



# HCT MYANMAR – INTER-AGENCY EMERGENCY RESPONSE PREPAREDNESS (ERP) PLAN(JUNE 2017)

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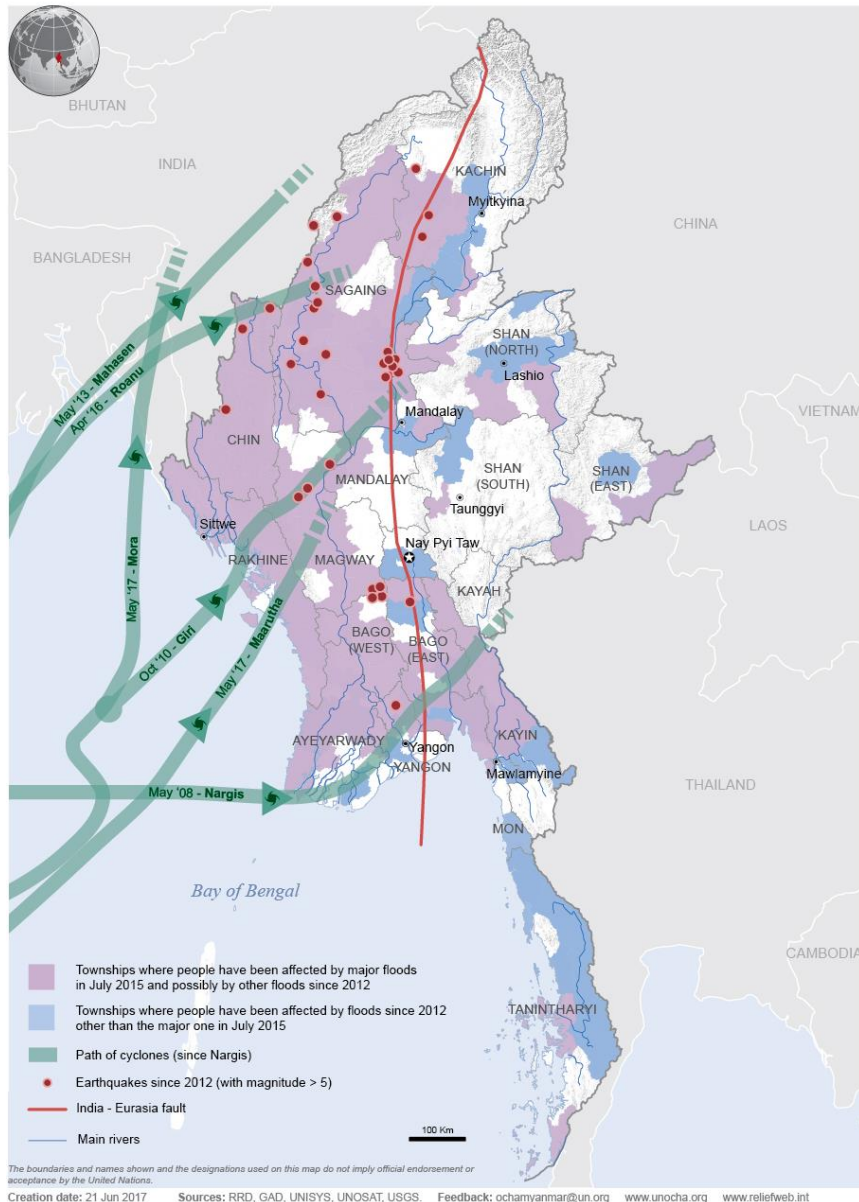
## INTRODUCTION

Myanmar is prone to various natural hazards that include earthquakes, floods, cyclones, droughts, fires, tsunamis, some of which have the potential to impact large numbers of people. Historical data shows that there have been medium to large/scale natural disasters every few years. Myanmar is currently ranked 12th out of 191 countries on the Index for Risk Management (INFORM), the 1<sup>st</sup> in the Southeastern Asia, which assesses the risk of humanitarian crisis and disasters that could overwhelm national capacity to respond, and 2nd on the Global Climate Risk Index of countries most affected by extreme events from 1995 to 2014.

Since 2002, more than 13 million people have been affected by natural disasters, including three Category 4 cyclones, several major earthquakes, and in 2015 the country experienced the worst flooding in decades.

In 2008, Cyclone Nargis devastated southern Myanmar, killing 140,000 people and causing extensive damage to infrastructure. There have been many lessons learned since then and efforts made to improve disaster risk reduction measures, early warning capacity and preparedness for response. Myanmar was hit by devastating floods and landslides in 2015 which affected more than nine million people in 12 of the country's 14 states/regions, killed 172 people and temporarily displaced 1.7million people.





In the event that large numbers of people are affected (such as was the case in 2008 following cyclone Nargis or the 2015 floods and landslides), the government may decide to request international assistance to support their efforts in responding to the disaster.

The humanitarian community in Myanmar, represented by the Humanitarian Country Team (HCT), therefore developed and regularly updates the inter-agency Emergency Response Preparedness (ERP) Plan to support the Government of the Union of Myanmar in preparing for, and responding to, any of the hazards that may affect the country.

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 main components: i) Risk Assessment, ii) Minimum Preparedness Actions, iii) Standard Operating Procedures (SOP), and iv) Contingency Plans for the initial emergency response. Besides these four elements, the preparedness package also includes the updated Multi-Sector Initial Rapid Assessment (MIRA) methodology, the Scenario Plan for a cyclone in Ayeyawaddy as well as the key documents for cash transfer programming in new emergencies.

The overall goal of the ERP Plan 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 HCT in Myanmar. The approach has been developed in collaboration with the Government, to facilitate a coordinated and effective support to people affected by humanitarian crises.

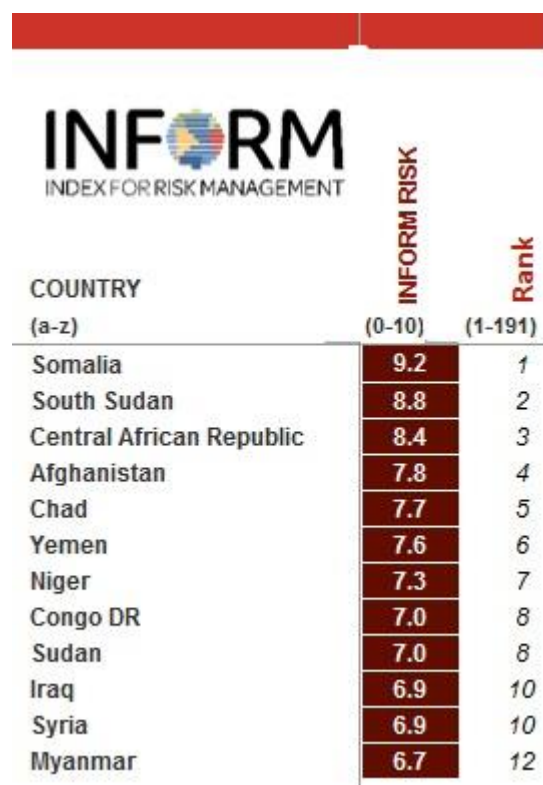
## MYANMAR HCT - Risk Assessment

Myanmar is ranked 12<sup>th</sup> out of 191 countries in the 2017 Index for Risk Management, and the 1<sup>st</sup> in the Southeastern Asia. It ranks 2<sup>nd</sup> out of 187 countries in the Global Climate Risk Index Myanmar. Fire is the most common hazard, followed by flooding. Floods occur 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 states are threatened by flash floods. Coastal regions are at risk of flooding due to extreme rainfall and storm surge.

The Myanmar coastline is susceptible to severe cyclones which form in the Bay of Bengal, which has two cyclone seasons: April to May and September to November. 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 impact in the Ayeyawady Region, due to the high vulnerability of the area.

Myanmar frequently experiences earthquakes, as the Alphide-Himalayan earthquake belt passes through the country from north to south. Since 1900, there have been 8 strong earthquakes.

In order to identify the disaster risks most relevant for Myanmar, a risk assessment was elaborated by the ERP working group 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<sup>1</sup>.



COUNTRY (a-z)	INFORM RISK	
	(0-10)	Rank (1-191)
Somalia	9.2	1
South Sudan	8.8	2
Central African Republic	8.4	3
Afghanistan	7.8	4
Chad	7.7	5
Yemen	7.6	6
Niger	7.3	7
Congo DR	7.0	8
Sudan	7.0	8
Iraq	6.9	10
Syria	6.9	10
Myanmar	6.7	12

1. Hazard Profile of Myanmar, (2009).

↑ Impact	5. <u>Critical</u>		Tsunami	Earthquake	Cyclone	
	4. <u>Severe</u>			Conflict & Civil Unrest		Floods
	3. <u>Moderate</u>				Storm Surge	
	2. <u>Minor</u>		Pandemics	Landslides & Drought & Fire		
	1. <u>Negligible</u>		Forest Fire			
		1. <u>Very Unlikely</u>	2. <u>Unlikely</u>	3. <u>Moderately Likely</u>	4. <u>Likely</u>	5. <u>Very likely</u>
		Likelihood →				
<b>Likelihood:</b>		<b>Impact:</b>				
1 = <u>Very unlikely</u> (a remote chance of an event occurring in the current year from 0-5%) 2 = <u>Unlikely</u> (5-15%) 3 = <u>Moderately likely</u> (15-30%) 4 = <u>Likely</u> (30-50%) 5 = <u>Very likely</u> (over 50%)		1 = <u>Negligible</u> (minor humanitarian impact; gov. capacity sufficient to deal with the situation) 2 = <u>Minor</u> (minor humanitarian impact; current country level inter-agency resources sufficient to cover needs beyond gov. capacity) 3 = <u>Moderate</u> (moderate humanitarian impact; new resources up to 30% of current operation needed to cover needs beyond gov. capacity – regional support not required) 4 = <u>Severe</u> (substantive humanitarian impact; new resources up to 50% of current operations needed to cover needs beyond gov. capacity – regional support required) 5 = <u>Critical</u> (massive humanitarian impact; new resources over 80% of current operations needed to cover needs beyond government capacity – L3 scale emergency)				

Rakhine State was prioritized to develop a specific Contingency Plan, as an area at higher level of probability for cyclone, in addition to the existing protracted emergency, the high levels of vulnerability, low levels of preparedness in communities, and the limited local capacities and resources. Additionally, it was developed a scenario planning for a cyclone in Ayeyawady and a brief contingency plan for an earthquake in Mandalay.

