

DREF Final Report

Myanmar: Complex Emergency

DREF n° MDRMM008	Date of issue: 30 November 2017
Operation start date: 20 January 2017	Operation end date: 19 July 2017
N° of people assisted: 1,000	Amount allocated from DREF: CHF 69,653
Host National Society presence: The Myanmar Red Cross Society (MRCS) has 40,000 active volunteers and 630 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: The MRCS is working closely with the International Committee of the Red Cross (ICRC) and the International Federation 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.	

A. Situation analysis

Description of the crisis

In the beginning of October 2016, an upsurge of violence in the northern area of Myanmar's Rakhine State led to mass displacement amongst the local population. The violence took place against a backdrop of decades of protracted tension and intercommunal violence between Rakhine and Muslim communities in Rakhine.

The violence was sparked by a series of coordinated attacks on 9 October on border police stations in Maungdaw and Rathedaung townships, located in the northern area of Rakhine State. The attacks triggered an immediate response from security forces in Myanmar, which resulted in access to these areas being denied for humanitarian organizations and the media.

This however was relaxed in mid – April 2017. An estimated 120,000 people from Maungdaw district affected by the communal violence fled their homes to either Bangladesh or other safer areas within northern and central areas of Rakhine state.

During the second quarter of 2017, the humanitarian situation related to violence in northern Rakhine remained tense especially in north and south of Maungdaw where reports of murders, killings, and kidnappings/ disappearance of targeted individuals continued. Reported killings and/or arrests of community members in North and South of Rakhine were still common between Maungdaw and Buthidaung, thus posing a threat to free access and information gathering. In May 2017, there were reports of bomb blasts in Buthidaung township raising fears that some people may have been attempting to make home-made bombs.

The authorisation to travel for INGO staff in Rakhine state gradually improved, with a caveat that international staff could only access Maungdaw township village communities when accompanied by an official from a relevant ministry. However, these access constraints were later eased by the local authorities. This has enabled more rapid assessments to be carried out by different humanitarian agencies in the district.

During the implementation of this DREF, northern part of Rakhine state, especially the townships of Maungdaw and Buthidaung, were among the coastal areas of Myanmar that was affected by Cyclone Mora between 29-30 May 2017. Over 14,482 houses were partially or fully damaged in the Maungdaw and Buthidaung townships and 1,630

houses damaged in the Sittwe, Minbya and Rathedaung townships. As a result, MRCS with support of IFRC, requested another DREF allocation of CHF 83,397 to support its emergency response efforts covering 1,000 households (5,000 people) in most affected townships of Maungdaw (500 households), Minbya (300 households) and Buthidaung (200 households) located in both the northern and central areas of Rakhine state. The operation¹ which provided relief items; family kits, hygiene parcels, dignity kits and unconditional cash specifically for Minbya township ended on 30 September 2017. MRCS response to Cyclone Mora had an impact on this operation and led to a shift in priority amid growing operational challenges.

Overview of Host National Society

Myanmar Red Cross Society, had in the early days of the crisis, worked closely with the ICRC, and with support from 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). This was done through the provision of essential items such as drinking water, mosquito nets, kitchen sets, hygiene kits and tarpaulins. The branches in Rakhine state had placed their staff and volunteers on high alert and in coordination of the Emergency Operational Centre (EoC). Emergency response teams (ERTs) as well as emergency community volunteers were mobilized.

MRCS used the Movement-wide approach and ICRC was the main partner supporting MRCS through joint operations in the delivery of assistance to people affected by the crisis. The IFRC mainly supported MRCS preparedness for emergency response through the replenishment of preparedness stocks

released from the National Society's warehouses and also conducted a rapid community assessment that identified village locations in Maungdaw that would possibly help scale up MRCS service delivery/operations in the northern areas of Rakhine state.



