Emergency Response Preparedness Plan (ERPP)

MYANMAR

Version 1.0
(Updated in June 2014)

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Acronyms

AHA	ASEAN Coordinating Center for Humanitarian Assistance for Disaster Management
ASEAN	Association of Southeast Asian Nations
CCCM	Camp Coordination and Camp Management
CERF	Central Emergency Response Fund
COD	Common Operational Datasets
CRP	Contingency Response Plan
DMH	Department of Meteorology and Hydrology (Myanmar)
DML	Disaster Management Law
ECC	Emergency Coordination Center
ERC	Emergency Relief Coordinator (OCHA)
ERF	Emergency Response Fund
ERPP	Emergency Response Preparedness Plan
EW	Early Warning
EWS	Early Warning System
FOD	Fundamental Operational Datasets
GBV	Gender Based Violence
GDACS	Global Disaster Alert and Coordination System
HACG	Humanitarian Advocacy and Communications Group
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HNO	Humanitarian Needs Overview
IACP	Inter-Agency Contingency Plan
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
IFRC	International Federation of Red Cross and Red Crescent Societies
IM	Information Management
IMN	Information Management Network
INSARAG	International Search and Rescue Advisory Group
IOM	International Organization for Migration
IRA	Inter-Agency Rapid Assessment

JTWC	Joint Typhoon Warning Center
KIO/A	Kachin Independence Organization/Army
MIMU	Myanmar Information Management Unit
MNGO	Myanmar Non-Government Organization
MRCS	Myanmar Red Cross Society
MoBA	Ministry of Border Affairs (Myanmar)
MPA	Minimum Preparedness Actions
NFI	Non-Food Items
NDPCC	National Disaster Preparedness Central Committee (Myanmar)
NDPMWC	National Disaster Preparedness Management Working Committee
NGO	Non-Governmental Organization
OCHA	UN Office for the Coordination of Humanitarian Affairs
P-codes	Place codes
RC	Resident Coordinator
RCO	Resident Coordinator's Office
RDPMWC	State/Region Disaster Preparedness Management Working Committee
RRD	Relief and Resettlement Department (Myanmar)
SCI	Save the Children International
SOP	Standard Operating Procedures
SRP	Strategic Response Plan
TA	Travel Authorization (Myanmar)
TSR	Tropical Storm Risk
UNDAC	UN Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNDSS	UN Department of Safety and Security
UNFPA	UN Population Fund
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

1. Introduction

Myanmar is prone to various natural hazards that include earthquakes, floods, cyclones, droughts, fires, tsunamis, some of whichhave the potential to impact large numbers of people. In the event that large numbers of people are affected(such as was the case in 2008 following cyclone Nargis), the government may decide to request international assistance to respond to the disaster. The humanitarian community in Myanmar, represented by the Humanitarian Country Team (HCT), therefore drafted and regularly updated an Inter-Agency Contingency Plan (IACP).The IACP was designed to support the Government of the Union of Myanmar in preparing for, and responding to, any of the hazards that may affect Myanmar.

In 2014, the HCT decided to apply the new guidance for Inter-Agency Response Preparedness (ERP) as an action-oriented approach to enhance readiness for humanitarian response. This methodology replaces the previous IACP. The ERP approach seeks to improve effectiveness by reducing both time and effort, enhancing predictability through establishing predefined roles, responsibilities and coordination mechanisms. The Emergency Response Preparedness Plan (ERPP) has four components which have similarities with the previous IACP: i) Risk Assessment and Monitoring, ii) Minimum Preparedness Actions, iii) Contingency Response Planning, and iv) Standard Operating Procedures for the Initial emergency response.

The overall goal of the ERPP is to mitigate the impact of disasters and save as many lives as possible from preventable causes. It aims to ensure that effective and timely assistance is provided to people in need through effective coordination and communication on emergency preparedness and humanitarian response between members of the HCTin Myanmar. The approach has been developed in collaboration with the Government, to facilitate a coordinated and effective support to people affected by humanitarian crises.

2. Context Analysis and Risk Profile

2.1 Context Analysis

Myanmar is vulnerable to a wide range of natural disasters and it is one of the most at-risk countries in Asia-Pacific Region.While the country's coastal regions are particularly exposed to cyclones, tropical storms and tsunamis, rainfall-induced flooding is a recurring phenomenon across the country. The whole country is at risk from earthquakes, droughts and fires, while the country's mountainous regions are also exposed to landslide risks. Cyclone Nargis of May 2008 has been by far the most devastating natural disaster in the history of the country, which has brought into focus the extremely high vulnerability of communities to natural hazards. It is estimated that 2.4 million people were severely affected and about 140,000 persons killed or missing.

According to the World Risk Report 2012, Myanmar has a World Risk Index of 9.15, which is considered a high risk.The World Risk Index 1 is based on 28 indicators and is the product of exposure to a natural hazard (earthquake, flood, cyclone, drought, rising sea level) and the vulnerability of a society (susceptibility, and coping and adaptive capacities) that can provide insight on whether the occurrence of an extreme natural event can result in a disaster.

Flooding is common in Myanmar and is one of the major hazards accounting for 11 % of all disasters, second only to fire. It occurs particularly during mid-May and October, in three waves: June, August and late September to October. The highest risk of flooding is in August, during the peak monsoon rains. The catchment areas of major rivers in the north and central zones, as well as the Southern Delta, prone to riverine floods.The mountainous and hilly areas in Kayin, Kachin, Shan, Mon and Chin statesare threatened by flash floods. Coastal regions are at risk of flooding due to extreme rainfall and storm surge.

Due to its location on the western part of the Indochina Peninsular, areas along the Myanmar coastline (about 2,400km)are susceptible to severe **cyclones** which form in the Bay of Bengal in the Indian Ocean. According to the Myanmar Hazard Profile, the frequency of cyclone landfalls in Myanmar was once in three years before the year 2000. More recently, cyclones cross the Myanmar coast every year. In 2008, cyclone Nargis had an extremely severe

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[1] Alliance Development Works/United Nations University/the Nature Conservancy. WorldRiskReport 2012

impact in the Ayeyarwady Region, due to the high vulnerability of the area. The Bay of Bengal has two cyclone seasons: April to May and September to November.

Myanmar encounters many **earthquakes,** asthe Alphide-Himalayan earthquake belt passes through the country from north to south. Since 1900, there have been 8 strong earthquakes, the deadliest occurred in the Bago area in 1930, taking over 500 lives.

In addition tothe exposure to natural hazards, nearly twenty six percent of the population in Myanmar lives below the poverty line, according to the UNDP[2] (2010) household survey, conducted in collaboration with the Ministry of National Planning and Economic Development. The survey indicates that the highest poverty incidence is recorded in Chin State with 73% followed by Rakhine (44%), Tanintharyi (33%), Shan (33%) and Ayeyarwaddy (32%). Low agricultural productivity and poor access to health and education services are contributing factors to continued poverty for a significant part of the population. Underlying poverty increases the vulnerability of communities to the effects of disasters.

