Immediate needs of the disaster affected population are met

Output 1.1: Unconditional cash transfers are provided to the target population

Activities implemented:

- 1.1.1 Conduct rapid emergency needs and capacity assessments
- 1.1.2 Develop beneficiary targeting strategy and registration system to deliver intended assistance
- 1.1.3 Conduct awareness/information sessions with appropriate CEA messages among targeted population
- 1.1.4 Disburse cash to 2,575 households
- 1.1.5 Post-distribution monitoring

Achievements

The DREF allocation supported the provision of unconditional cash grants in Bago (West) and Ayeyarwady. In consultation with township disaster management committees, and following assessments by RCVs, 2,575 households in 31 villages of Letpandan, Moenyo, Myanaung and Tharbaung townships were selected. Subsequently, MRCS developed a beneficiary targeting strategy, including selection criteria.

As per the criteria, the following conditions needed to be met for a household to qualify for assistance:

- Must be of permanent residents of the affected area;
- Had lost animals, land, farms or house was totally or partially damaged by the floods;
- Did not have own land or a daily worker;
- Had not received assistance – in cash or in-kind – worth Myanmar Kyats (MMK) 150,000 from the authorities, NGO, INGO or other social and humanitarian organizations.



Cash distribution in Singyun village of Myanaung township, Ayeyarwady Region (Photo: MRCS)

In addition, households which matched the following criteria could also benefit:

- With an elderly member (aged 65 years or above);
- Female-headed;
- With member(s) with a disability;
- With member(s) with chronic illness;
- With pregnant member(s);
- With lactating member(s);
- With two or more children aged up to 12 years.

Other considerations included families whose heads had been rendered jobless by the floods, families which lost their main source of income and livelihood, and families with member(s) who had been injured or killed by the floods.

Prior to kicking off cash transfers, MRCS facilitated the formation of village recovery committees (VRCs) composed of members from affected communities. Formation of the VRCs was preceded by advocacy and community engagement meetings in each village, facilitated by RCVs who had received cash transfer programming (CTP) training during the 2015 floods operation. During the sessions, the trained RCVs explained the roles and responsibilities of VRCs and guided community members to understand the selection criteria, the selection process and the feedback mechanism through which they could communicate their grievances or report any cases of concern.

With selection of target households completed and VRCs having mobilized the communities, MRCS disbursed unconditional cash grants to 2,575 households in the selected 31 villages of Letpandan, Moenyo, Myanaung and Tharbaung townships. Each family received a cash grant of MMK 100,000. The value of the cash package was based on the minimum wage of MMK 3,000 per day – translating to MMK 90,000 per month – plus an extra MMK 10,000. The extra amount has been included based on lessons from the 2015 floods intervention.

MRCS headquarters, together with IFRC, undertook monitoring to ensure that cash disbursement were done in accordance with the National Society's standard operating procedures for CTP and that the target population had indeed received assistance and were aware of the feedback mechanism in place for communicating their grievances or reporting any cases of concern.

For more details on community engagement and accountability, see 'Quality programming' section

Impact

Post distribution monitoring (PDM) was conducted by local RCVs who gained previous experience with PDM tools during previous CTP interventions. The PDM captured some visible results of the assistance. Specifically, of the 2,575 households that received cash, 1,700 (66 per cent) used the cash to obtain food, 59 (2.3 per cent) started their own grocery shops – as livelihood ventures - 162 (6.3 per cent) renovated their damaged houses, 471 (18.3 per cent) settled debts and 183 (7.1 per cent) bought solar panels/lights to enable their children to study at night.

Water, sanitation, and hygiene promotion

Needs analysis: Initially it had been anticipated that there would be a significant need for hygiene-related non-food items and safe water. However, as floodwater receded quicker than projected and all temporary shelters were closed on 28 August, there was no significant need for hygiene-related items.

Population assisted: A total of 2,091 families were provided with hygiene parcels.

Water, sanitation, and hygiene promotion

Outcome 2: Immediate reduction in risk of waterborne and water related diseases in targeted communities.

Output 2.1: Hygiene-related goods (NFIs) are provided to the target population.

Activities implemented:

2.1.1 Distribute hygiene kits

Achievements

A total of 2,091 families were provided with hygiene parcels during the emergency phase. The distributions reached mainly families that were accommodated in temporary sites such as schools, monasteries and churches.

The following is the list of items included in each of the hygiene parcels:

No	Item description	Quantity
1	Sanitary napkin	1 packet
2	Tooth brush	5 pieces
3	Tooth paste	1 piece
4	Towel	5 pieces
5	Bath soap	1 piece
6	Laundry soap	1 bar
7	Tissue roll	2 rolls
8	Detergent powder	1 packet
9	Plastic cup for drinking	2 cups
10	Hair brush or comb	1 piece
11	Cardboard carton box	1 box

Hygiene promotion messages were incorporated during the distribution. Dissemination of hygiene messages was facilitated by RCVs who had received training during the 2015 floods operation.