### WEATHER EVENTS TIMELINE



## MYANMAR HCT Minimum Preparedness Actions – MPA

Minimum Preparedness Actions (MPA) establishes a minimum level of emergency preparedness in country. MPAs are based on a multi-hazard approach and are not risk specific

C Completed  
 O Ongoing  
 N Not started

### INTER AGENCY MINIMUM PREPAREDNESS ACTIONS

#	Risk Monitoring	Status	Due date	Lead	Actions Taken
1	Revise annually the risk assessment and provide updates to the HC/HCT on new risks as they arrive	C	n/a	OCHA	Monitoring on-going
<b>Coordination &amp; Management Arrangements</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
A	One pager on HCT <b>coordination structure for response</b>	C	n/a	HCT	
3	Government <b>coordination structure for response</b> at State and Union levels included in the ERP Plan	C	n/a	OCHA	
4	Advocate for government clear procedures/protocols for requesting/accepting international assistance, including requirement such as <b>visas, travel authorization or custom clearances</b>	O	On-going	OCHA	
5	Establish <b>protocols for civil-military cooperation/coordination</b> with the Government	O	On-going	RC/HC, OCHA	CM-Coord workshop recommendations
6	Compile a list of <b>government and humanitarian counterparts</b> in prone areas (Rakhine, Ayeyawaddy, Mandalay, Sagaing, Chin and Magway)	C	n/a	OCHA	
7	Update annually <b>the inter-agency and sector Standing Operating Procedures (SOP) for disaster response</b>	C	n/a	OCHA & ICCG leads	
<b>Operational Capacity &amp; Arrangements to deliver relief and protection</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
8	Update annually the <b>contingency plan for the scenario of cyclone response in Rakhine</b>	C	n/a	OCHA & ICCG leads	
9	Identify sector capacities in case of emergencies, including <b>contingency relief supplies, partners and human resources surge needs</b> , available surge mechanisms at regional or global level (stand-by partnerships, internal deployment, external recruitment, others) and mechanisms for their activation.	C	n/a	ICCG leads & OCHA	Sector/clusters know their mechanisms
10	Conduct interagency pre-crisis cash feasibility assessment with recommendations	C	n/a	WFP & OCHA	
11	Support the development of a <b>private sector network for emergency preparedness</b> and more efficient <b>response</b>	O	On-going	UNDP & OCHA	
12	Conduct <b>regular simulation exercise to test ERPP</b> , including joint exercises with Government when feasible	O	On-going	OCHA	Mandalay planned for 2017
<b>Assessments</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
13	Ensure <b>MIRA assessment forms and SOP</b> are ready and critical staff trained in their use	C	n/a	OCHA & ICCG leads	
14	Support the <b>Government in improving Damage and Loss collection, transmission and collation of data</b>	O	On-going	MIMU & OCHA	
<b>Information Management</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
15	Update and disseminate quarterly the <b>Common Operational Datasets (COD) and Fundamental Operational Datasets (FOD)</b>	C	n/a	MIMU	
<b>Reporting</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
16	Ensure <b>report templates are available and shared</b> with reporting focal points	C	n/a	OCHA	
17	Ensure that <b>reporting focal points have been identified</b> in cluster/sector lead agencies	C	n/a	All	
<b>Public Information and Communication with Communities</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
18	Put in place a protocol on <b>how to handle media issues</b> at country level, and identify a spokesperson	C	n/a	HACG	
19	Maintain up to date <b>lists of national and international media</b> and media contacts in the country	C	n/a	HACG	
20	Develop agreed <b>guidelines for coordination of emergency communications with communities</b>	O	Q3 2016	OCHA	
21	Develop agreed sector <b>priority messages</b> for the affected community to reduce their risk	C	n/a	OCHA & ICCG leads	
<b>Resource Mobilization</b>		<b>Status</b>	<b>Due date</b>	<b>Lead</b>	<b>Actions Taken</b>
22	Develop a Pre-Flash Appeal to be adapted to any emergency	C	n/a	OCHA	

## MYANMAR HCT - Inter-Agency Standard Operating Procedures - SOP

	ACTIVITY	WHO
EARLY WARNING PHASE	<b>Upon receipt of early warning information on an imminent threat</b>	
	Contact OCHA <b>to inform on the threat</b> and cross-check information at field level	All & OCHA
	<b>Alert RC/HC</b>	OCHA
	<b>Contact GoUM</b> (MoSWRR) to inform/verify threat	RC/HC & OCHA
	<b>Alert HCT and ICCG</b>	OCHA
	Send <b>Flash Update</b> (email) to key partners	OCHA
	Inform <b>OCHA Regional Office and HQ</b>	OCHA & RC/HC
	Inform UNDAC of potential threat and <b>analyze possible need for UNDAC deployment</b>	OCHA
	Alert <b>HACG</b> to be on standby	OCHA
	Review <b>capacity to respond</b> (information on available stocks, personnel for assessments, staff deployable for a possible response, including capacity of donors/embassies, AHA Center)	ICCG
	Share information on <b>MRCS capacity</b>	OCHA
	Gathers <b>secondary relevant data</b>	OCHA & MIMU
	<b>Convene HCT meeting</b> (define inter-agency response plans and additional cluster leads on standby)	OCHA
	Identify potential <b>mitigating measures</b> and agencies to implement them	HCT
	Assign/confirm <b>reporting and information management focal points</b>	ICCG
Identify constraints for <b>accessing potential affected populations</b>	HCT	
Advocate for <b>simplified visa, travel authorization</b> to affected areas and <b>customs</b> (as system in place 2015 floods response)	RC/HC	
	<b>Coordination &amp; Management Arrangements</b>	
RESPONSE PHASE	<p style="text-align: center;"><b>Once the threat is confirmed contact the government to know:</b></p> <ol style="list-style-type: none"> <li><b>1. National capacity to deal with the emergency</b></li> <li><b>2. Intent to declare a state of emergency</b></li> <li><b>3. Intent to request, welcome or decline international assistance.</b> <ul style="list-style-type: none"> <li>- <b>If welcomed</b>, outline support options available, request approval for additional humanitarian staff's entry into the country, and the need for UNDAC team or Search and Rescue assistance (ideally INSARAG members) in case of earthquake or collapse or urban structures</li> <li>- If assistance is <b>declined</b> but nonetheless required, HCT to increase their capacity to respond</li> </ul> </li> </ol>	RC/HC & OCHA
	<b>Initiate</b> regular HCT and <b>ICCG meetings</b>	HCT & ICCG
	<b>Agree on</b> response coordination structure <b>at the areas affected in case not being in place, and leading coordinating organization (based on presence in the affected areas)</b>	HCT & ICCG
	<b>Analyze possible need for</b> additional resources from regional/HQ level	RC/HC & HCT
	<b>Organize a</b> briefing for in-country donors <b>and ascertain intentions to fund the response</b>	OCHA
	<b>Operational Capacity &amp; Arrangements to deliver relief and protection</b>	
	Identify capacity to respond <b>and quantify the gaps</b>	ICCG & OCHA
	<b>Identify required</b> government support at national level (EOC)	ICCG
	<b>Initiate</b> regular cluster/sector meetings	ICCG
	<b>Request Government</b> logistical assistance for site visits <b>if required</b>	HCT
	<b>Based on situation and gender analysis identify the most appropriate</b> activities needed to reach potential beneficiaries <b>(including vulnerable groups)</b>	ICCG & Protection Sector
	<b>Ensure there is a clear</b> protection strategy in place. <b>Ensure appropriate prevention and response mechanisms for sexual and gender based violence</b>	Protection Sector
	<b>Identify</b> potential partners in the areas affected, and its capacities <b>to support assessments and response</b>	ICCG
	<b>Contact with</b> private sector partners <b>and identify channels for coordination (UMFCCI)</b>	OCHA & UNDP
	<b>Hold an inter-agency logistics coordination meeting to</b> determine existing logistics capabilities and additional needs	Logistics sector & ICCG
	<b>If stocks are being brought from outside the country, advocate with Government authorities on fast-track for</b> custom and importation procedures.	Logistics sector & RC/HC
	<b>Review</b> security plans <b>to see that they are up- to-date and relevant for the area of planned operation</b>	DSS
	<b>Liaise with appropriate Government institutions on</b> security matters	DSS

<b>DSS to regularly update HCT on security situation in the country</b>	DSS
<b>Assessment &amp; Information Management</b>	
<b>Based on secondary data available, develop a preliminary scenario definition</b>	OCHA & MIMU
<b>Analyze the need for launching a joint multi-sector rapid needs assessments using agreed methodology. Ensure coordination with local NGOs</b>	OCHA & ICCG
Disseminate MIRA revised form (hard and soft copies)	OCHA
<b>Confirm IM focal points from sector/clusters to coordinate under IM Network</b>	OCHA & MIMU
<b>Identify required IM support at EOC</b>	MIMU & OCHA
<b>Analyze and share information from assessment as soon as possible</b>	OCHA & ICCG
<b>Reporting</b>	
<b>Confirm sector reporting focal points</b>	ICCG
<b>Issue regular Situation Reports (daily if necessary)</b>	OCHA
<b>Public Information &amp; Communications with Communities</b>	
<b>Develop talking points and Q&amp;As for RC/HC and HCT</b>	HACG
<b>Resource Mobilization</b>	
Analyze and agree on the need to launch a <b>Flash Appeal</b>	HCT
Identify <b>emergency funds capacities</b> (ERF, CERF) and agree on priorities	OCHA

# MYANMAR HCT – Priority Response Activities & Coordination in Emergencies

The activities described below are those prioritized by sectors and clusters for emergency response in case of large-scale disasters. These priority activities will be adapted to the context once the disaster occurs to better address the specificities of the emergency.