Myanmar Red Cross Society (MRCS) volunteers being trained by programme staff in use of Multi-Sectoral Assessment and Needs Analysis (MANA) form in Maungdaw Township, Northern Rakhine, June 2017. (Photo: MRCS)

Overview of Red Cross Red Crescent Movement in country

The existing Movement coordination mechanisms in both central and Northern Rakhine were active with all parties sharing information on reviewing the evolving contexts, updating each other on the progress of ongoing programme implementation and sharing opportunities for joint planning. In Maungdaw township, joint Movement coordination meetings were conducted on 16 – 17 May 2017 during which participants got a better understanding of the evolving security and humanitarian context in Northern Rakhine. A review of MRCS volunteer capacity noted that despite limited branch leadership and programme activities, there was a presence of volunteers and some members of the Executive Committees that could be activated to support planned movement humanitarian interventions in the sub-region.

In Sittwe, monthly Movement coordination meetings took place both formally and informally. The meetings involved MRCS state branch leadership and Rakhine Special Programme (RSP) personnel. The meetings are the platform of information sharing and contribute to the Movement agenda within the state.

During the coordination meetings, Movement partners shared updates on security situation developments and how they impacted the programme activities including DREF, the steps that needed to be taken, shared leadership in managing communications, schedules and management of key Movement visitations/field trips, challenges and common approach to planning that eased humanitarian service delivery in the state.

At the invitation of ICRC, the MRCS programme coordinator and IFRC programme delegate joined an ICRC organised field visit on 27 and 28 June 2017 to their project areas in Northern Maungdaw. The objective of MRCS and IFRC joint field visit was to have an understanding of and conduct a rapid assessment on different community settings, the extent of damages from Cyclone Mora along the routes in northern areas of Maungdaw township and explore opportunities to identify village communities in which MRCS would potentially target for 2018 operational

¹ MDRMM009 – plans and reports from this operation can be accessed [here](#).

planning. It was also observed that the damage by Cyclone Mora on both private and public buildings along the road was huge.

The Movement coordination mechanisms are functional at both levels at strategic (in Yangon) and operational (in Sittwe/Maungdaw) levels. The coordination in Yangon includes tripartite strategic components comprising of the MRCS president, ICRC head of delegation and IFRC head of country office. At the operational level in Sittwe and occasionally in Maungdaw, the Movement teams planned for, attended, recorded and shared proceedings of monthly meetings. Key outcomes from the coordination meetings were that, duplication of field activities was avoided, delivery of services was faster and efficient due to shared resources and in the eyes of the local community, the strength of working together as a Movement was demonstrated.

MRCS, ICRC and IFRC have increased their individual and often collective attendance and participation in inter-agency meetings of the Humanitarian Country Team (HCT) and cluster meetings where information on the prevailing humanitarian context, assistance and future plans are shared for cost-effective emergency planning and response. In Northern Rakhine, MRCS, ICRC and IFRC also attended the monthly coordination meetings which were chaired by the District Commissioner (Maungdaw).

Overview of non-RCRC actors in country

The Movement continued to engage with the authorities at state and national levels. At the state level and Northern Rakhine levels, the local authorities have been engaged in securing travel authorisations to target communities, the identification of villages for needs assessment and the promotion of Red Cross ideals in accordance with the Fundamental Principles and other Movement policies. As part of international community's efforts to increase acceptance and gain trust among local authorities, the Movement has been instrumental in sharing information on field activities conducted as a matter of government policy requirement.

According to the Myanmar Humanitarian Country Team (HCT), events in the country warranted a renewed focus on humanitarian advocacy and communication to ensure effective response to humanitarian needs in the country. In Northern Rakhine, MRCS joined the HCT and conducted advocacy workshops mainly targeting line ministries on a one-to-one basis in order to promote understanding of the Red Cross in a rapidly changing humanitarian landscape. This strategy and action plan was also embraced by the Humanitarian Advocacy and Communications Group (HACG) to further enhanced effective and principled humanitarian assistance for the communities affected by various disasters in the country.