Impact

In most instances, people fleeing a flood-affected carry very few personal belongings due to weight limitations. The MRCS hygiene parcels provided the families with the necessary items to cover hygiene basic needs for 3 to 4 weeks. The hygiene parcel was specifically designed in terms of content and size, for families accommodated in temporary sites for a short period with access to water and sanitation facilities. Access and adequate use of hygiene items contributes to reducing the risk of waterborne and water-related diseases.

Quality programming

Outcome 3: Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation

Output 3.1 Needs assessments are conducted and response plans updated according to findings

Activities implemented:

3.1.1 Mobilize staff and volunteers for assessments (including Movement Partners' resources)

3.1.2 Undertake assessments to determine specific needs of beneficiaries

3.1.3 Develop detailed response plans with activities that will meet identified beneficiary needs

Output 3.2 Additional assistance is considered where appropriate and incorporated into the plan

Activities implemented:

3.2.1 Ensure that any adjustments to initial plans are informed by continuous assessment of needs

Output 3.3 Mechanisms are in place to facilitate two-way communication with and ensure transparency and accountability to disaster-affected people

Activities implemented:

3.3.1 Provide appropriate information, including on the scope and content of projects, to disaster-affected people

3.3.2 Ensure that affected people can deliver feedback on the programmes and report any complaints, in confidence, and that such are actioned by MRCS and its partners

Output 3.4 Management and delivery of the operation is informed by an appropriate monitoring and evaluation system

Activities implemented:

3.4.1 Develop and utilize an appropriate M&E system to support monitoring of the operation progress

Conduct one lessons-learnt workshop

Achievements

The plan was adjusted based on continuous analysis of needs and context. It is based on this that there was a shift from providing in-kind (items) support to cash transfers. In addition, MRCS branches, headquarters and IFRC together undertook monitoring to ensure that cash disbursement were done in accordance with the National Society's SOPs, that assistance had been delivered in the appropriate manner and that a feedback mechanism was in place. Furthermore, PDM was conducted after cash transfers.

The feedback mechanism set up for facilitating community engagement and accountability (CEA) comprised of two channels: a dedicated phone line and RCVs tasked to receive feedback from community members as well as verify distributions. In addition, community members were also informed that they could go to MRCS branch offices to ask questions, make complaints or provide feedback. Overall, the mechanism worked well for the programme, with over 80 messages received and documented in the feedback log. There were concerns by the community at the start of the programme because of a lack of understanding of CTP given that this was a relatively new modality in some of these communities; both VRCs and cash recipients had not received cash assistance or heard about it before. RCVs undertook outreach activities by paying personal visits to VRCs in villages that requested for further explanation on the CTP modality or had other concerns documented in the feedback log. Most of the complaints received were from one village in Moeny township of Bago (West) Region. The complaints received related to individuals complaining about not being in the beneficiary lists. MRCS teams undertook outreach activities during which they determined that the complaints were because of misunderstanding of the beneficiary selection criteria. Once the criteria were clarified, there were no further complaints from the village.

Lessons learned

Although a lessons-learned workshop was not held, effort was made to obtain feedback from RCVs and staff involved in the response. The IFRC Country Office also held meetings with the MRCS headquarters team to review what worked well and to identify areas to be improved in future interventions.

Assessment tool: It was acknowledged that the MRCS rapid assessment tool – damage analysis and needs assessment (DANA) form – needed to be revised and updated to reflect a multi-sector approach, to capture information on markets conditions and to highlight the potential for CTP at the early phase of interventions.

Communication: Communication systems are normally disrupted after heavy rains and storms cause flooding. In many cases, RCVs cannot use their mobile phones to communicate with the headquarters due to disrupted services. For instance, RCVs in Bago (West) – which is approximately a four-hour drive from Yangon – had to travel long distances to reach an area with network coverage to send updates and reports to the headquarters. This meant that information took time to reach decision-makers. It is worth to invest in reliable communication systems at the branch level to ensure timely relay of information that is crucial for decision-making, and a swifter response.

Training: The cash transfer programme was built on MRCS previous experience with unconditional cash transfers in the 2015 floods response, conditional cash transfers during the Cyclone Nargis operation, and cash preparedness support by the American Red Cross. This demonstrated the value of investing in preparedness and capacity development. Learning from the investment in enhancing CTP capacity, similar efforts need to be put in enhancing the capacity of RCVs and staff in reporting systems and conducting assessments.