## EDUCATION

**Lead agency:** UNICEF

**Contact information:** Jane Strachan ([jstrachan@unicef.org](mailto:jstrachan@unicef.org)) and Shane Brady ([shane.brady@savethechildren.org](mailto:shane.brady@savethechildren.org))

### PRIORITY ACTIVITIES

- Establish and conduct emergency repairs to temporary learning spaces and classrooms.
- Distribute essential teaching, learning and recreational materials.
- Provide emergency learning activities and training for children and education personal.



## FOOD SECURITY

**Lead agencies:** WFP and FAO

**Contact information:** Masae Shimomura ([masae.shimomura@wfp.org](mailto:masae.shimomura@wfp.org)) and Andrea Berloffia ([andrea.berloffia@fao.org](mailto:andrea.berloffia@fao.org))

### PRIORITY ACTIVITIES

- Distribute ready to eat food and High Energy Biscuits (HEB).
- Provide life-saving food assistance consisting of basic food basket (including cash).



## HEALTH

**Lead agency:** WHO

**Contact information:** Win Bo ([bow@who.int](mailto:bow@who.int))

### PRIORITY ACTIVITIES

- Support provision of immediate treatment to the injured and those in need of medical support.
- Support disease surveillance and coordination for patient referral systems.
- Support for essential medicines and early resumption/revitalization of primary health and reproductive health services.
- Ensure continuity of life-saving newborn/child health care and reproductive health care services through mobilization of Minimum Initial Service Package (MISP).



## NUTRITION

**Lead agency:** UNICEF

**Contact information:** Anne Laevens ([alaevens@unicef.org](mailto:alaevens@unicef.org))

### PRIORITY ACTIVITIES

- Establish and maintain facilities for treatment of children with acute malnutrition.
- Provide multiple micronutrient supplementations to children 6-59 months and pregnant and lactating women.



## PROTECTION

**Lead agency:** UNHCR

**Contact information:** Geraldine Salducci ([salducci@unhcr.org](mailto:salducci@unhcr.org))

### PRIORITY ACTIVITIES

- Establish child friendly spaces and mobile case management teams where required.
  - Establish safe spaces and/or mobile case management and outreach services for women, girls and survivors of GBV.
  - Distribute dignity kits and other protection kits as needed.
-



- Establish an emergency complaints mechanism.
- Provide psychosocial care and support to traumatized children and adults.
- Conduct family tracing and reunification (FTR) for children who are unaccompanied or separated.



## SHELTER, NON-FOOD ITEMS & CAMP MANAGEMENT AND CAMP COORDINATION

**Lead agency:** UNHCR

**Contact information:** Edward Benson ([benson@unhcr.org](mailto:benson@unhcr.org))

### PRIORITY ACTIVITIES

- Provide immediate life-saving shelter such as tarpaulins, basic tools and fixings for damaged homes, along with appropriate non-food items.
- If camps are being formed assess immediate camp management and camp coordination needs



## WASH

**Lead agency:** UNICEF

**Contact information:** Sunny Guidotti ([sguidotti@unicef.org](mailto:sguidotti@unicef.org))

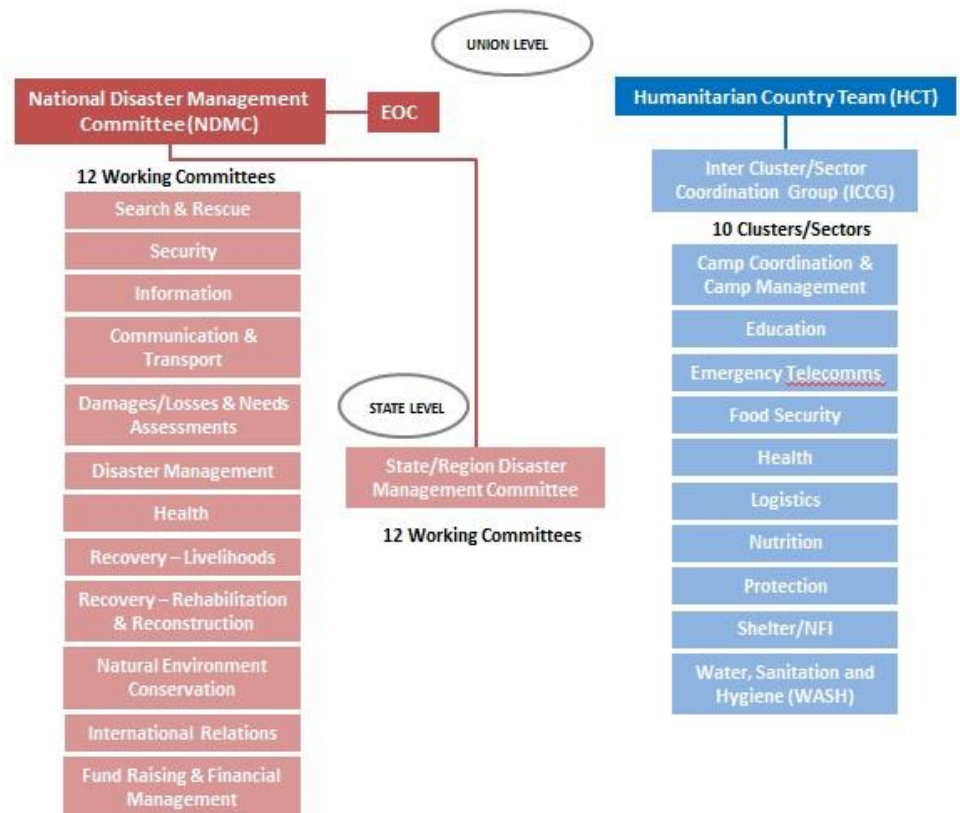
### PRIORITY ACTIVITIES

- Provide emergency water supply and water treatment tablets/sachets; clean and chlorinate water points.
- Provide emergency latrines in evacuation centers where the affected people remain more than a week and in IDP camps.
- Distribute hygiene kit and disseminate emergency hygiene messages.

## COORDINATION ARRANGEMENTS

The Government of the Union of Myanmar (GoUM) holds the responsibility for disaster management through the National Disaster Management Committee (NDMC) chaired by the Vice-President and co-chaired by the Minister of Social Welfare Relief and Resettlement, and the Minister of Home Affairs. The NDMC has 12 Working Committees.

The Humanitarian Country Team (HCT), under the Humanitarian and Resident Coordinator leadership, is the strategic coordination mechanism in Myanmar to support the GoUM in responding to ongoing and future emergencies. The operational response is organized in 10 sectors/clusters, some of them to be activated only in case of need.



The following table identifies the cluster/sector leads in Myanmar as agreed by the HCT in June 2016:

Sector/Cluster	Leads in Rakhine, Kachin and North of Shan States	Leads elsewhere
<b>Camp Coordination and Camp Management (CCCM)</b>	UNHCR <sup>2</sup>	IOM <sup>3</sup>
<b>Education in Emergencies</b>	Save the Children & UNICEF	
<b>Shelter &amp; Non Food Items (NFI)</b>	UNHCR <sup>2</sup>	IFRC <sup>3</sup>
<b>Emergency Telecommunications</b>	WFP	
<b>Food Security</b>	FAO / WFP	
<b>Health</b>	WHO	
• <b>Reproductive Health Technical Working Group</b>	UNFPA	
<b>Logistics</b>	WFP	
<b>Nutrition</b>	UNICEF	
<b>Protection</b>	UNHCR <sup>4</sup>	
• <b>Child Protection Sub-Sector</b>	UNICEF	
• <b>Gender Based Violence Sub-Sector</b>	UNFPA	
<b>WASH</b>	UNICEF	

2. UNHCR will lead Shelter/NFI and CCCM at national and sub-national levels in case of large-scale natural disaster in Rakhine, Kachin or North of Shan States. IFRC and IOM would look to support UNHCR.
3. IFRC and IOM will lead Shelter/NFI and CCCM respectively at national and sub-national levels in case of large-scale natural disaster elsewhere. UNHCR would seek to support as IFRC and IOM scale-up the required resources.
4. UNICEF will lead the protection sector in case of a large-scale disaster in Mandalay Region.

# HCT Myanmar - CONTINGENCY PLAN

## Scenario of Cyclone in Rakhine State (July 2017)

### OBJECTIVES

The purpose of the Rakhine Contingency Response Plan is to complement the Rakhine State Government's (RSG) efforts to address the life-saving needs and gaps that arise from a large natural disaster during the critical first week(s). This plan is aimed at guiding the humanitarian community's initial response within its existing capacity until a wider humanitarian response is mobilized, with support from Yangon, if needed.