Needs analysis and scenario planning

The main purpose of this DREF was to replenish the MRCS disaster preparedness (DP) stocks in Maungdaw township warehouse, to facilitate its readiness to respond to emergencies and to conduct MRCS-ICRC joint assessments that would inform design of programmes to meet actual needs of affected population.

The need to replenish the DP stocks was acute as Maungdaw township which was the centre of northern areas of Rakhine state had since witnessed a major disaster that required response using the prepositioned DP stocks, Cyclone Mora, which occurred in May 2017.

Detailed MRCS-ICRC joint needs assessment in affected communities was delayed mainly due to security. More support will be needed to supplement current advocacy efforts to increase the level of security. Meanwhile, lessons learned from this disaster were that Maungdaw township remained not only the most vulnerable district in Rakhine state but also an area with a complex humanitarian working environment that required a thorough analysis of population dynamics.

Risk Analysis

There were notable risk factors that limited the implementation of this DREF in the northern areas of Rakhine state, key among them was increased violence in the area of implementation. This was a risk that was highlighted earlier in the Emergency Plan of Action under scenario # 2 of the risk assessment which stated that "The violence remains contained between armed actors and security forces, the situation either continues or escalates to affect a wider swathe in the northern area of Rakhine state, resulting in a steady increase in the communal violence with protracted needs".

As a result, MRCS cancelled a volunteer joint training scheduled to take place in Maungdaw between 6-9 July 2017, and asked its MRCS programme coordinator based in Maungdaw to temporarily return to Sittwe. Consequently, the IFRC programme delegate who was also located in Maungdaw at the time returned to Sittwe. These incidents of violence have continued to underline fears among some MRCS volunteers for their safety and security in Rakhine state.

Cyclone Mora occurred and another DREF was launched effective 9 June 2017 for response in Maungdaw, Buthidaung and Minbya townships. Cyclone Mora response efforts affected the implementation of this operation as MRCS had a limited human resource capacity.

B. Operational strategy and plan

Overall Objective

The overall objective of this DREF operation was 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 was granted.

The impact of this DREF is evidenced by an increased number of volunteers recruited in Maungdaw township branch that have been able to respond to fires, Cyclone Mora and participate in ICRC field relief activities. The deployment of the MRCS Programme Coordinator and IFRC Programme Delegate in Maungdaw also raised the profile of MRCS as active and present among the local communities and authorities through meetings, engaging in dialogue and advocacy. IFRC supported MRCS in reporting, designing and use monitoring tools as well as disseminated the role and mandate of MRCS through meetings with local authorities and international humanitarian agency personnel. The 200 units of family kits replenished as DP stock in Maungdaw later helped in timely response to current new temporary displacement in Maungdaw.

The DREF outcomes were only achieved by 65 per cent. Although eight (65 per cent) out of the thirteen output activities planned were implemented, four (35 per cent) output activities could not be implemented due to non-favourable weather and security environment of the operation as per below. The activities not implemented were; training MRCS personnel in conflict-sensitive programming and refresher assessment and developing an evolving response plan following Movement approach. The failure to implement the five clusters of activities was due to:

- inadequate MRCS field capacity to proactively plan;
- the occurrence of Cyclone Mora that diverted staff and volunteer attention;
- bad weather in the seasonal calendar that hampered the free movement to and from the northern areas of Rakhine state;
- the deterioration of the security situation in the areas, which escalated fears among volunteers and staff leading to the relocation of key project staff to Sittwe including the IFRC delegate;
- the deterioration of the security situation resulting in limited volunteer involvement in field activities;
- the lack of community participation due to restricted movement; and
- fears for volunteer safety and limited involvement of branch leadership in project cycle management.

To address some of the practical challenges, MRCS branches in and as part of affected communities need to be further supported to enhance their proactive branch leadership role including advocacy for social inclusion.

The planned joint MRCS-ICRC detailed assessment to determine community needs was modified to only include MRCS staff and volunteers in seven villages in Maungdaw in June, 2017. This was against the background that ICRC had earlier been allowed by local authorities, among other INGOs to conduct needs assessments in their ongoing thematic programme villages in Maungdaw since April 2017. The partially implemented activity by MRCS was aimed at providing data for long-term programme planning in the townships.