There are areas in Myanmar facing conflict and civil unrest resulting in 231,000IDPs in Kachin and Rakhine states, as well as up to 400,000 conflict-affected people in southeastern Myanmar. In Kachin and northern Shan, after three years of conflict between the KIO/A (Kachin Independence Organisation/Army) and the Myanmar Army, over 97,000 people remain displaced across Government and non-government areas, accommodated in camps as well as in host families. In Rakhine, after two years of civil unrest, at least 140,000 people are displaced across the State. Many more, particularly in isolated villages, have extremely limited access to basic services including markets, education and health care, or livelihood opportunities. In southeastern Myanmar, conflict over the past decades has led to the displacement of up to 400,000 people

2.2 Risk Profile

In order to identify the disaster risks most relevant for Myanmar, a risk assessment was elaborated ranking the hazards by their foreseen impact and likelihood of occurrence. Three categories of hazards were identified: natural, man-made and epidemics/pandemics. Natural hazards are based on those listed in Myanmar hazard profile[3]

The table below shows the main risks, their estimated likelihood, impact, and scale. It draws attention to those risks whose seriousness levels rank in the medium/high range.

Impact	5. Critical		Storm Surge and Tsunami	Earthquake	Cyclone	
	4. Severe				Conflict and Civil Unrest	
	3. Moderate			Fire		Floods
	2. Minor	Pandemics	Drought and Landslides			
	1. Negligible		Forest Fire			
		1. Very Unlikely	2. Unlikely	3. Moderately Likely	4. Likely	5. Very likely
		Likelihood				

Likelihood :	Impact :
1=Very unlikely (up to 20% chance of the event happening)	1 = Negligible (minimal impact on overall population)
2 = Unlikely (20-40%)	2 = Minor (minor impact on overall population)
3 = Moderately likely (40-60%)	3 = Moderate (moderate impact on overall population)
4 = Likely (60-80%)	4 = Severe (severe impact on overall population)
5 = Very likely (over 80%)	5 = Critical (major impact on overall population)

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[2]Integrated Household Living Conditions Survey in Myanmar (2009-2010).UNDP/Ministry of National Planning and Economic Development/UNICEF/Swedish International Development Cooperation Agency-
[3]Hazard Profile of Myanmar, (2009).

The highest risks identified were cyclones, followed by conflict/civil unrest, floods and earthquakes. A cyclone in coastal areas ranked the highest, at 20 on a scale from 1 to 25. Coastal areas in Myanmar which have been affected by **cyclones** include mostly **Rakhine State** and Ayeyarwaddy Region. The State of Rakhine was prioritized for the development of a specific Contingency Response Plan (CRP), due to the existing protracted emergency with 140,000 IDPs and other affected populations, the high levels of vulnerability, low levels of preparedness in communities, and the limited local capacities and resources.

The HCT agreed that in addition, the development of a CRP for a cyclone scenario in the Ayeyarwady Region should be considered in the near future. The need for a specific CRP for a potential earthquake should also be analysed. In the meantime, the Minimum Preparedness Actions (MPA)laid out in the plan mainstream a minimum level of emergency preparedness at HCT level to respond to any crisis. These MPAs are based on a multi-hazard approach and not risk-specific. Civil unrest and conflict, although only ranked at 16, are related to current contexts in Kachin and Rakhine. Both of these contexts are addressed by the HCT through its humanitarian Strategic Response Plan for 2014.

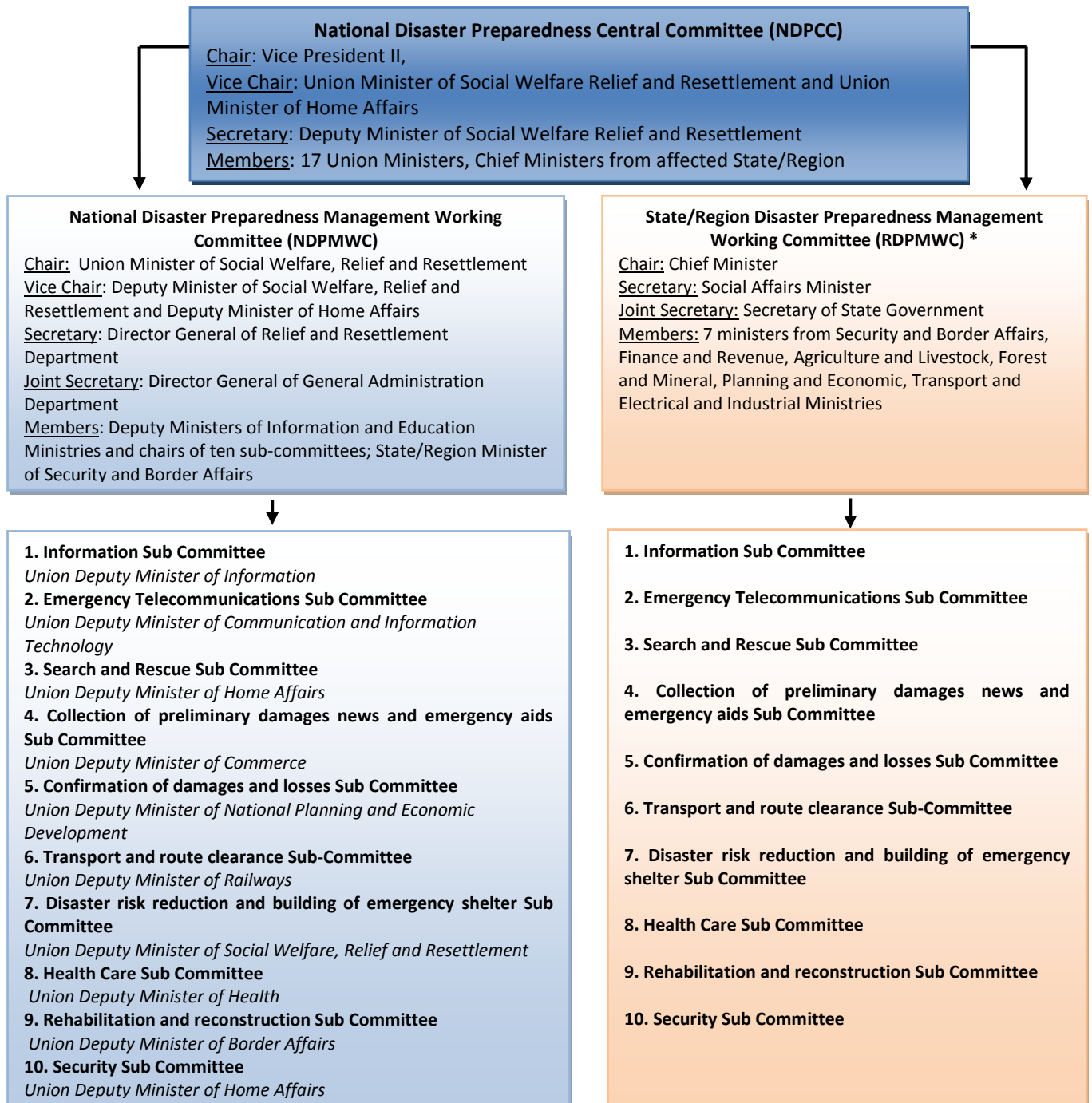## 2.3 Early Warning and Triggers for preparedness

Early Warning sources and triggers were identified for cyclone, earthquake and floods.