### CONTEXT ANALYSIS

#### General context and vulnerability

Rakhine State is among the most disaster-prone states in Myanmar with thousands of people affected by cyclones, storm surge and flooding on an annual basis. The underlying poverty of population and the State's weak infrastructure increases the community's vulnerability to disasters. Geographically, Rakhine is isolated from the rest of the country, largely cut off by inaccessible mountain ranges. Within the State there are few paved roads and transport links in several areas are limited to weather-dependent boat routes. Vulnerability is pronounced among communities living in hard to reach areas and remote locations. The majority of the State's population lives in rural areas where housing is traditionally made of bamboo, rather than concrete, reducing resilience to disaster impacts. Hence, the anticipated impact of cyclone in urban Sittwe, is very different to the same cyclone hitting a rural village with underdeveloped infrastructure.

The State is also grappling with longstanding inter-communal tensions between ethnic Rakhine communities and members of the Muslim population, most of whom identify themselves as Rohingya. Inter-communal violence in 2012 caused the displacement of approximately 145,000 people from both the Buddhist and Muslim populations and contributed to a deterioration of living conditions for all the communities in Rakhine. About 25,000 of the original IDPs were assisted to return or relocate by the end of 2015, with individual housing provided by the Rakhine State Government with support from the international community.

However, five years after the initial violence, almost 120,000 people are still living in 39 camps. The vast majority are stateless Muslim people who are confined to the IDP camps with very restricted movement which further exacerbates the poverty and vulnerability of natural hazards. Many of the camps are built in low-lying coastal areas with few disaster management or mitigation measures in place. Displaced populations in camps are largely dependent on external support for food and shelter. They are cut off from livelihood activities by movement restrictions and disempowered by lack of clarity over their legal status. There are major gaps in disaggregation of displacement data, making it difficult to plan for the needs of particularly vulnerable populations such as children, the elderly and people with a disability. Children and the elderly are more exposed to health risks and malnutrition in the conditions which follow a natural disaster. Cultural issues related to the ability of younger and unmarried Muslim women to move around on their own without being escorted by a man, may also complicate evacuation arrangements.

A series of attacks on Border Guard Police posts on 9 October 2016 which killed nine police personnel, as well as subsequent security operations by government forces, have also triggered a new humanitarian crisis in the northern part of Rakhine. Hundreds of houses and buildings were burned, many people were killed and thousands fled their homes in the weeks and months after the initial attacks. Allegations of widespread human rights violations have been documented among the tens of thousands of people who have newly arrived in Bangladesh. While most internally displaced people have started to return to their areas of origin, these groups remain vulnerable to disaster because of inadequate shelter, ongoing movement restrictions and incomplete/inconsistent humanitarian access.

Across the State, vulnerability is also connected to people's capacity to cope with natural disasters on an annual basis. Very few people in Rakhine have received any education on disaster risk reduction or evacuation procedures, although the

Government and organizations such as the Myanmar Red Cross National Society are taking steps to improve this. Early warning messages are increasingly being issued by the authorities, however, these messages do not always reach affected populations because they do not have access to radio and television or they are delivered in languages which are not universally understood. The majority of people are dependent on ad-hoc disaster shelters such as monasteries and schools, and a substantial minority have no safe evacuation points to go to.

### History of natural disasters in Rakhine State

Rakhine has been hit by seven tropical cyclones with varying degrees of severity since the year 2000. The deadliest cyclone in the modern history of Rakhine State was Cyclone Giri in 2010 which killed 45 people, destroyed hundreds of houses and affected an estimated 260,000 people. In 2015, Cyclone Komen caused widespread flooding in Rakhine State affecting 16 townships and damaging almost 11,000 homes and 360 schools. In 2013, Cyclone Mahasen with speed of 180 mph caused displacement of over 35,000 people across Rakhine. Cyclone Mora made landfall between Chittagong and Cox's Bazar in Bangladesh on 30 May. In Myanmar's neighboring Rakhine State, strong winds and heavy rains from the cyclone caused damage to thousands of houses, IDP camps and other infrastructure in Myanmar's Rakhine State, with the worst impacts felt in the State's north. In northern Rakhine, where people are already vulnerable after recent inter-communal tensions and security operations, almost 50,000 structures were damaged. Elsewhere in the State, the Cyclone caused severe damage to shelters, water, sanitation and hygiene facilities, as well as temporary learning spaces in IDP camps, particularly in rural Sittwe.

Meanwhile, flooding occurs across the State on an almost annual basis. In 2015, rains associated with Cyclone Komen caused extensive damage. In July 2016, heavy rains caused flooding that affected four townships in Rakhine State, damaging more than 100 houses and killing two

people. Low-lying parts of the coastline are also at risk from storm surge and tsunami.

### RISK ANALYSIS

The latest 'Multi-Hazard Risk Assessment in Rakhine State of Myanmar' (European Commission and UNDP, November 2011) identified the State's highest risks as cyclones, followed by conflict/civil unrest, floods and earthquakes. A cyclone in a coastal area is ranked as having the highest risk level (20 on a scale from 1 to 25). According to IOM's Disaster Risk Reduction (DRR) Unit, an overall risk profile assessment concluded that wind speeds from cyclones and storms in Rakhine are relatively low but the main damage is usually caused by flooding. The Rakhine Coordination Group's Disaster Preparedness and Response Working Group has also identified a high level of probability that a cyclone will occur and that this risk is present against a backdrop of low community preparedness, limited but improving local capacity to respond, high levels of vulnerability and high levels of displacement in the State.

Table 1: Impact and risk analysis for Rakhine State

Hazard	Probability	Impact	Reasons	Vulnerability/Risk factors	
<b>Cyclone</b>	Very likely	Critical	Proximity to water	Location of IDP camps close to shorelines	Lack of shelters, inadequate housing structures (bamboo, tarp)
<b>Floods</b>	Very likely	Critical to Severe	Excessive raining	Location of IDP camps close to shorelines	Low Lying Landscape of majority of Rakhine State
<b>Landslides</b>	Very likely for North of Rakhine State	Severe	Heavy rain in mountainous areas	Remote villages with poor housing and bad transport links	Villages in valleys on the path of landslide
<b>Storm surge</b>	Very likely	Severe	Strong winds / cyclone or tropical storm	Coastal areas – IDP camps at shorelines	Flooding

Source: OCHA Sittwe

## COLLABORATION WITH THE GOVERNMENT

The overall capacity of the Rakhine State Government to manage large scale disasters is gradually improving and there is a desire from the Government to take a more prominent leadership role in coordination. The Rakhine State Government has developed a state and township-level Disaster Preparedness and Response Plan which outlines strategies and coordination mechanisms for local governments during emergencies. In support of these efforts, UN agencies and international Non- Government Organizations, coordinated by OCHA, have worked in close collaboration with the State Government and its line ministries on the development of this complementary Contingency Plan for the humanitarian community. A joint preparedness workshop was held in June 2017 to further strengthen these relationships between Government and humanitarian actors, bringing greater alignment in expectations and informing the 2017 revision of this Contingency Plan.

The workshop brought together key Government actors, the UN's humanitarian agencies, international and national Non-Government Organizations/Civil Society Organizations and the Red Cross/Red Crescent Movement to discuss ideas for improving emergency response arrangements in Rakhine State. Presentations and discussions covered a range of topics including the Rakhine State Government's emergency response

architecture, the humanitarian community's cluster approach and HCT structure, humanitarian principles and staff codes of conduct, best practice for conducting needs assessments, information tools and services, humanitarian financing mechanisms, and lessons learned from past disasters in Rakhine State. The outcomes and priorities identified as part of the workshop have been incorporated into the planning document below.

Among the key priorities identified by participants was a need to provide better support to Civil Society Organizations so that the benefits of their wide access and local relationships can be maximized in disaster response. There is a need to develop standard operating procedures (SOPs) and specific guidelines/templates for conducting needs assessments. The humanitarian sector and the Government have also resolved to ensure they use the same baseline data sets (preferably provided by the Government) to provide a common starting point for planning of preparedness/response activities.

In urban areas search and rescue is provided by the Fire Department and the Myanmar Red Cross Society (MRCS). MRCS is also an important partner for the Government in improving communication of early warning messages and evacuation plans. As part of the 2017 Joint Disaster Preparedness Workshop, the State Government confirmed the existence of evacuation plans for

both camps and regular living areas. However, these plans have been poorly communicated and there is generally little community awareness of evacuation points. Lessons learned from natural disasters of recent years showed that the main places of evacuation and collective center management are religious buildings/monasteries. Usually people will use waterways or evacuate by foot.

### **ANTICIPATED HUMANITARIAN CONSEQUENCES OF NATURAL DISASTER**

Apart from the potential loss of human life and injury, the main immediate consequences of a natural disaster are the destruction of houses and shelter, damage to infrastructure (which can lead to inaccessibility to basic services, e.g. health clinics and schools), internal displacement, separation of children from caregivers, protection risks due to inadequate temporary shelter and possible trauma/psychological distress.

Impacts from Cyclone Mora in May/June 2017 clearly displayed the vulnerability of most shelters to weather events, with the extensive damage increasing the risk of disease and protection risks for affected people. Makeshift shelters in camp and camp-like settings were particularly badly damaged, leaving those residing in these situations in a precarious position.

Floods and cyclones usually cause short-term disruption to agriculture and other livelihoods activities which may impact on the local availability of food and other supplies, as well as overall available community income. In the longer-term, these repeated disruptions to economic activity restrict the State's development and poverty alleviation efforts.

Affected people need to be kept informed about available services in a gender and conflict-sensitive way. The needs of all affected communities must be addressed in relief programming. Without access to reliable, timely and accurate information, communities won't be able to make the choices necessary to develop their own coping mechanisms and survival strategies.