Due to security concerns that limited access, and to some extent volunteer fears, organizing refresher assessment training for MRCS staff and volunteers that would ensure compatibility with ICRC approach was not conducted.

Proposed strategy

The following were the key strategies for the implementation of this DREF.

- Formulated a Movement Framework of Action (MFoA) that provided context, operational scenarios, priority activities and coordination mechanisms for information sharing and planning.
- Deployment of headquarter staff and Rakhine Special Rakhine Programme staff based on needs/requests from branch offices to review plans, monitor and facilitate implementation of the planned activities including attending Movement coordination meetings in Maungdaw township.
- Engage local leadership through advocacy and dialogue with local leadership and communities on the role of MRCS and its Movement partners in securing allocation of villages for future programme planning and implementation.
- Designed joint multi-sectoral assessment and needs analysis (MANA) tool for easing double work within the Movement partners.
- The timeframe for implementing this DREF had been extended for three months from 19 May to 19 July 2017 to provide more time for completing scheduled activities.

Operational support services

In addition to achievements referred to above, the DREF was supported with joint communication guidelines which were regularly updated and helped control potential misinformation in communicating internally and externally in a rather sensitive working environment. Guidelines on civilian military relations was developed together with ICRC and were shared and disseminated among all delegates, national staff and volunteers in Rakhine state.

Human resources (HR)

In addition to one MRCS Programme Coordinator stationed in Maungdaw to oversee the implementation of the DREF project and the 40 branch volunteers mobilised within the Maungdaw and Buthidaung township branches, IFRC recruited and deployed a Programme Delegate effective 18 April 2017 and he provided technical support in implementation of the DREF mainly on supporting MRCS field staff and volunteers in facilitating validation of assessment tools, volunteer training, designing and guidance on use of monitoring tools, enhancing coordination and cooperation within Movement partners and with government/Inter-Agencies at Sittwe and Maungdaw levels, regular review of DREF workplan and budgets, budget holder responsibilities and reporting among others.

Logistics and supply chain

Logistics activities aim to effectively manage the supply chain, including, procurement, fleet, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

To meet operational needs, MRCS released 200 family kits from its pre-positioned stocks, which were replenished under this DREF. Procurement of family kits was done locally by MRCS and the kits are now stocked in the Maungdaw township branch storeroom.

MRCS existing warehouse capacity was enough to meet operational needs and there was no need to hire additional warehouse capacity. MRCS has an existing long-term framework agreement with transportation companies. These arrangements were used to transport family kits to Rakhine.

MRCS has a strong logistics team in Yangon. IFRC delegates trained the team on IFRC standard logistics procedures during the previous year's operation. Refresher training for staff and volunteers in Rakhine state was planned, but was cancelled due to security constraints. The IFRC AP OLPSM department in Kuala Lumpur extended its technical support to MRCS and the IFRC Myanmar Country Office as needed.

Communications

MRCS, ICRC and IFRC pursued a joint external communication strategy within the spirit of a Movement approach. This was evidenced by issuing Special Note (22 November 2016), a Movement Joint Statement (14 December 2016) and reactive lines/talking points prepared and issued jointly. Under the approach, all Movement staff and volunteers adhered to the official communications guidance provided by the Movement and refrained from making comments or any statements using language that was not in line with the Movement's Fundamental Principles.

Security

IFRC supported MRCS for the readiness efforts through mobilization of personnel from its offices in Yangon and Sittwe. The support included a joint MRCS-IFRC security assessment, which was conducted on 16 to 20 January prior to the establishment of the hub. MRCS continued to enjoy relatively good coordination, especially among the local authorities in pursuit of its auxiliary role in the northern areas of Rakhine state. More support will be need to further increase MRCS' access in the areas.