Risk	Triggers	EW sources	Indicator	CRP developed
Cyclone	Reports of severe damage affecting 50,000 AND surpassing the local capacity to respond to the needs of affected population	– **Myanmar Department of Meteorology and Hydrology (DMH):** Includes weather forecasts, natural event warnings, and satellite imagery of events affecting the country. http://www.moezala.gov.mm/index.php?option=com_content&view=article&id=98&Itemid=3&lang=en – **Tropical Storm Risk (TSR):** Tracks tropical storms around the world. Also provides email alerts and probable threats up to 5 days ahead. http://www.tropicalstormrisk.com/tracker/dynamic/main.html – **Joint Typhoon Warning Center (JTWC):** http://www.usno.navy.mil/JTWC – **WUnderground:** Weather forecasts by location, includes satellite imagery and the weather outlook. http://www.wunderground.com/	Depressions. Cyclone Alert. Large-scale evacuation. Government state of emergency.	For Rakhine
Earthquake	Reports of severe damage affecting over 20,000 in highly dense areas AND surpassing the local capacity to respond to the needs of affected population	No early warning information for earthquakes but sources when earthquake happens – **U.S. Geological Survey (USGS):** Preliminary Earthquake Report http://earthquake.usgs.gov/regional/neic/ – **Global Disaster Alert and Coordination System (GDACS)'s Earthquake Alert** http://www.gdacs.org/alerts/	Government state of emergency.	No
Floods	Reports of exceptional / severe floods affecting or in risk or being affected/displaced over 100,000 people during a sustained period of time AND surpassing the local capacity to respond to the needs of affected population	– **Department of Meteorology and Hydrology (DMH):** forecasts water level at the major rivers on daily, 10 days and monthly basis http://www.dmh.gov.mm/index.php?option=com_content&view=article&id=6&Itemid=6&lang=en	Government state of emergency.	No

3. Overall Management and Coordination

3.1 Government of the Republic of Myanmar

The Government of the Republic of the Union of Myanmar established the National Disaster Preparedness Central Committee (NDPCC), the highest decision-making body for disaster management, in May2013. The NDPCC is chaired by Vice President II. The Minister of Social Welfare, Relief and Resettlement and the Minister of Home Affairs are the Vice-Chair persons. Ten Sub-Committees ensure the effective implementation of activities laid out by the NDPCC.

National Disaster Preparedness Central Committee (NDPCC)
Chair: Vice President II,
Vice Chair: Union Minister of Social Welfare Relief and Resettlement and Union Minister of Home Affairs
Secretary: Deputy Minister of Social Welfare Relief and Resettlement
Members: 17 Union Ministers, Chief Ministers from affected State/Region

National Disaster Preparedness Management Working Committee (NDPMWC)
Chair: Union Minister of Social Welfare, Relief and Resettlement
Vice Chair: Deputy Minister of Social Welfare, Relief and Resettlement and Deputy Minister of Home Affairs
Secretary: Director General of Relief and Resettlement Department
Joint Secretary: Director General of General Administration Department
Members: Deputy Ministers of Information and Education Ministries and chairs of ten sub-committees; State/Region Minister of Security and Border Affairs

State/Region Disaster Preparedness Management Working Committee (RDPMWC) *
Chair: Chief Minister
Secretary: Social Affairs Minister
Joint Secretary: Secretary of State Government
Members: 7 ministers from Security and Border Affairs, Finance and Revenue, Agriculture and Livestock, Forest and Mineral, Planning and Economic, Transport and Electrical and Industrial Ministries

National Disaster Preparedness Management Working Committee (NDPMWC) Sub Committees	State/Region Disaster Preparedness Management Working Committee (RDPMWC) Sub Committees
1. Information Sub Committee *Union Deputy Minister of Information* **2. Emergency Telecommunications Sub Committee** *Union Deputy Minister of Communication and Information Technology* **3. Search and Rescue Sub Committee** *Union Deputy Minister of Home Affairs* **4. Collection of preliminary damages news and emergency aids Sub Committee** *Union Deputy Minister of Commerce* **5. Confirmation of damages and losses Sub Committee** *Union Deputy Minister of National Planning and Economic Development* **6. Transport and route clearance Sub-Committee** *Union Deputy Minister of Railways* **7. Disaster risk reduction and building of emergency shelter Sub Committee** *Union Deputy Minister of Social Welfare, Relief and Resettlement* **8. Health Care Sub Committee** *Union Deputy Minister of Health* **9. Rehabilitation and reconstruction Sub Committee** *Union Deputy Minister of Border Affairs* **10. Security Sub Committee** *Union Deputy Minister of Home Affairs*	**1. Information Sub Committee** **2. Emergency Telecommunications Sub Committee** **3. Search and Rescue Sub Committee** **4. Collection of preliminary damages news and emergency aids Sub Committee** **5. Confirmation of damages and losses Sub Committee** **6. Transport and route clearance Sub-Committee** **7. Disaster risk reduction and building of emergency shelter Sub Committee** **8. Health Care Sub Committee** **9. Rehabilitation and reconstruction Sub Committee** **10. Security Sub Committee**

* At the state/region level, there is no consistent number or name of ministries. Composition of working committee may differ from one state/region to another.

The Disaster Management Law (DML) was passed in August 2013. As of June 2014, the Government of the Union of Myanmar is finalizing the regulations related to the DML and the current institutional disaster management structure may be modified.

3.2 Humanitarian Country Team

On behalf of the Inter-Agency Standing Committee (IASC) at the global level, the Emergency Relief Coordinator (ERC) appointed the UN Resident Coordinator (RC) in Myanmar as Humanitarian Coordinator (HC) in late 2006. In 2010, a Humanitarian Country Team (HCT) was established, composed of representatives from UN agencies, INGOs and international organisations such as IOM and the Red Cross movement. The RC/HC is the chairperson of the HCT.

At the end of 2012, the HCT revised the sectoral response in country and agreed on activating three clusters to strengthen a coordinated response to the Kachin and Rakhine emergencies. The other sectors agreed to function as if they were clusters. In addition, some sectors/clusters have created sub-sectors such as Child Protection (led by UNICEF) and Gender-Based Violence (led by UNFPA) under the Protection Sector, and Sexual and Reproductive Health (lead by UNFPA) under the Health Cluster.

The following table identifies the sector and cluster leads based on the Strategic Response Plan for 2014, as well as sectors that might be activated as clusters in case of major emergencies.