### **RESPONSE STRATEGY**

*Please see SOPs in Annex for further details on roles and responsibilities in emergency settings.*

#### **Coordination in Sittwe**

Overall coordination of both humanitarian and development partners in Sittwe is provided by the Rakhine Coordination Group (RCG) under the leadership of the UN Senior Adviser and the Resident Coordinator's Office. Under this new way of working, a Disaster Preparedness and Response Working Group, chaired by OCHA with participation by all relevant UN agencies, national and international Non-Government and Civil Society Organizations and the Red Cross Movement. Operational coordination is also provided through the Inter-Cluster Coordination Group for Rakhine which is chaired by OCHA. The following clusters are activated in the State: CCCM, Shelter, NFI, Education, Nutrition, Health, Protection (incl. Child Protection and Gender-Based Violence sub-sectors), WASH, and Food Security. Through the Inter-Cluster Coordination Group (ICCG) clusters/sectors will coordinate their work and support to the response with relevant line ministries. RCO and OCHA will coordinate directly with RRD and other relevant State ministries on disaster response capacity and needs.

On the Rakhine State Government side, the Relief and Resettlement Department (RRD), under the State Ministry of Social Affairs remains the main counterpart for State level coordination of humanitarian assistance. The Government has urged organizations active in Rakhine State not report to or coordinate directly with the Union Government before consulting with them on the provision of support including needs assessments. According to procedures shared with the humanitarian community at the recent joint preparedness workshop, the Rakhine State Government will make direct requests to the military for any logistical support required (e.g. logistical assets, helicopter support, personnel).

#### **Coordination arrangements in northern Rakhine**

Following the attacks against Border Guard Police posts in 2016 and subsequent security operations

in northern Rakhine, the Resident Coordinator's Office has been placed in the overall lead of the response, in close collaboration with all humanitarian and development partners on the ground in Maungdaw. With regard to humanitarian-specific aspects of inter-agency coordination in northern Rakhine, UNHCR remains the focal point for Maungdaw and Buthidaung townships. UNHCR is working within existing capacity on the ground as much as possible but will request further surge support for operations if required. If this does not prove sufficient to meet humanitarian needs, then consideration would be given to OCHA deploying to Maungdaw to take on a dedicated coordination role.

### Coordination arrangements elsewhere in Rakhine State

OCHA is not currently present in all townships. Depending on where disaster strikes, there may be circumstances where OCHA is not able to immediately provide support during the first and very early stages of the response due to access constraints, long travel times, the magnitude of disaster, etc. In such circumstances, OCHA would rely on support from its HCT partners on the ground to ensure that effective inter-agency coordination support structures are established as early as possible. This is critical to ensuring affected people receive assistance at the earliest opportunity.

#### Scenario 1: Best case

- Theoretically it is hoped that an approaching cyclone would provide enough reaction time for OCHA and partners to establish the required coordination support on the ground in a timely and organized manner.

#### Scenario 2: Worst case

- Severe landslides and/or floods as a result of pouring rain which would reduce the reaction time. OCHA would establish itself in affected locations with appropriate capacity as soon as possible after a disaster strikes if this is required.

- In the event of Scenario 2, HCT partners will initially provide inter-agency coordination support until such time as OCHA's support is deemed necessary and deployed. From Sittwe, OCHA will provide all possible support and guidance until an actual deployment of staff is requested and made possible.

In the event of an emergency, the following tasks/activities would need to be carried out by partners in their geographical area of responsibility until OCHA arrives:

- Convene partners and establish an inter-agency coordination forum to agree on 3W/4W on operational strategy
- Government liaison
- Establish ICCM (for those clusters/sectors relevant to establish)
- Map 3W/4W
- Prepare needs assessments
- Reporting/Sit Rep Inputs

### Alternative partner arrangements by township

#### Agreed

- Sittwe: RCO/OCHA  
As outlined above
- Maungdaw and Buthidaung: UNHCR  
As outlined above

#### Yet to be agreed\*:

- Mrauk-U
- Kyauktaw
- Pauktaw
- Myebon
- Kyaukpyu
- Ann
- Thandwe

\* Confirming arrangements for these locations is an urgent priority

### Reporting and information management requirements

A decision on the form of reporting that will occur in relation to any emergency is made by the OCHA Head of Office, in agreement with the HC/HCT, if required. For an event in Rakhine State, the

Rakhine Coordination Group and/or the ICCG are also able to advise on the type of reporting they recommend.

**Situation Reports:** If an emergency is deemed serious enough, the OCHA Head of Office may decide to produce a Humanitarian Situation Report. A Humanitarian Situation Report is a concise public document intended to support the coordination of humanitarian response in an acute crisis. It pulls together information from all of clusters/sectors to provide a snapshot of current needs, response and gaps in a given emergency. Situation reports are usually issued at the national level for a large-scale emergency (for example during the 2015 floods where a state of emergency was declared by the Government of Myanmar in four states and regions) but could also be produced at the state/regional level where sectors/clusters are operating, for example on a large-scale emergency in Rakhine state. While the inputs are compiled from sectors/clusters at the state level, the situation reports would be cleared and issued at the national level. Situation reports are widely distributed through OCHA mailing lists, including to the media. They are read by a range of different audiences including humanitarian actors inside and outside the country, donors, government agencies and journalists.

**Humanitarian updates:** Alternatively, the OCHA Head of Office/HC/HCT may decide to issue one or more updates to the HCT and the wider humanitarian community. Humanitarian updates may also be issued publicly, depending on the situation/incident. Advice can also be received on this approach from the Rakhine Coordination Group/ICCG. These do not usually require the same level of detail as a full situational report but inputs should still follow the basic format of needs, gaps and response. These updates are a critical planning tool for the response and provide an agreed set of priority issues facing affected people.

**Information Management Products:** In an emergency, OCHA analyses assessment results supplied by the clusters/sectors and available baseline data to give an overall picture of needs, gaps and response efforts in the affected area. In

line with the RAPID approach, OCHA and WFP VAM have agreed on a common approach to disaster impact modelling combining secondary data and vulnerability analysis. Emergency mapping will be provided to partners working in affected areas. Given the accuracy issues related to the census in Rakhine State, an improved and complete dataset on the State's population by township, cleared by all Clusters, is being developed and will soon be widely available. This baseline data will be made available with other useful public datasets on HDX OCHA page. Data collected from the humanitarian community is used to reveal trends and identify priority areas for humanitarian actors and the Government. The data can be used to produce visual products such as maps, snapshot, infographics and dashboards. Whenever an emergency happens a disaster location map will be officially published on Reliefweb. These visual products assist clusters to communicate their needs and allow the humanitarian community/donors to communicate who is doing what, where.

**Inputs:** Once a decision is made to proceed with a Situation Report or a humanitarian update, the reporting focal point for each sector/cluster is expected to provide inputs to OCHA on standardized templates for data (4W) and reporting (narrative) outlining their needs, gaps and response. OCHA will distribute the appropriate templates via a single email to cluster coordinators/designated reporting focal points with a clear deadline for inputs. They are responsible for sending information on behalf of the sector/cluster and not on behalf of their individual agencies. In northern Rakhine, responsibility for providing inputs to OCHA for HCT updates or a Situation Report rests with RCO and UNHCR. The frequency of cluster/sector inputs and the regularity of the situation reports/updates/IM products produced will depend on how quickly the situation is changing. In the initial phase of a new, fast-moving emergency, situation reports/updates are usually issued every day but the frequency usually reduces over time as the situation stabilizes. OCHA will consult with



partners on the frequency of reporting as an emergency develops.

## RESPONSE PRIORITIES BY SECTOR

### EDUCATION

- Set-up safe Temporary (Alternative) Learning Spaces in consultation with communities
- Provide essential education and recreation supplies (kits and materials)
- Mobilize available psychosocial support for teachers and students, and provide context-relevant life-skills activities including basic health, hygiene, protection learning contents

### FOOD

- Affected people have access to safe and nutritious food that meets their daily dietary needs.

### HEALTH

- To complement government efforts ensuring immediate treatment of injured people as a result of the disaster and assist with referrals.
- To ensure continuity of life-saving new born/child health care and reproductive health care services.
- To prevent further spread of communicable diseases ensure that proper surveillance system is in place.
- Ensure continuity of life-saving new-born/child health care and reproductive health care services

### NUTRITION

- Prevent, to the extent possible, children under 5 and PLW who are identified with risk of malnutrition from developing severe acute malnutrition
- Ensuring continuation of services for children aged 6 to 108 months and pregnant/lactating women with acute malnutrition who already identified and adequately treated through mobile fix/mobile services.
- Prevent children under 5 and PLW who are identified with risk of malnutrition by making sure IYCF practices are supported

### PROTECTION

- Ensure that affected people have access to safe shelter, safe pathways to access, freedom of Movement
- Ensure that shelters are secured for the affected people to be able to live with dignity, shelters have separate spaces for women, children, and breastfeeding mothers.
- Ensure that shelters have the registration capacity, and safe for reporting protection incidents (GBV, child protection, and other protection incidents).
- Ensure to communicate to the community that protection services are available.
- Ensure separated children are identified and access to Family Tracing and Reunification services.

### SHELTER

- People whose dwellings have been affected by the disaster are provided with temporary but adequate shelter assistance

### CCCM

See CCCM Contingency Plans.

### WASH

- Affected population has equitable and sustainable access to sufficient quantity of safe drinking and domestic water as per sphere standard or WASH Cluster Minimum Standard.
- Affected population has equitable access to safe and sustainable sanitation and live in a non-contaminated environment.
- Affected population adopt basic personal and community hygiene practices.