Planning, monitoring, evaluation, & reporting (PMER)

Monthly review of the DREF's workplan and budget were conducted in order to maximize resource utilization, capture vital information necessary for updates, create a sense of urgency in meeting set targets within the timeframe and coordinate mobilisation of available resources to complete remaining activities as conditions permitted.

Monthly DREF monitoring meetings with MRCS staff both at Yangon and Maungdaw were also held to gather and record key facts and figures related to activities implemented and plan for delayed activities in subsequent months

C. Detailed Operational Plan

Disaster preparedness

Outcome 1: The MRCS is better prepared to respond to immediate needs of people affected violence in northern areas of Rakhine State	Outputs		OU 1 % of achievement	Final % of achievement
	Output 1.1: Emergency response readiness capacity in place and supports the immediate response of MRCS		50%	68%
Activities	Was 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%	60%
1.1.2 Place MRCS staff and volunteers on stand-by for immediate response	x		25%	70%
1.1.3 Mobilize and train MRCS personnel on conflict-sensitive programming, including GBV, and community engagement and accountability		x	25%	25%
1.1.4 Mobilize relevant surge IFRC capacity to support MRCS in specific technical areas not available in-country	x		50%	100%
1.1.5 Undertake a security assessment in the northern areas of Rakhine State	x		100%	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%	40%
1.1.7 Mobilize supplies and equipment closer to the northern areas of Rakhine State	x		65%	80%
1.1.8 Mobilize vehicles and temporary storage capacity closer to the northern areas of Rakhine State	x		25%	40%
1.1.9 Replenish non-food relief items released from MRCS preparedness stocks. (HQ)	x		50%	100%

Achievements

In early March 2017, MRCS with support from ICRC, set up a temporary operational hub within its branch building currently used for both offices and staff accommodation in the Maungdaw township branch. The hub was meant to increase readiness measures in enabling swift response as soon as access to beneficiaries was granted. As part of the branch warehouse system within the same premises, the hub composed of office space with basic furniture, maps, stationary, contacts and profiles for staff, volunteers, stock positions, locations of safety and visibility materials/equipment and temporary night shift volunteer shelter for standby emergency operations. The temporary hub was used to coordinate; emergency relief assistance for people affected by fires that occurred in Pauktaw and Te Chang market in Sitwe on 17 May 2017 and cyclone mora on 29 May 2017 in northern areas of Rakhine state. Due to the damage caused by Cyclone Mora on the branch building that housed offices and the branch decided to temporarily use part of the space for accommodation for a few branch staff displaced by the general effects of cyclone mora in the township

In order to strengthen MRCS branch operational capacity for the operation, both MRCS and IFRC deployed Programme Coordinator effective March 2017 in addition to other headquarter programme staff and a Programme Delegate effective May 2017 respectively to Maungdaw township. As counterparts, they ensured effective coordination with local branch teams, ICRC field offices, government and other UN agencies through established coordination mechanisms, supported volunteer recruitment and training, reviewed workplans and budgets and reported on the planned activities among other responsibilities.

The MRCS field team conducted three community dialogue meetings that attracted 35 members of parliament, RC branch executive committee members, government officials and community based organization staff in Buthidaung and Maungdaw townships. During the dialogue, the humanitarian role of MRCS before and after the communal violence that started in 2012 was articulated with main emphasis on Red Cross fundamental principles.

Furthermore, MRCS branch staff and volunteers conducted three one-to-one advocacy meetings with Maungdaw Township with officers of medical, local administration, police and education during which the newly deployed Programme Coordinator's role and mandate of MRCS in the township were explained in an attempt to facilitate his/MRCS access in the area.