Sector/Cluster	Lead Agency	Comments	Line Ministry
Camp Coordination and Camp Management Cluster[4]	UNHCR/IOM	IOM in case of emergencies caused by natural disaster	Ministry of Social Welfare, Relief and Resettlement
Early Recovery Sector	UNDP		Ministry of Social Welfare, Relief and Resettlement
Education in Emergencies Sector	UNICEF and Save the Children		Ministry of Education
Emergency Shelter Cluster	UNHCR/IFRC	IFRC in case of emergencies caused by natural disaster	Ministry of Border Affairs; (Ministry of Social Welfare, Relief and Resettlement)
Emergency Telecommunications Sector	WFP	To be activated if required	Ministry of Social Welfare, Relief and Resettlement
Food Sector	WFP		Ministry of Border Affairs; (Ministry of Social Welfare, Relief and Resettlement)
Health Cluster	WHO		Ministry of Health
– Reproductive Health Technical Working Group	UNFPA		Ministry of Health
Logistics Sector	WFP	To be activated if required	Minister of Border Affairs; (Ministry of Social Welfare, Relief and Resettlement)
Non Food Items Cluster	UNHCR		Ministry of Social Welfare, Relief and Resettlement
Nutrition Sector	UNICEF		Ministry of Health
Protection Sector	UNHCR		Ministry of Social Welfare, Relief and Resettlement
– Child Protection Sub-Sector	UNICEF		
– Gender Based Violence Sub-Sector	UNFPA		
Water, Sanitation and Hygiene Cluster	UNICEF		Ministry of Health

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[4]In Myanmar, the Shelter, NFI and CCCM clusters are currently combined into one single cluster.

3.3 Linkages between clusters and Government NDPCC Sub-Committees

Based on discussions between the sector/cluster leads and National Disaster Preparedness Central Committee sub-committees chairpersons, the following table shows the links between them for emergency response.

NDPCC Sub Committee and Chairperson	Cluster/Sector main linkage
Information Sub Committee *Ministry of Information*	
Emergency Telecommunications Sub Committee *Ministryof Communications and Information Technology*	**Emergency Telecommunications** – *WFP*
Search and Rescue Sub Committee *Ministry of Home Affairs*	
Collection of preliminary damages and losses Sub Committee *Ministry of Commerce*	
Confirmation of damages and losses Sub Committee *Ministry of National Planning and Economic Development*	**NFI** – *UNHCR*
	Food – *WFP*
Transport and route clearance Sub Committee *Ministry of Railways*	**Logistics** – *WFP*
Disaster risk reduction and building of emergency shelter Sub Committee *Ministry of Social Welfare, Relief and Resettlement*	**Shelter**- *UNHCR/IFRC*
	CCCM - *UNHCR/IOM*
	Protection - *UNHCR*
Health Care Sub Committee *Ministry of Health*	**Health** - *WHO*
	Nutrition- *UNICEF*
	WaSH - *UNICEF*
Rehabilitation and reconstruction Sub Committee *Ministry of Border Affairs*	**Early Recovery** - *UNDP*
	Education in Emergencies - *SCI & UNICEF*
	WaSH - *UNICEF*
	Protection- *UNHCR*
Security Sub Committee *Ministry of Home Affairs*	
International Relations Sub Committee *Ministry of Foreign Affairs*	

4. Minimum Preparedness Actions (MPA)

The Minimum Preparedness Actions (MPA) is a list of practical activities that should be implemented in order to mainstream a minimum level of emergency preparedness in country. MPAs are based on a multi-hazard approach and are not risk specific. MPAs ensure definition of roles and responsibilities and effective coordination at inter-agency and sector levels.

	Completed		Ongoing		Not started

INTER-AGENCY MPAs			
Coordination	**Status**	**Due date**	**Lead**
Maintain an inclusive Humanitarian Country Team (HCT) with participation of NGOs and Red Cross/Crescent Movement	Completed	n/a	HCT
Ensure inter-agency coordination with regular meetings	Completed	n/a	Sector leads
Agree on a coordination structure for response with HCT members including clusters/sectors structures with respective responsibilities during an emergency	Completed	n/a	HCT and Sector leads
Ensure that humanitarian agencies are aware of the Government coordination structures for emergency response (included in ERP)	Completed	n/a	OCHA
Share with NDPCC possible resources available for emergency response (with the international community in country or additional resources that can be requested) and mechanisms to access them, including requesting/accepting humanitarian assistance	Not started	Dec 2014	OCHA and Sector leads
Advocate for full access to beneficiaries - waiver on TA- (building on good practices during Mahasen preparedness), address systemic issues with regards to bureaucratic impediments	Not started	Dec 2014	OCHA/HCT
Ensure coordination with MNGO CPWG on preparedness and at the onset of any emergency	Ongoing	Sept 2014	OCHA
Establish a proper and functioning communication system with the government to ensure the timely flow of information before and during an emergency – including at the State and Region level	Not started	Aug2014	OCHA and Sector leads
Compile a list of government counterparts (technical and political) at the national and local level	Not started	Sept 2014	Sector Leads
Review and update the SOPs for the HCT and ensure that all members are aware of them (included in the ERP)	Completed	n/a	ERP WG
Decide on a primary and alternative location where the Inter-Agency group (HCT) can meet during emergencies	Ongoing	Sept 2014	OCHA and ERP WG
Establish a humanitarian Early Warning System (EWS) with early warning indicators and triggers for Contingency Response Planning and early action	Ongoing	October 2014	ERP WG
Contingency Plan and Response Strategy	**Status**	**Due date**	**Lead**
Ensure that contingency plans with possible response strategiesare developed and used as the basis for sectors response plans	Ongoing	June 2014	OCHA and Sector Leads
Develop sectorial response plans for the identified risk (cyclone in Rakhine, cyclone in Ayeyarwady and earthquake in Mandalay)	Ongoing	October 2014	Sector Leads
Agree on minimum humanitarian standards for humanitarian response (Sphere guidelines, cluster global guidelines)	Completed	n/a	Sector Leads
Conduct a simulation exercise to test ERPP before the monsoon and cyclone seasons	Ongoing	Sept2014	OCHA