## STANDARD OPERATING PROCEDURES (SOP)

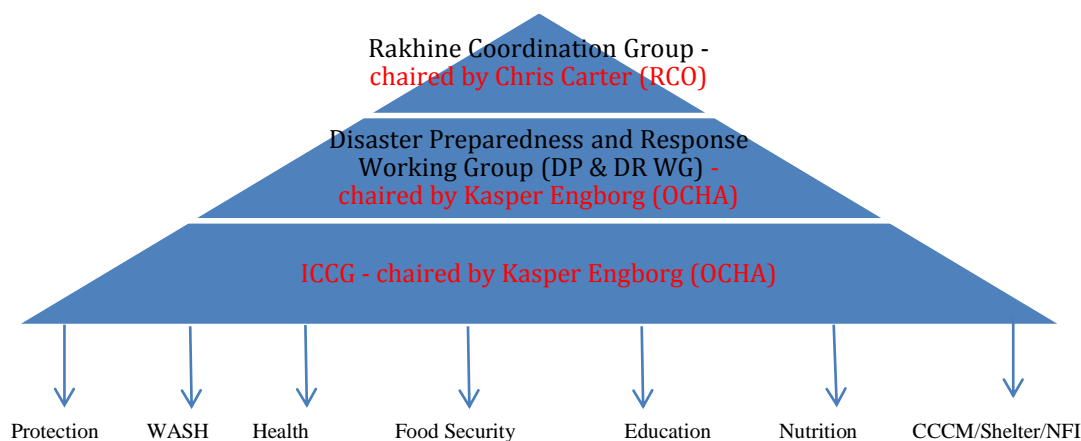
### Introduction

These Standard Operating Procedures (SOPs) serve as tool for coordinating a multi-sector response to a disaster in Rakhine State such as a cyclone, storm surge, flood, landslide and/or earthquake. The SOPs will be used in the following situations:

- where there is a risk of a cyclone which is likely to have severe humanitarian consequences, and where pre-arrangements would need to be made in order to prepare for a proper and timely response,
- where the humanitarian community itself is not affected nor impacted by the disaster, which would require pre-relocation of staff to a safer place and;
- where the existing in-state capacity is considered adequate and appropriate to respond effectively within the first week, until a more appropriate response is mobilized with support from Yangon, if deemed necessary.

The purpose of these SOPs is to reduce response times and create efficiency and effectiveness with a clear set of instructions for everyone involved in responding to the disaster. The SOPs will guide the respective agencies and individuals in terms of roles and responsibilities in their specific key performance areas and according to their mandates.

## SECTION 1: GENERAL COORDINATION ARRANGEMENTS



Under the auspices of the Rakhine Coordination Group (RCG), the Disaster Preparedness and Response Working Group (DP and DR WG) is chaired by OCHA and is comprised of all participating humanitarian UN agencies, International and National NGOs, International Committee of Red Cross (ICRC), and International Federation of Red Cross and Red Crescent Societies (IFRC). The Working Group will be used to coordinate the overall response support on Rakhine State level among humanitarian partners and will de facto perform the roles and responsibilities of an Area Humanitarian Country Team (AHCT) with direct reporting lines to HCT in Yangon.

In addition, clusters/sectors for the coordination of Camp Coordination and Camp Management (CCCM), Shelter/Non-Food Items (NFIs), Education, Nutrition, Health, Protection (incl. Child Protection and Gender-Based Violence), Water, Sanitation and Hygiene (WASH), Early Recovery and Food Security are in place and will be used to support a coordinated response under the management of the Inter Cluster/Sector Coordination Group (ICCG).

### Northern Rakhine

Following the 9 October attacks in 2016 and subsequent security operations, the Resident Coordinator's Office has been placed in the overall lead of the response in northern Rakhine. With regard to humanitarian-specific aspects of inter-agency coordination in northern Rakhine, UNHCR remains the focal point for Maungdaw and Buthidaung townships. In the event of a natural disaster in northern Rakhine, UNHCR will initially provide inter-agency coordination support until such time as OCHA's support is deemed necessary (*this will be discussed between OCHA and UNHCR heads in Sittwe*). With regards to both operational inputs and coordination functions, UNHCR will extend its capacity to include natural disaster response with the same qualifications set forth for central Rakhine, including requesting a surge in staffing for the emergency response from outside Rakhine. This applies to a general inter-agency coordination function, as well as to more specific Protection, Shelter and NFI sector coordination.

The following tasks / activities would need to be carried out:

- Convene partners and establish inter-agency coordination forum to agree on 3xW and operational strategy
- Government liaison
- Establish ICCG (*for those clusters/sectors relevant to establish*)
- Map 3xW
- Prepare needs assessments (*in consultation with RSG in Maungdaw and DP&DR working group in Sittwe*)
- Reporting/Sit Rep inputs

From Sittwe, OCHA will provide all possible support and guidance until an actual deployment of staff is possible.

### Government Coordination

On the Rakhine State Government (RSG) side, the Relief and Resettlement Department (RRD), under the State Ministry of Social Affairs remains the main counterpart for State level coordination of humanitarian assistance. OCHA/RCO will coordinate directly with RRD and other relevant state ministries such as Chief Minister, Security Ministry and State Secretary (GAD). Clusters/sectors will coordinate their work and support to the response with relevant line ministries.

## SECTION 2: WHEN A DISASTER STRIKES

### ➤ Triggers

#### Before the disaster strikes

The trigger for activating the contingency plan will be a red alert received through early warning systems with a possible medium to large scale impact on Rakhine State, as well as other relevant triggers such as heavy rainy for a minimum of three consecutive days, which can result in severe landslides and/or flooding. An alert on the latter can also be received from communities and/or government authorities.

#### After the disaster has struck

The trigger for activating support to a humanitarian response will be a solicited or unsolicited request from the RSG.

#### ➤ In the event of a disaster caused by a cyclone – procedure before landfall

As soon as an alert has been received on a forthcoming cyclone that may have significant humanitarian impact, OCHA will convene the DP and DR Working Groups to:

- Update humanitarian partners on the cyclone projection(s) and its possible impact (based on the disaster impact model),
  - Update humanitarian partners on RSG preparedness activities and other measures that are taken to mitigate impact and other updates as relevant (OCHA/RCO will liaise as necessary with RSG to maintain proper communication and coordination linkages).
  - Update from affected communities represented by designated focal points among national NGOs and CBOs.
  - Decide on next steps and actions to be taken by humanitarian community.
- **Communication procedures:**
- The agency (or agencies if more than one is contacted) that first receives information of a disaster, immediately informs the Head of OCHA Rakhine. If the receiving agency happens to be a sector lead as well, then verification with respective government counterparts must also take place.
  - The Head of OCHA Rakhine consults the lead agencies and cluster co-leads to decide on the next steps and if deemed necessary inform the UN Senior Advisor to Rakhine and convene the DP and DR Working Groups for further coordination, strategy setting and information sharing.
  - The DP and DR Working Groups will assess the information available, establish the scope

of possible consequences and decide on the next steps and actions, including follow up with RSG and the affected communities.

- All information shared by respective agencies will be managed, consolidated and systematized (i.e. identify gaps and inconsistencies in the information available) by OCHA.
- The decisions of the DP and DR Working Groups will be shared with Yangon for information, support and further action as deemed necessary.

### **SECTION 3: ROLES AND RESPONSIBILITIES**

#### **The Head of OCHA Rakhine:**

- Will be responsible for coordination of the emergency, under the auspices of the Rakhine Coordination Group (RCG) led by the UN Senior Advisor, with the RSG and the wider humanitarian community. They will also support the advocacy efforts of the UN Senior Advisor with relevant parties for application of the humanitarian principles and to secure humanitarian space (including access to affected areas and people).
- Will use the DP and DR Working Group meetings for humanitarian response and, depending on the circumstances, suggest creation of any additional coordination mechanism as deemed/relevant necessary. OCHA will also coordinate any necessary assessments, joint resource mobilization (Flash Appeals and CERF applications), provide Information Management (IM) services and produce joint situation reports.

#### **The Disaster Preparedness & Disaster Response Working Groups (DP and DR WG):**

At the first meeting convened after the disaster (to which the cluster/sector co-leads will be invited), the agenda will focus on the following issues:

- Achieving a common understanding of the scope and possible impact of the disaster

through sharing information among humanitarian partners

- Agree on overall strategy and priorities for the immediate response
- Agree on which cluster/sector responses should be involved
- Review contingency stocks
- Nominate an information focal point from each cluster/sector response (this is under the responsibility of the cluster/sector leads)
- Formulate key messages (as guidance for the agencies in their communication with the wider international community)
- Agree on issues that need to be taken up with the RSG, including on needs assessment (e.g. MIRA)
- Clarify coordination arrangements at the township level, roles and responsibilities including those of agencies based on capacity and presence as needed, and agree on next steps.

The venue of the meeting will be either the OCHA office or an alternative location communicated by OCHA.

#### **The Cluster/Sector co- leads:**

Cluster/Sector co-leads are responsible for the operational coordination at the intra-cluster/sector level, which entails, among other things:

- Convening sector meetings; preparation and dissemination of meeting minutes
- Lead sector needs assessments and analysis
- Coordination of sector response plans of all actors and interactions with national partners
- Facilitation of sector monitoring and reporting
- Promoting information sharing within the cluster and with other clusters/sectors
- Generating and maintaining cluster/sector specific information (e.g. contact lists, datasets, needs/gap analysis, policy or technical guidance, etc.)

Each cluster/sector will identify an information focal point that is responsible for providing all relevant information in a timely manner. This information will

form the basis for the compilation of situation reports, development of Who, What and Where (3W), mapping and other information services that are necessary to ensure effective coordination.