As part of mobilization of supplies, an assortment of 60 T-shirts with Red Cross emblems, rain coats, carry bags, first aid kits, jackets were procured and distributed to 60 volunteers from Maungdaw, Buthidaung and Rathedaung township branches as safety, visibility and protection materials. Personal safety of staff and volunteers was addressed through joint Movement orientation that covered topics like; risk mapping and planning, dissemination on and enforcement of security guidelines through regular briefings and team leadership. The items helped to increase safety, security and visibility of MRCS and its activities in the area. In addition, the repair and use of the MRCS transportation currently located at Ministry of Health in Maungdaw was stopped on the advice of MRCS senior leadership due to the reason that maintaining the old vehicle would not be cost effective. In the meantime, a new motorcycle was instead procured for the Maungdaw-based MRCS Programme Coordinator as part of interim mobilisation of supplies and equipment. The motorcycle has enabled his mobility to mobilise volunteers, monitor branch activities. While in Maungdaw, the IFRC programme delegate used MRCS hired vehicles for his internal movement while transport for the joint filed visit to northern Maungdaw was provided by ICRC.

A total of 200 family kits that had been distributed by MRCS to 200 families affected by violence in Maungdaw were replenished as DP stocks located at Maungdaw branch store.

Challenges

Some activities under output 1.1 were not fully implemented. Mobilization and training of MRCS personnel on conflict-sensitive programming, including GBV, and community engagement and accountability which had been delayed due to factors that included security concerns. Organizing refresher training, including in security and logistics, for MRCS personnel deployed in the areas also did not take off for the same reasons. In both cases preparations had reached advance stage before the activities were cancelled.

During implementation of the DREF, MRCS experienced a number of practical challenges. Key among them were; high volunteer turnover due to frequent displacements caused by violence in the area. This was addressed by recruiting more volunteers adding up from the initial twenty to forty and providing training in personal safety and counselling along with motivating them through training, defining their roles, assigning them regular tasks, creating regular forum for them to interact and express their views.

The standing restrictions on movement of community volunteers to operate in all affected communities on one hand, and the growing fear of community volunteers to work in certain communities in the area on the other, was a hindrance to project implementation. Although this required an integrated long-term community engagement, MRCS had a unique chance to use available Movement competencies and in partnership with local authorities and other stakeholders in addressing the challenge.

Delayed travel authorization to northern areas of Rakhine state that were mandatory and limited access to the field by international staff was a discouraging factor. This was addressed through proactive planning.

Lessons Learned

The fact that all volunteers can be mobilized from different ethnic communities in northern areas of Rakhine state to gather, train, share views and willingly participate in Red Cross activities within the branch premises is an avenue for promoting social inclusion.

Outcome 2: Assessment and analysis is used to inform the design and implementation of the operation.	Outputs		OU 1 % of achievement	Final % of achievement
		Output 2.1: Needs assessments are conducted and response plans updated according to findings.		22%
Activities	Was implementation on time?			% progress (estimate)
	Yes (x)	No (x)		
2.1.1 Mobilize MRCS staff and volunteers for assessments		x	0%	85%

2.1.2 Organize refresher assessment training for MRCS staff and volunteers, ensuring compatibility with ICRC approach to facilitate joint operations where feasible.		N/A	0%	0%
2.1.3 Undertake joint MRCS-ICRC assessments to determine specific needs of communities		x	0%	45%
2.1.4 Develop an evolving response plan, following a Movement approach, with activities that will meet identified community needs	x		90%	90%

Achievements

On several occasions like responding to fires, cyclone Mora and training, the 40 volunteers in the township branches of Maungdaw and Buthidaung were mobilized through their respective branch official in charge of volunteers.

Mobilization of the volunteers was aimed at achieving targets that included; increasing a balanced number from different ethnic communities, defining their roles before any specific tasks were given, encouraging their full participation, training in use of MANA form, participating in ICRC field activities like assessments and NFIs distribution, and gaining knowledge of or dissemination in mandates and roles of the three Movement components, safety and safer access.