Task	Status			Due date	Lead
Maintain information on stockpilings at sector/cluster level	🟩			n/a	OCHA and Sector Leads
Identify human resources surge needs by sectors in case of emergency, available surge mechanisms at regional or global level (stand-by partnerships, internal deployment, external recruitment, others) and mechanisms for their activation.	🟩			n/a	Sector leads and OCHA
Assessments	**Status**			**Due date**	**Lead**
Validate current IRAform among sectors to ensure that collected data can be used as baseline for more complex monitoring efforts.		🟨		June 2014	OCHA and Sector leads
Develop guidelines for IRA use and template for common preliminary analysis			🟥	Aug 2014	OCHA and Sector leads
Develop and deliver training on the use of IRA process			🟥	Dec 2014	OCHA and Sector leads
Maintain an Emergency Assessment Team with available staff expertise across sectors that can be deployed at short notice (to be updated twice per year)	🟩			n/a	OCHA and Sector Leads
Information Management	**Status**			**Due date**	**Lead**
Update Quarterly the Common Operational Datasets (COD) and Fundamental Operational Datasets (FOD)	🟩			n/a	MIMU and OCHA
Maintain and disseminate FODs that related with development or preparedness activities, including a contact list of humanitarian/development actors in Myanmar, a schedule of meetings, "Who does What Where" (3W) products, a survey of surveys, standard place names and place codes (P-codes), baseline data, as well as thematic and base maps	🟩			n/a	MIMU
Maintain emergency related FODs and disseminate it, primarily in MIMU Website – it should include, among other, Sector 3W, Camp Lists, at least a quarterly basis (for Rakhine, Kachin and Northern Shan)	🟩			n/a	OCHA and Sector Leads
Improve humanitarian access information gathering and provide regular analysis		🟨		Sept 2014	OCHA
Provide orientation to Sectors and Clusters to gather emergency related data, data analysis and how to contribute to data standardization and sharing		🟨		July 2014	OCHA and MIMU
Ensure that each cluster/sector has a designated and active IM Focal point engaged in the IM Network and its relevant humanitarian-focused activities		🟨		July 2014	Sector leads
Recommend Cluster/Sector to inform the IMN about the cluster/sector planned data gathering activities, envisioned approaches and planned data gathering forms		🟨		July 2014	OCHA/MIMU
Reporting	**Status**			**Due date**	**Lead**
Have pre-formulated report templates readily available to allow joint situation reporting	🟩			n/a	OCHA
Ensure that Reporting Focal points have been identified in cluster/sector lead agencies and other partners	🟩			n/a	All
Provide orientation and guidance for emergency reporting focal points/Sector and Clusters, on joint situation reporting	🟩			n/a	OCHA
Agree on basic structures and timeline to allow joint situation reporting (incl. role of clusters)	🟩			n/a	OCHA
Public Information and Communication with Affected Communities	**Status**			**Due date**	**Lead**
Put in place a protocol on how media issues should be handled at country level, and identify a spokesperson	🟩			n/a	HACG
Ensure that lists of national and international media and media contacts in the country are up-to-date.	🟩			n/a	HACG
Establish a working group on communications with communities		🟨		Aug 2014	OCHA
Establish 2-way communications systems to support information provision to and feedback from affected communities			🟥	Sept 2014	Working Group

Resource Mobilization	Status			Due date	Lead
Ensure that partners are familiar with the procedures on ERF, CERF, HNO, SRP and Flash Appeal provided to key partners.		🟨		Sept 2014	OCHA
Compile a list of contacts for in-country donors and technical focal points to be contacted.	🟩			n/a	OCHA
Training	**Status**			**Due date**	**Lead**
Identify needs and opportunities for training and capacity building for HCT members and government counterparts on emergency preparedness and response			🟥	Over 2014	OCHA and ADPC
Ensure (through trainings and awareness workshops) that members of humanitarian organizations are familiar with the cluster approach and are aware of cross-cutting issues such as GBSV, HIV/AIDS, protection, etc. in emergency settings. Discussions should also be held regularly with Government at Union and State levels		🟨		Over 2014	OCHA and Sector Leads
Conduct training on humanitarian principles, roles and responsibilities, Humanitarian Architecture and available international response tools for the government, the military and civil society, including local NGOs at Union, State and local levels			🟥	Over 2014	OCHA
Conduct simulation exercises for the humanitarian team and government, if applicable and feasible. The response processes to be tested should be based on specific needs of the HCT		🟨		Sept. 2014	OCHA
SECTOR SPECIFIC MPA					

Included in Annex 1

5. Standard Operating Procedures

The Standard Operating Procedures (SOP) will guide the HCT in their initial emergency response when rapid decision-making is required. The SOP includes actions at the Early Warning Phase and actions for the Response Phase.

Time	What	Who
Early Warning Phase (upon receipt of early warning information on an imminent threat)		
H0*	Contact OCHA **to inform on the threat** and cross-check information at field level	All + OCHA
	Alert RC/HC	OCHA
	Contact GoUM (RRD) to inform/verify threat	RC/HC + OCHA
H0 to H+3	Alert **MRCS** and Clusters/Sectors leads	OCHA
H+6	Send**Flash Update** (email) to key partners	OCHA
	Inform **OCHA Regional Office and HQ**	RC/HC + OCHA
	Inform **UNDAC** and **INSARAG** of potential threat, and ASEAN's **AHA Center**	RC/HC + OCHA
	Alert **HACG** to be on standby	OCHA
H+12	Analyze possible need for an **UNDAC team**	HCT
	Review capacity to respond (information on available **stocks, personnel available** assessments, staff deployable for a possible response, including capacity of donors/embassies, AHA Center)	HCT
	Share information on **MRCS capacity**	IFRC
H+24	Gather relevant **data and maps**	IMWG
H +48	**Convene HCT meeting** (define inter-agency response plans and additional cluster leads on standby)	RC/HC + OCHA
	Identify potential **mitigating measures** and implement them	HCT
H+72	**Contact MNGO CPR focal point** for information sharing	OCHA
	Assign/confirm **reporting and information management focal points**	Sectors/Clusters
	Identify **constraints** for accessing potential affected populations	HCT
	Assess the need for **negotiating humanitarian corridors**	HCT
Response Phase (once threat is confirmed)		
H0	Obtain overview of the **scale and scope of the emergency** (from national authorities, UN agencies, national and international NGOs, civil society organizations, Red Cross/Crescent Movement, the media, GDACS)	RC/HC + OCHA

H0 to H+3	Contact the GoUMto know:
	 1. **National capacity** to deal with the emergency.
	 2. Intent to declare a **state of emergency**.
	 3. Intent to request, welcome or decline **international assistance**.
	    - If welcomes, outline support options available, request approval for additional humanitarian staff's entry into the country and the need for UNDAC team.
	    - If declines assistance but is nonetheless required, HCT to increase their capacity to respond.
	 4. Request **logistical assistance** for site visits if required.
		RC/HC

H+6	Assess if an **international response is warranted, offer assistance to the GoUM**	RC/HC + HCT
	In case of earthquake or collapse of urban structures, encourage GoUM to call for international **Search and Rescue** assistance (ideally INSARAG members)	RC/HC
H+12	If additional capacity is required, request additional human resources (surge capacity)	RC /HC + OCHA
	If warranted, request deployment of an UNDAC team **and other** regional mechanism	HC/RC + OCHA
	A**ctivate contingency response plan**	RC/HC + HCT
H+12 to H+24	Initiate**regular HCT meetings**, as well as **inter-cluster meetings.**	RC/HC + Clusters/Sectors + OCHA
	Initiate regular**cluster/sector meetings**	Clusters/Sectors
	If contingency response plan is not activated but assistance is requested by Government, assistance to be coordinated	HCT
	Decide on **activation of additional clusters**, as deemed necessary.	HCT
D2**	Inform the ERC on activation of additional cluster for approval by IASC	RC/HC
	Ask for dedicated coordinators and other surge capacity	Clusters/Sectors
	Request assistance and surge capacity from OCHA regional office and headquarters, UNDAC, INSARAG, and other regional mechanisms.	RC/HC + OCHA
	Develop **key messages for the HCT**	HACG
	Issue regular **Situation Reports** (daily if necessary)	OCHA
D2 to D3	Organize **joint multi-sector rapid needs assessments** using agreed methodology. Ensure coordination with local NGOs.	OCHA + Clusters/Sectors
D3 to D4	**Analyse and share information from assessment** as soon as possible and provide regularly inputs on assistance and needs	Clusters/Sectors