Staffing: During 2016, MRCS had limited staff for disaster response, i.e. only one disaster management officer and two EOC officers. These proved to be insufficient to properly manage this response operation. In future operations, there is a need to ensure that staff costs are included in the DREF operation budget.

Reference documents



Click here for:

- [EPoA](#)
- [DREF Update 1](#)
- [DREF Update 2](#)
- [Financial Report](#)

Contact information

In Myanmar Red Cross Society, Yangon:

- ✓ U Khin Maung Hla, secretary general; email: ed-mrcs@myanmarredcross.org.mm
- ✓ Daw San San Maw, director of disaster management department; email: dm1@myanmarredcross.org.mm

In IFRC Country Office, Yangon:

- ✓ Araceli Lloret, acting head of country office; email: araceli.lloret@ifrc.org

In IFRC Asia Pacific Regional Office, Kuala Lumpur:

- ✓ Martin Faller, deputy regional director; email: martin.faller@ifrc.org
- ✓ Nelson Castano, head of disaster and crisis unit (DCPRR); email: nelson.castano@ifrc.org
- ✓ Necephor Mghendi, operations coordinator; mobile: +60-122-246-796; email: necephor.mghendi@ifrc.org

For resource mobilization and pledge enquiries:

- ✓ Diana Ongiti, relationship manager, emergencies; diana.ongiti@ifrc.org

For communications enquiries:

- ✓ Patrick Fuller, communications manager; mobile: +60-122-308-451; email: patrick.fuller@ifrc.org

For planning, monitoring, evaluation and reporting (PMER) enquiries

- ✓ Clarence Sim, PMER Coordinator; email: clarence.sim@ifrc.org

In IFRC Geneva:

- ✓ Cristina Estrada, response and recovery lead; cristina.estrada@ifrc.org
- ✓ Susil Perera, senior officer, response and recovery; phone: +412 2730 4947; email: susil.perera@ifrc.org

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

MDRMM007 - Myanmar - Floods

Timeframe: 18 Aug 16 to 31 Dec 16

Appeal Launch Date: 18 Aug 16

Final Report

Selected Parameters

Reporting Timeframe	2016/8-2017/2	Programme	MDRMM007
Budget Timeframe	2016/8-2016/12	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			317,098			317,098	
B. Opening Balance							
Income							
<u>Other Income</u>							
<i>DREF Allocations</i>			317,098			317,098	
C4. Other Income			317,098			317,098	
C. Total Income = SUM(C1..C4)			317,098			317,098	
D. Total Funding = B + C			317,098			317,098	

* 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			317,098			317,098	
E. Expenditure			-249,357			-249,357	
F. Closing Balance = (B + C + E)			67,741			67,741	

Disaster Response Financial Report

MDRMM007 - Myanmar - Floods

Timeframe: 18 Aug 16 to 31 Dec 16

Appeal Launch Date: 18 Aug 16

Final Report

Selected Parameters

Reporting Timeframe	2016/8-2017/2	Programme	MDRMM007
Budget Timeframe	2016/8-2016/12	Budget	APPROVED
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)				317,098			317,098	
Relief items, Construction, Supplies								
Water, Sanitation & Hygiene	12,000			10,776		10,776	1,224	
Cash Disbursement	218,875			204,356		204,356	14,519	
Total Relief items, Construction, Sup	230,875			215,132		215,132	15,743	
Logistics, Transport & Storage								
Distribution & Monitoring	18,000						18,000	
Transport & Vehicles Costs	4,325			1,218		1,218	3,107	
Total Logistics, Transport & Storage	22,325			1,218		1,218	21,107	
Personnel								
International Staff				7,306		7,306	-7,306	
National Society Staff	7,800			3,244		3,244	4,556	
Volunteers	10,275			3,736		3,736	6,539	
Total Personnel	18,075			14,286		14,286	3,789	
Workshops & Training								
Workshops & Training				308		308	-308	
Total Workshops & Training				308		308	-308	
General Expenditure								
Travel	24,000			2,093		2,093	21,907	
Information & Public Relations				26		26	-26	
Office Costs				546		546	-546	
Communications	2,200			162		162	2,038	
Financial Charges	270			306		306	-36	
Other General Expenses				16		16	-16	
Shared Office and Services Costs				46		46	-46	
Total General Expenditure	26,470			3,195		3,195	23,275	
Indirect Costs								
Programme & Services Support Recove	19,353			15,219		15,219	4,134	
Total Indirect Costs	19,353			15,219		15,219	4,134	
TOTAL EXPENDITURE (D)	317,098			249,357		249,357	67,741	
VARIANCE (C - D)				67,741		67,741		