MIRA and other needs assessments at the sector level will only be triggered in consultation with the RSG. Assessments would address key issues of immediate needs and other information such as:

- Areas that are affected
- Number and kind of people affected (disaggregated by sex and age), including number of casualties and injuries
- Extent of displacement
- Needs
- Details of responses by agency
- Gaps in assistance
- Operational constraints (e.g. access)
- Financial requirements to fill in the identified gaps
- Others as necessary

# HCT Myanmar - CONTINGENCY PLAN

## Scenario of Earthquake in Mandalay (June 2017)

### SCENARIO

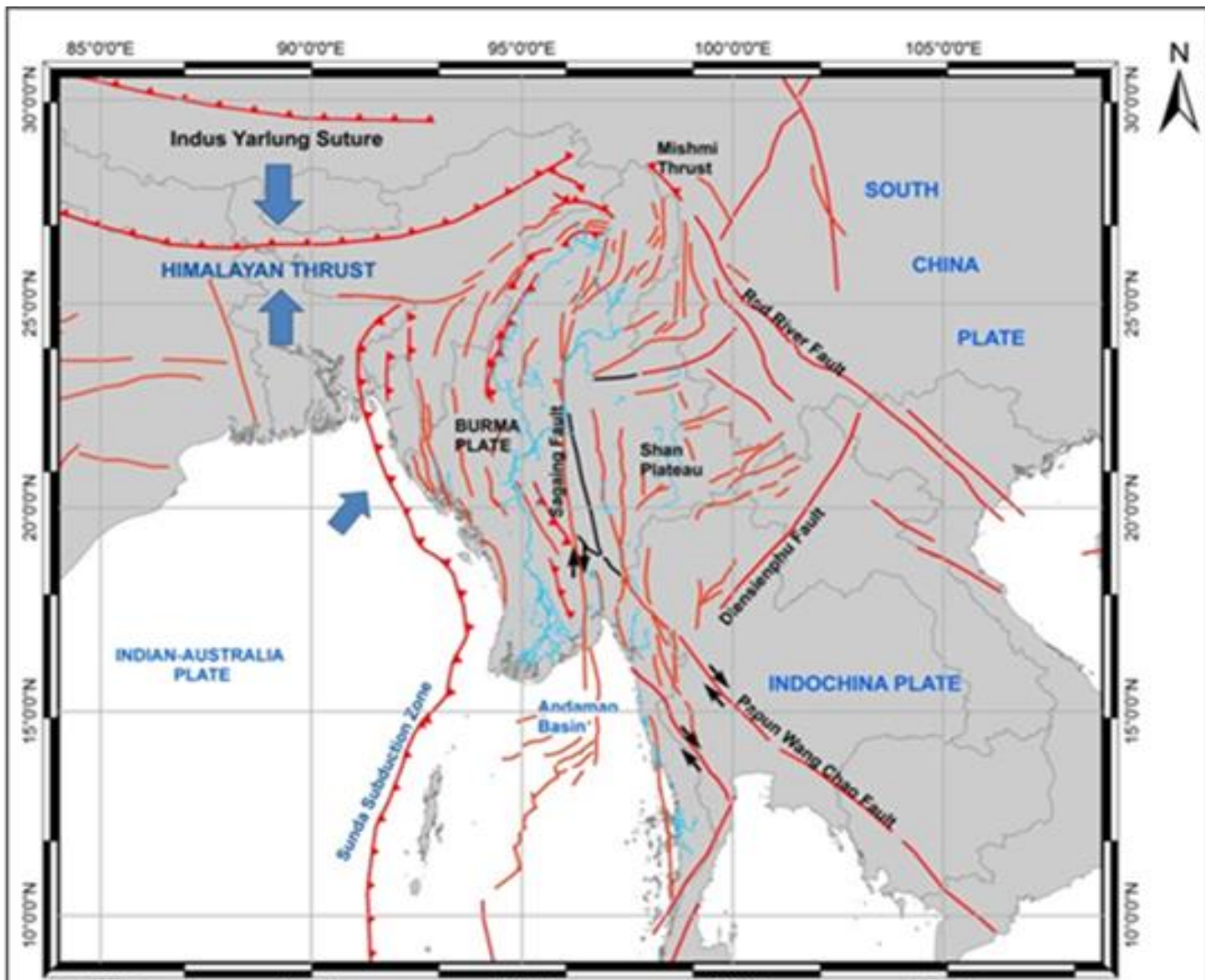
#### 1. Background information on earthquake disasters and hazard

Mandalay is the second-largest city in Myanmar and located on the east bank of the Irrawaddy River. The city has a population of 1,225,553 according to 2014 census.

Mandalay lies close to the most active fault in Myanmar along the Sagaing fault. Several earthquakes happened in and around Mandalay – Amarapura – Innwa - Sagaing region from the beginning of 1400. Among them the most distinct event is the Innwa earthquake struck on July, 1839.

The biggest earthquake in its history, with a magnitude of 7, occurred in 1956. The devastation was greater in Sagaing region than Mandalay region and it came to be known as the Great Sagaing Quake.

The latest earthquake in Mandalay, with a magnitude of 6.9, was in April 2016 fortunately without major damages.



## SEISMICITY OF MANDALAY REGION (FROM 1429-1956)

Date	Location	Magnitude or brief description
1429	Innwa (near Mandalay)	Fire-stopping enclosure walls fell
1467	Innwa (near Mandalay)	
July, 1485	Mandalay	
1501	Innwa (near Mandalay)	
June, 1620	Innwa (near Mandalay)	Ground surface broken, river fishes were killed after quake
Sept, 1646	Innwa (near Mandalay)	
June, 1648	Innwa (near Mandalay)	
Sept, 1660	Innwa (near Mandalay)	
Apr, 1690	Innwa (near Mandalay)	
Sept, 1696	Innwa (near Mandalay)	4 well-known pagodas destroyed
Aug, 1714	Innwa (near Mandalay)	The water from the river gushed into the city
Jul, 1771	Innwa (near Mandalay)	
June, 1776	Innwa (near Mandalay)	
April, 1830	Innwa (near Mandalay)	
Mar, 1839	Innwa (near Mandalay)	Old palace and many buildings demolished
Mar, 1839	Innwa (near Mandalay)	The rivers' flow was reversed for some time; about 300 to 400 persons killed
July, 1956	Sagaing	
Nov, 2012	Thabeikkyin (Sagaing and Mandalay)	Richter Scale 6.8. Death toll 18 and 116 injured
Aug, 2016	Chauk (Magway and Mandalay)	Richter Scale 6.8. People in Mandalay felt strong tremors. Four people were killed and 68 stupas and pagodas were damaged



## 2. Scenario definition and population affected

There are 13 out of 28 townships in Mandalay that might be affected by an earthquake. Besides the population in the city, townships along Ayeyawaddy River are those at higher risk (8 townships in the region and 5 in the city). The total population in these twelve townships is around 3,000,000.

The scenario for this contingency plan is an earthquake in Mandalay that might affect about 10 per cent of the total population living in the thirteen high risk areas townships mentioned above (300,000 people).

### POPULATION\*

CENSUS POPULATION  
**3,069,836**

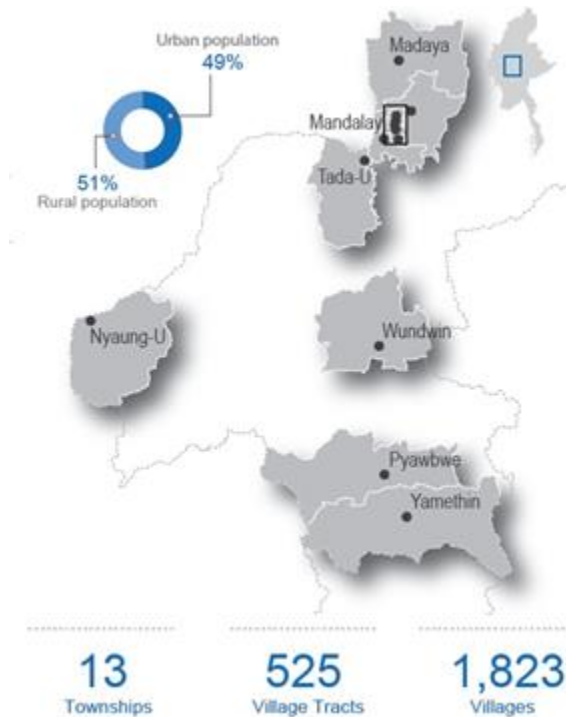
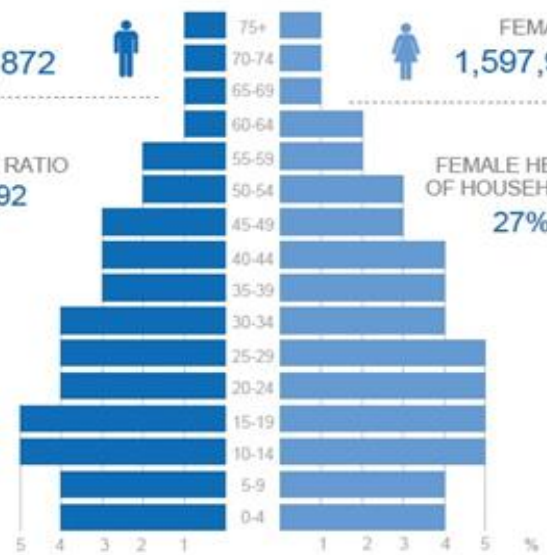
HOUSEHOLDS  
**630,102**