D4	Organise **donor briefing** and ascertain intentions to fund the response. Ensure coordination with local NGOs.	RC/HC and OCHA
	Draft and launch **Flash Appeal**	OCHA + RC/HC
	Mobilize emergency funds, (e**mergency cash grants**, ERF, CERF)	RC/HC + HCT + OCHA
From D1	Liaise with appropriate Government institutions on **security matters**	UNDSS
	Consider potential need for using **Military and Civil Defence Assets**	HCT
	If access constraints are due to: 1. **Bureaucratic impediments**: advocate with Government for simplified visa, entry and travel procedures to affected areas 2. **Ongoing hostilities**: assess the relevance and feasibility of humanitarian corridors or temporary cessation of hostilities	RC/HC and OCHA
From D1	**In case of attacks on humanitarian personnel, facilities** and/or assets, identify possible solutions to **mitigate risks**.	UNDSS and HCT

* Hour, ** Day

6. Contingency Response Plan for Cyclone in Rakhine State

The risk assessment identified four main hazards for the country: earthquakes, conflict and civil Unrest, floods and cyclones. Cyclones were identified as the highest risk in coastal areas. The State of Rakhine was prioritized for contingency planning due to the existing protracted emergency (which has displaced 140,000 IDPs and affected many others), high levels of vulnerability, low preparedness levels in communities and limited local capacities and resources. However, it was agreed to consider the development of specific Contingency Response Plans for Ayeyarwady Region or other hazards.

6.1 General Context

Rakhine State is one of the least developed parts of Myanmar and is characterized by high population density, malnutrition, low income, poverty and weak infrastructure compounded by storms and floods that are recurrent in the area. The 2009-10 Integrated Household Living Condition Survey ranks Rakhine State in second poorest State in Myanmar - 43.5% poverty - compared to the national average of 25.6%. Rakhine State is characterized by a dry season of 7 months, and a heavy rainy season of 5 months, starting between mid-April and mid-May. Rakhine State is prone to cyclones during the months of April to May and October to December, according to historical records. The State was in recent years affected by two major disasters: floods and mudslides in northern Rakhine in June 2010 and cyclone Giri in October 2010, affecting 29,000 and 260,000 people, respectively, and causing loss of lives and livelihoods.

The situation is compounded by inter-community violence in parts of the State, which commenced in early June 2012 and flared once more in October 2012. Government sources indicate that in both incidents a total of 167 people were killed; 223 injured; 10,100 private, public and religious buildings were burned or destroyed. 25,000 troops were deployed to Rakhine to respond to the violence and remain in place today. As of June 2014, partners estimate that the number of people displaced across Rakhine State has increased to approximately 140,000 people. Additionally, as many as 100,000 other individuals have also been adversely impacted, either directly, socially or economically, with no or very limited access to basic services including markets, education and health care. Beyond the IDP caseload, an unspecified number of people belonging to families hosting IDPs have exhausted their coping mechanisms and require targeted assistance.

This document has been elaborated to address existing humanitarian concerns in view of protracted displacement and the likelihood of the worsening of the humanitarian situation in Rakhine State anticipating the upcoming rains, potential cyclones and the possibility for further violence across the State.

6.2 Scenario

The weather forecast for the next monsoon and cyclone season was issued in April. According to the Department of Meteorology and Hydrology, three low pressure areas over the Bay of Bengal may deteriorate

into a depression, thereby creating the potential for tropical storms and cyclones. In addition, the monsoon is predicted to be stronger than average during the July and August, thereby creating the potential for flooding.

Scenario 1: Major riverine flooding and landslides due to storms/heavy rain may cause damage to property infrastructure and health problems (minor loss of life). Myebon, Pauktaw, Thandwe, Maungdaw and Man Aung are high risk areas which includes 2000 households/100,000 people and 140,000 vulnerable IDPs,a total caseload of 240,000.

Inter-communal conflict has been contemplated as a potential hazard that cannot be ignored, especially taking under consideration that not enough attention has been paid on reconciliation initiatives between communities.The recent events in March, whenattackswere carried out on UN/IO/INGO premises, have shown that high levels of tension are present and need to be addressed.

Scenario 2: Violence couldoccur along 'fault lines' where the communities continue to live side-by side – Minbya, Mrauk U, Kyauktaw, Rathedaung – displacement would be isolated and small-scale (affecting both communities with Rakhine Buddhists heading to urban centres whilst Rakhine Muslims would head to rural Sittwe). Likely reprisal attacks in Maungdaw and Sittwe against communities. 70,000 people could be displaced in addition to 140,000 current IDPs - atotal caseload of 210,000.

However, for the purpose of planning, partners assumed that a cyclone could potentially affect up to four townships, including two where IDPs resulting from the inter-communal violence are staying. In this scenario it is expected that these populations – already extremely vulnerable –will be further affected, and many more will lose the limited assets they have and will require urgent humanitarian assistance. The Contingency Response Plan is developed for this scenario.

> *Scenario 3:Four townships (Sittwe, KyaukPhyu, Pauk Taw and Myebon) are identified as high risk areas for cyclones. The caseload would be composed of70% of the total population in four townships and include current IDPs in these townships, i.e. a total of 475, 000 people. Maungdaw orThandwe are identified as areas that could also be affected. The cyclone could potentially lead to significant destruction of houses, schools, health centres and to considerable loss of life.*

6.3 Potential Humanitarian Consequences

6.3.1 Planning Assumptions

SCENARIO: Cyclone	
Humanitarian Consequences	**Humanitarian caseload & geographic area of assistance**
– Destruction of houses, shelters, properties, livestock, crops and fishing assets. – Deaths and injuries – Contamination of water – Destruction of education and health care facilities – Destruction of agriculture – Family separation – Safety and security risks (Gender-based violence, crimes) – Shortage of food – Damage to infrastructures resulting in interruption of transportation – Disruption of education – Disruption and loss of assets and documents	Total caseload including 70% of current IDPs: 475,000. – Sittwe, KyaukPhyu, PaukTaw, Myebon (high risks areas) – Maungdaw and Thandwe (potentially affected areas)
Priority Needs	**Sectors/Areas**
– Emergency health assistance to treat injuries and provide essential primary health, including essential sexual and reproductive health services	– Health – WASH – Shelter/NFI

– Treatment for water-borne diseases, skin infection – Services for psychological support, disposal of bodies – Medicines and other related equipment – Re-establishing health services – Provision of safe water, temporary latrines, soap and hygiene promotion education – Provision of NFIs, and emergency shelters – Provision of high energy food and rationing – Ongoing treatment of malnutrition, supplementary food for children under five and pregnant/lactating women – Provision of firewood – Provision of seeds, fertilizers and rice banks, and other related equipment lost during the disaster – Restocking of lost animals and assets for farmers and fishermen – Renovation of dams and embankment – Resumption of education – Renovation of education facilities or construction of TLS – Family reunification – Provision of psycho-social services – Protection from physical and psychological harm arising from coercion and community tensions	– Food – Nutrition – Education – CCCM – Protection – Early Recovery

6.3.2 Operational Constraints and Strategy to overcome them

The following is a list of current concerns and constraints that need to be addressed to ensure the suffering of people affected by the crisis is minimized.