The mobilization exercises helped build a common identity among all the 40 volunteers under one Movement umbrella, a clear demonstration of unity of purpose and a desire for promoting social inclusion among volunteer respective families and communities. The mobilisation also offered to the volunteers a rare chance to interact amongst themselves and explore potential for team work that transcended ethnic boundaries. However, not all mobilized volunteers were utilized to full capacity due to fears of reprisal while operating among different ethnic communities in the area. Managing psychosocial problems was a challenge. Overall, as a remedy to the volunteer challenges, training in personal safety, counselling and constant dissemination of Red Cross fundamental principles across their social divide somehow eased tension although a lot needs to be done at community level.

In February 2017, the Movement partners with support from DM department in KL developed a draft evolving response plan titled 'Movement Framework for Action in Northern Areas of Rakhine State' (MFoA), which was used as guide for Movement approach. The MFoA laid out a proposed strategy with risk analysis or scenarios, constraints and workplan applicable. Although the MFoA remained in draft form due to increased emergency activities in Rakhine state that did not allow free time to review it, the document served its intended purpose.

Under Outcome two of the DREF and within the Movement Framework of Action (MFoA) facilitated by IFRC APRO, MRCS together with ICRC and IFRC jointly designed a Multi-sectoral assessment and needs analysis (MANA) tool for collecting data that would inform proper planning in northern areas of Rakhine state. On 9 May 2017, 15 participants mainly from MRCS (DM, Health, Communication, PMER, FASSD, Humanitarian Values, Branches), ICRC and AmCross validated the MANA form. The validation of the MANA was jointly facilitated by MRCS DM department and IFRC programme delegate in Nay Pyi Taw. Later between 20 to 23 June 2017, MRCS conducted field pre-testing of the MANA form in Maungdaw township after a two-day training of 27 volunteers from Maungdaw and Buthidaung townships in the use of both MANA and Damage Needs Assessment (DANA) forms. The exercise was expected to pave way for conducting detailed needs assessment to a wider area in the sub-region whose results would inform both immediate and strategic programming of service delivery in northern areas of Rakhine state. Unfortunately, no serious MANA was conducted due to access challenges. Meanwhile, ICRC conducted several field assessments in Maungdaw district in villages where they supported affected communities with mobile health clinics, EcoSec, detention and water rehabilitation.

Challenges

Limited access for aid agencies to affected communities and their limited commitment to openly participate in detailed needs assessment and decision making due to fears of potential repercussions.

Coupled with delays in securing travel authorizations, frequent incidents of insecurity, bad weather that often hampered free boat travel on the river and poor road access in northern areas of Rakhine state led to frequent delays in implementation of planned activities.

Under this output, implementation of some activities was not practical. Key among them were; the refresher assessment training for MRCS staff and volunteers in ensuring compatibility with ICRC approach. The prevailing security concerns during months of June and July, 2017 had negative impact among staff and volunteers, most of who had either fled the area along with their parents and relatives or feared to travel beyond their villages.

Furthermore, developing an evolving response plan that would follow a Movement approach in meeting identified community needs were among activities not implemented. The activity required both active participation of target communities and volunteers whose availability was hampered by their community and personal security concerns.

Despite attempts to mobilize MRCS volunteers to participate in ICRC organized field activities and advocacy among target communities through their village administrators in the area, MRCS volunteers often got frightened to be seen working among community different from their own and often withdrew on short notice.

Lessons Learned

Unlike in central Rakhine where MRCS in some activities use volunteers deployed from other states and regions, branches in northern areas of the state have demonstrated a rare window of opportunity of including recruited community volunteers in their day-to day activities that enhance social inclusion. This is particularly so because of the larger Muslim population (over 80%) in the area.

One of the key lessons learned from MRCS implementation of this DREF was that only activities within proximity of the MRCS branches were feasible due to security and access challenges. The role of IFRC delegate was also limited only to activities nearby the MRCS branch offices.

The MRCS youth volunteers are also promoting a culture of peace and non-violence among their rival communities.

D. Budget

Out of CHF 69,653 allocated from IFRC's Disaster Relief Emergency Fund (DREF), CHF 57,074 was utilized. The balance of CHF 12,579 will be returned to DREF. Click [here](#) for the final financial report.