Concerns	Action Required
Slow decision making on key issues	By all stakeholders - Key coordination structures agreed with Union and State Government, clear process for making decisions between identified decision-makers for both Government and UN/humanitarian community
Time-consuming bureaucratic procedures, including for visa,travel authorization, import of goods **impacts upon the ability to assist vulnerable populations**	By Government - Fast-track procedures put in place by government to ensure timely processes and facilitation of aid delivery
Limited telecommunications in affected area	By Government - approval for (limited and controlled) alternative communications channels to be established due to operational necessity
Limited availability of humanitarian staff and agencies and rapid turnover of surge staff leads to **loss of corporate memory**	By all stakeholders - Greater, more stable humanitarian presence required in Rakhine state, which in turns depend on funding available and facilitation of bureaucratic procedures
Insufficient resource allocation forpreparedness and response	By donors and Government - Additional, coordinated funding required
Receiving information on affected population and communication with affected communities **in the areas affected by the disaster**	- Regional Government to deploystaff to collect preliminary information on damages. The information should be shared with the humanitarian community; - Set up a better communication system amongst actors involved; - Use military assets such as vehicles, equipment and tools as last resort (if there are an agreement and proper procedure in place).

Difficulties on transportation due to damages in infrastructure **facilities such as bridges, roadsor dams**	Waterway transportation to be used and assets of the government and military if needed
Resistance from **community in evacuation**	Awareness raisingon imminent disaster and communication with at risk communities on relocation sites in advance.
Security of humanitarian workers	- Coordination with relevant State sub-committees; - Inform in advance the local authority on movement plans.
Slow decision making	- Identify a focal person for coordination between the humanitarian community and government (RRD at the Regional Level); - Authorize personal for decision making (decentralization of authority at the regional level).
Weakness in security information sharing and information sharing with the wider public	- SOP for communication in emergencies and flash updates on incidents from DSS/OCHA; - Information focal person or spokesperson should to be assigned.
Weakness in information sharing among agencies**at field level and between the field and Yangon**	- Head of Offices of AHCT to be copied on relevant communications. Rakhine group emails and identification of Yangon group emails to be used for information sharing; - Meetings to be minuted to ensure proper information sharing; - Inter-cluster/sector coordination forum to be strengthened ensuring that partners will be properly informed of outcome.

6.4 Plan Response Strategy

6.4.1 Objectives

Goal: To mitigate the impact of a disaster and save as many lives as possible
Objective: To ensure that effective and timely humanitarian assistance is provided to people in need in support of the government.

6.4.2 Coordination

The Plan seeks an efficient organization of the humanitarian community in support of the Rakhine State Government to respond to emergencies in a coordinated manner. It recognizes that the Government has the primary responsibility to protect victims of disasters and provide them with assistance (UN General Assembly Resolution 46/182) and encourages non-traditional partners to engage with coordination setups to ensure maximization of limited resources.

- **Union level**: Since the beginning of the crisis, at the Union Level, the Ministry of Border Affairs (MoBA) was appointed focal point for the Rakhine emergency. On 15 March, an inter-ministerial body, the 'Peace and Development Central Committee for Rakhine, chaired by the Vice President, was formed. The MoBA Minister is the deputy chairperson of this committee, and the Deputy Minister of MoBA is the secretary. Coordination between this decision making body and the international community is crucial to ensure a swift response to the crisis.

- **Rakhine State level:**The existing Rakhine State Government disaster coordination structure includes the RakhineDisaster Preparedness Management Working Committee (RDPMWC), chaired by the Chief Minister, with ten sub-committees, each chaired by a State Minister. In case of a major emergency the RDPMWC will be activated together with the sub-committees and the table below shows the linkages with the sector and clusters:

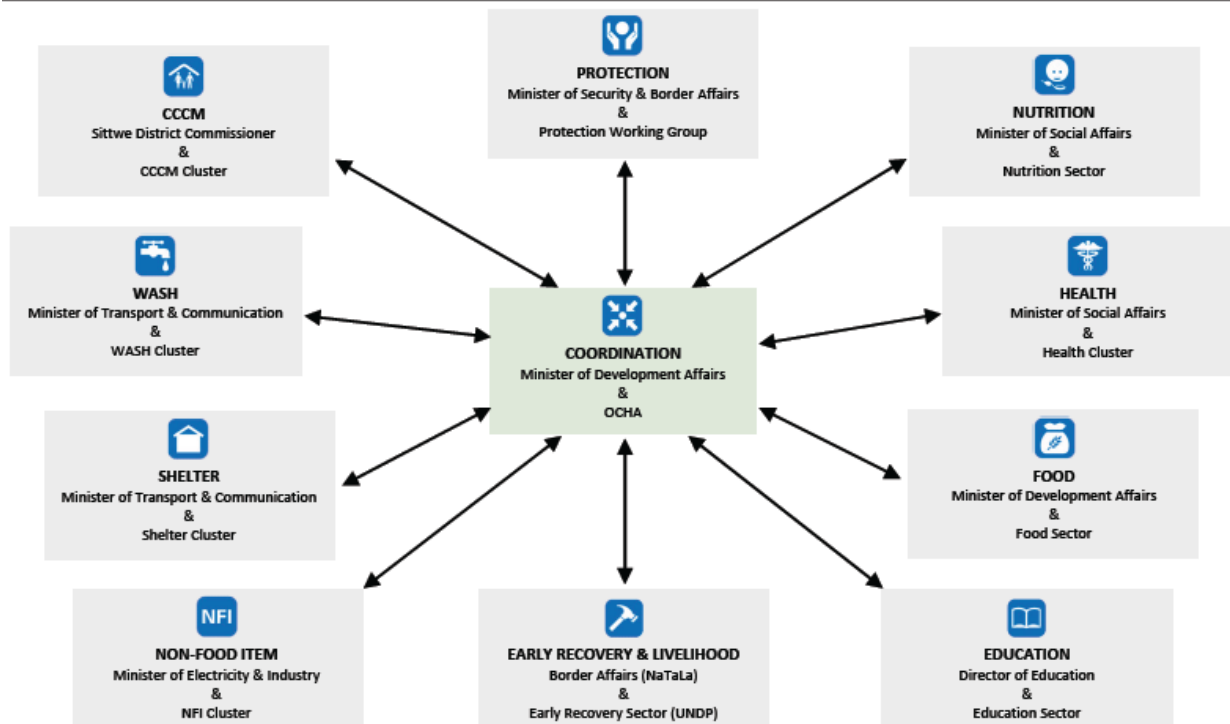| Rakhine Disaster Preparedness Management Working Committee (RDPMWC)		
Chair: Chief Minister **Secretary:** Social Affairs Minister **Joint Secretary:** Secretary of State Government **Members:**Ministries of Security and Border Affairs, Finance and Revenue, Agriculture and Livestock, Forest and Mineral, Planning and Economic, Transport,Development Affairs, Social Affairs and Electrical and Industrial		
Sub-committee and Chairperson	**Cluster/Sector main linkage**	**Linkages with other Sub Committees**
Information Sub Committee *State Minister of Social Affairs*		
Hotline Sub Committee *State Minister of Transport*	**Emergency Telecom -** *WFP*	
Search and Rescue Sub Committee *State Minister of Security and Border Affairs*		
Collection of preliminary damages news and emergency aids Sub Committee *State Minister of Planning and Economic*		
Confirmation of damages and losses Sub Committee *State Minister of Finance and Revenue*		
Transport and route clearance Sub-Committee *State Minister of Transport*	**Logistics -** *WFP*	
Disaster risk reduction and building of emergency tents Sub Committee *State Minister of Development Affairs*	**Education** - *UNICEF*	
	Food - *WFP*	
Health Care Sub Committee *State Minister of Social Affairs*	**Health** - *WHO*	**UNFPA -** *GBV*
	Nutrition - *UNICEF*	**Education** - *UNICEF*
	Non-Food Item - *UNHCR*	
Rehabilitation and reconstruction Sub Committee *State Minister of Transport*	**Early Recovery -** *UNDP*	
	Shelter - *UNHCR/IFRC*	
	WASH - *UNICEF*	
Security Sub Committee *State Minister of Security and Border Affairs*	**CCCM**- *UNHCR/IOM*	
	Protection - *UNHCR*	