Variances in the budget are explained below by expenditure categories:

Negative Variances:

Total Relief Items (-1,540)

Due to increased needs in Maungdaw, additional visibility items, transport and volunteer equipment were procured which led to the negative variance.

Vehicles (-1,799)

Due to transport constraints and in order to ease transport for the MRCS Programme Coordinator based in Maungdaw, expenses were incurred on car rentals and later a motorcycle and its accessories were procured. The purchase of the motorcycle had not been budgeted for. At Maungdaw branch office, a landline phone was installed, all of which led to the over expenditure.

Workshops & Training (-688)

The variance resulted from extra cost due travel and accommodation for facilitators from Headquarters (Nay Pyi Taw) and Yangon.

Positive variances:

Total Logistics and Transport (7,623)

This positive variance was due to an unexpended low expenditure in logistics and transport moving items from Yangon to Maungdaw. The main under expenditure was in storage because the branch in Maungdaw had ample space to store DREF items.

Personnel (9,544)

This positive variance is due to reduced number of staff that could be reassigned by MRCS to Maungdaw due to security concerns. Eventually only one staff member was deployed and 20 volunteers.



Click here for:

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

[Final 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 Jul 17

Appeal Launch Date: 19 Jan 17

Final Report

Selected Parameters

Reporting Timeframe	2017/1-10	Programme	MDRMM008
Budget Timeframe	2017/1-10	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			-57,074			-57,074	
F. Closing Balance = (B + C + E)			12,579			12,579	

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Budget Timeframe	2017/1-10	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

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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		
Relief items, Construction, Supplies						69,653		
Shelter - Relief	6,864			5,184		5,184	1,680	
Construction Materials	1,016						1,016	
Clothing & Textiles	5,238			4,597		4,597	641	
Utensils & Tools	1,600			1,595		1,595	5	
Other Supplies & Services	1,282			6,164		6,164	-4,882	
Total Relief items, Construction, Sup	16,000			17,540		17,540	-1,540	
Land, vehicles & equipment								
Vehicles				1,168		1,168	-1,168	
Computers & Telecom	1,600			2,231		2,231	-631	
Total Land, vehicles & equipment	1,600			3,399		3,399	-1,799	
Logistics, Transport & Storage								
Storage	9,000			2,033		2,033	6,967	
Distribution & Monitoring	3,000			445		445	2,555	
Transport & Vehicles Costs	900			1,788		1,788	-888	
Logistics Services				1,011		1,011	-1,011	
Total Logistics, Transport & Storage	12,900			5,277		5,277	7,623	
Personnel								
International Staff	5,000						5,000	
National Staff				138		138	-138	
National Society Staff	3,900			3,502		3,502	398	
Volunteers	8,092			3,808		3,808	4,284	
Total Personnel	16,992			7,448		7,448	9,544	
Workshops & Training								
Workshops & Training	7,500			8,188		8,188	-688	
Total Workshops & Training	7,500			8,188		8,188	-688	
General Expenditure								
Travel	7,560			5,399		5,399	2,161	
Information & Public Relations	300			3,230		3,230	-2,930	
Office Costs	1,800			1,604		1,604	196	
Communications	750			1,121		1,121	-371	
Financial Charges				383		383	-383	
Total General Expenditure	10,410			11,737		11,737	-1,327	
Indirect Costs								
Programme & Services Support Recove	4,251			3,483		3,483	768	
Total Indirect Costs	4,251			3,483		3,483	768	
TOTAL EXPENDITURE (D)	69,653			57,074		57,074	12,580	
VARIANCE (C - D)				12,580		12,580		

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Selected Parameters

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Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

IV. Breakdown by subsector

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
BL3 - Strengthen RC/RC contribution to development							
Disaster risk reduction	69,653		69,653	69,653	57,074	12,579	
Subtotal BL3	69,653		69,653	69,653	57,074	12,579	
GRAND TOTAL	69,653		69,653	69,653	57,074	12,579	