- **Rakhine Area Humanitarian Country Team (AHCT) and inter-cluster/sector forum:** TheRakhine AHCT meets fortnightly inSittwe and is chaired by OCHA. Three Clusters are activated (Health, WASH and Shelter/NFI/CCCM) and there are other sectors that work in a coordinated manner (Food, Nutrition, Protection, Education, Early Recovery). All clusters and sectors meet on a regular basis with their line ministers – see table below. In addition, humanitarian actors meet once per week with the Rakhine State Development Minister who has been appointed by the Chief Minister to coordinate humanitarian assistance. Efforts are ongoing to improve information management, including data collation and analysis, as well as field data reflected in GIS products which will support monitoring and evaluation of operations.

Coordination Structure of Rakhine Response

CCCM — Sittwe District Commissioner & CCCM Cluster

PROTECTION — Minister of Security & Border Affairs & Protection Working Group

NUTRITION — Minister of Social Affairs & Nutrition Sector

WASH — Minister of Transport & Communication & WASH Cluster

COORDINATION — Minister of Development Affairs & OCHA

HEALTH — Minister of Social Affairs & Health Cluster

SHELTER — Minister of Transport & Communication & Shelter Cluster

FOOD — Minister of Development Affairs & Food Sector

NON-FOOD ITEM — Minister of Electricity & Industry & NFI Cluster

EARLY RECOVERY & LIVELIHOOD — Border Affairs (NaTaLa) & Early Recovery Sector (UNDP)

EDUCATION — Director of Education & Education Sector

6.4.3   Standard Operating Procedures

The standard Operating Procedures (SOP) will guide the members of the Rakhine AHCT in their initial emergency response and similarly to the national-level SOP, include actions at the Early Warning Phase and for the Response Phase.

Time	What	Who
Early Warning Phase (upon receipt of early warning information on an imminent threat)		
H0*	Contact OCHA **to inform on the threat** and cross-check information at field level	All + OCHA
	Contact RSG to inform/verify threat and offer support	OCHARakhine
	Inform OCHA Yangon on the threat	OCHARakhine
H0 to H+3	Initiate local information sharing through **communication tree**	OCHARakhine
H+6	Convene **AHCT Early Warning (EW) meeting** with RSG representation	OCHA
	Support RSG on elaborating and disseminating **EW key messages to affected community**	AHCT
	Send **regular updates** on the situation to Yangon and partners in Rakhine State	OCHARakhine
	Share **information from National/Union** level with AHCT	OCHA Yangon
H+12	Review capacity to respond (information on available **stocks, personnel available**for assessments)	AHCT
	Share information on **MRCS capacity**	IFRC
H+24	Mirror Yangon IMWG to collect and share information	Sittwe IMWG
H +48	**Convene AHCT meeting** (define inter-agency response plans and additional cluster leads on standby) and advise national HCT on possible activation of the CRP	OCHA Rakhine
	Maintain communication, exchange of information and coordination with RSG and AHCT partners	OCHA Rakhine
Response Phase (once threat is confirmed)		
H0	Obtain overview of the **scale and scope of the emergency**	OCHARakhine
	Share with OCHA Rakhine**information available from national level**	OCHA Yangon
H0 to H+3	**Offer assistance to RSG**	OCHA Rakhine
H+6	Identify local**capacity and necessary support needed**	AHCT + Clusters/Sectors

H+12	Activate an **emergency cell** for coordinating the response	AHCT
H+12 to H+24	Organize **joint multi-sector rapid needs assessments** using agreed methodology. Ensure coordination with local NGOs	OCHA Rakhine + Clusters/Sectors
D2 to D3	Elaborate**key community messages** about the situation and response	AHCT + Clusters/Sectors
	Draft key advocacy messages based on field context for review by HACG	AHCT
D3 to D4	**Analyse and share information from assessment** as soon as possible and provide regularly inputs on assistance and needs	OCHA Rakhine+ Clusters/Sectors
	Convene AHCT meeting to advise the national HCT on the possible **activation of the local contingency plan**, need to **activate clusters** and **human and material resources** needed	OCHA Rakhine
D4	Consolidate and draft **response plan**	OCHA Rakhine and Yangon
From D1	Maintain daily communication, exchange of information and **coordination with RSG and AHCT partners**	OCHA Rakhine
	Share any relevant information obtained from their counterparts	Sectors/clusters
	In partnership with local media, **informing the communities about the response** and what they can do to access assistance	AHCT
	Liaise with appropriate Government institutions on **security matters**	UNDSS

* Hour, ** Day

6.5   Sector/cluster contingency action plans

Included in Annex 2

7. Annexes

Annex 1 - Minimum Preparedness Action (MPA)

Annex 2 - Contingency Response Plan (CRP) - Cyclone Scenario in Rakhine