MALE  
**1,471,872**

FEMALE  
**1,597,964**

SEX RATIO  
**92**

FEMALE HEAD OF HOUSEHOLD  
**27%**



### Population per township at high risk

#	Township	Population
<b>MANDALAY CITY</b>		
1	Aungmyaythazan	265,779
2	Chanayethazan	197,175
3	Mahaaungmyay	241,113
4	Chanmyathazi	283,781
5	Pyigyitagon	237,698
<b>Total</b>		<b>1,225,546</b>
<b>MANDALAY REGION</b>		
6	Amarapura	237,618
7	Patheingyi	263,725
8	Mattara	258,001
9	Yamyinthin	258,091
10	Pyawbwai	260,293
11	Tada-U	138,617
12	Nyaung-U	198,185
13	Wandwin	229,760
<b>Total</b>		<b>1,844,290</b>

### VULNERABLE POPULATION

27%

Poverty rate



### IMPAIRMENT



### 3. Planning assumptions and main humanitarian needs

Planning Assumptions	Main Humanitarian Needs
<ul style="list-style-type: none"> <li>- Loss of lives and high numbers of people injured</li> <li>- Many buildings (houses, schools, hospital, government building, etc.) will be destroyed, schools closed, shelter requirements will be high, challenging management of limited temporary evacuation locations</li> <li>- Religious buildings that could be used as temporary shelter will be damaged</li> <li>- Basic infrastructure (roads, bridges, etc.) destroyed or damaged bringing important access constraints</li> <li>- Water supply infrastructure affected causing water shortages</li> <li>- River routes might be changed, affecting transportation</li> <li>- Electricity disrupted</li> <li>- Livelihood activities such as agriculture and local business affected</li> <li>- Food stocks and agricultural land affected causing immediate and longer term food insecurity</li> <li>- Some secondary hazards such as fire, landslides</li> </ul>	<ul style="list-style-type: none"> <li>- Search and rescue for survivor within the first 72 hours</li> <li>- Provision of high energy food and basic food assistance</li> <li>- Provision of Non Food Items (NFIs), and emergency shelters</li> <li>- WASH in emergency</li> <li>- Emergency health including psychosocial support.</li> <li>- Reestablishing transportation systems and electricity supply</li> <li>- Family tracing and reunification</li> <li>- Protection and security</li> <li>- Livelihood, job opportunities (early recovery)</li> <li>- Education in Emergencies</li> </ul>

The main bridges connecting Mandalay which might be affected are the following:

- Yandanarpon bridge (Sagaing-Mandalay)
- Nga O bridge (Kachin-Mandalay)
- Dohtawati bridge
- Inwa bridge
- MyitNge bridge

#### 4. Response & Government capacity

With the support from the national government and civil society in the region, the regional government would be able to provide emergency assistance to up to 25% of the total population affected (75,000 people). The regional government has capacity to respond to basic needs such as food and water provision for the immediate response but will be challenged by the very much needed Search and Rescue due to insufficient equipment, technical capacity and trained human resources. Earthquake assessment will be undertaken by Mandalay local authorities with the support and coordination with the Ministry of Social Welfare, Relief and Resettlement, Ministry of Home Affairs, Ministry of Defense, Ministry of Health, related government departments and MRCS.

Current capacity for health care is the following:

- General hospital
- Children hospital
- Women's hospital
- Labor hospital
- Tuberculosis & communicable diseases hospital
- Sanga (Monk) hospital
- Teaching hospital
- Private hospitals
- Orthodontic hospitals
- Township hospitals if needed
- Military hospital

Myanmar Medical Association (MMA), Myanmar Nurse and Midwife Association (MNMA) and Myanmar Health Assistant Association (MHAA) will provide trained staff for the medical response.

## COORDINATION & MANAGEMENT ARRANGEMENTS

### 1. Humanitarian Coordination structure for a response in Mandalay Region

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 and Gender-Based Violence under the Protection Sector, and Sexual and Reproductive Health under the Health Cluster.

Despite the cluster/sector current structure is focused in the emergencies in Rakhine and Kachin, a sectoral humanitarian architecture and leadership will be established in case of an earthquake in Mandalay severely affecting 300,000 people.

The following table identifies the sector leads for the scenario of an earthquake in Mandalay, taking into account that some of the sectors might be activated to cluster if deemed needed.

Sector	Lead Agency
Camp Coordination and Camp Management (CCCM)	IOM
Education in Emergencies	Save the Children & UNICEF
Shelter & Non Food Items (NFI)	IFRC
Emergency Telecommunications	WFP
Food Security	FAO / WFP
Health	WHO
- Reproductive Health Technical Working Group	UNFPA
Logistics	WFP
Nutrition	UNICEF
Protection	UNICEF
- Child Protection Sub-Sector	UNICEF
- Gender Based Violence Sub-Sector	UNFPA
WASH	UNICEF

In Mandalay UNICEF, UNDP, SCI, WV and CARE have offices developing different projects and activities in coordination and collaboration with Regional Government. Since 2014, OCHA keeps a close communication with local authorities; a scenario planning for an earthquake was developed and trainings on international humanitarian mechanisms and MIRA methodology conducted (the latter training conducted in May 2016 and attended by 12 organizations).

In 2017, it was developed a basic operational response plan between local authorities and humanitarian partners looking at the complementarities of the various stakeholders.

## 2. Coordination with Government/Civil Society and National NGOs

### 2.1 Government of the Republic of the Union of Myanmar and Mandalay Region Government

Union Level – The Disaster Management Law (DML) was passed in 2013 and its regulations in 2015.

In line with the DML, the Government established the National Disaster Management Committee (NDMC), the highest decision-making body for disaster management. Since the new government came into power in April 2016, the NDMC has been revised and the new structure formed on 31 May 2016. Under the NDMC, the new operational structure was approved in July 2016 with 12 working committees. The structure in Mandalay Region will likely be similar to the national one.

### 2.2 Civil Society and National NGOs

Mandalay has a strong network of national NGOs and Civil Society organization (CSO) which has been involved in the development of this contingency plan, were briefed on international humanitarian architecture and trained on MIRA approach and primary data collection. In case of an earthquake in Mandalay the coordination with national partners will be established from the onset through Brahmaso network. Similarly, there is a communication established with MRCS in the region.

## OPERATIONAL ARRANGEMENTS

**Response** – This scenario will likely require the deployment of foreign Urban Search and Rescue (USAR) teams to support the Government of Myanmar in the initial hours. To help coordinating international USAR teams responding to the disaster, UNDAC teams will likely be requested to support the Government on identifying and deploying the teams to priority areas. In addition, UNDAC team might also be requested to support the Humanitarian Country Team in coordinating the response and conducting initial rapid assessments.

Sectoral response will be based on the response plans developed for the scenario of cyclone in Rakhine as provision of life-saving services will be similar to the scenario of earthquake in Mandalay.

**Use of Cash Transfer Programming** – The nature of the response will highly depend on the extent of the damages and the possibility for local business to recover. In case local markets and financial services are functional and supply network can be quickly re-established, cash or vouchers will be the preferred modality, especially in urban settings. Initial assessments and identification of some financial and mobile money services providers (in case telecommunication network has not been seriously affected) have been performed in Mandalay, so the response can be organized swiftly. The Cash Working Group (CWG) should ensure a close coordination amongst humanitarian actors and in particular with the government to limit the number of parallel distribution mechanisms as capacity of service providers is still limited, and to ensure consistency in amounts of cash grants. In 2016, the CWG is continuing preparedness efforts, including a country-level cash feasibility study which will contribute further clarity on government policies, available financial service providers and partner capacities.

**Logistics** – The logistics cluster will be activated and regular meetings convened with all stakeholders to collect and share relevant logistical information (including in country stocks of relief

items, emergency inventory from regional depot) and ensure efficient use of available assets and infrastructure. The logistic cluster will ensure engagement with the government, particularly regarding fast track customs clearance procedures, landing permits and other relevant emergency procedures. A digital version of the Logistics Capacity Assessment is available online (<http://dlca.logcluster.org/display/public/DLCA/Myanmar>). The document is currently being reviewed and a new update is expected by September 2016, focusing on logistics infrastructure and assets in and around Mandalay.

The extent of the disaster and the feasibility of using cash as transfer modality will define the size of logistics operation to be established. In case international aid is required, air supply will reach Myanmar through airports in Mandalay (if functional, either international, or alternatively, military one) or international airport in Naypyidaw. International sea supply through port of Yangon will also be organized. In case overland transport is limited due to broken roads and/or bridges, support through river barges will apply until repairs can be made, either directly from Yangon (lead-time of 5-6 days) or on shorter distances.

Warehouse capacity in or near Mandalay is available with a number of actors present in the area, but could be further increased either through rental from private owners or using mobile storage equipment. Contingency stocks of emergency relief items, both food (169 MT of high energy biscuits) or none-food (logistical equipment such as mobile storage unit, mobile hubs, prefabs and generators) are available in Yangon and can be transferred to Mandalay within a few days depending on infrastructure damages. Sourcing of additional relief items can be done partially in country to a large extent and specialized equipment will be sources from UN Humanitarian Response Depot (UNHRD) in Subang, Malaysia, and transferred either by air or by sea (regular shipping lines supply to Yangon from Malaysia with lead time of 8-19 days).

# HCT Myanmar – Common Services and Operational Support Arrangements

## COMMON SERVICES

**Coordination** – The Office for the Coordination of Humanitarian Affairs (OCHA) will continue to provide dedicated support to the Humanitarian Coordinator and the Humanitarian Country Team to ensure needs assessment and analysis, humanitarian response planning, resource mobilization, implementation and monitoring, and operational review and evaluation.

**Reporting** – In a large-scale emergency situation, OCHA, with support from cluster leads and partners, will produce Situation Reports, which is a concise document intended to support the coordination of humanitarian response and provide a snapshot of current needs, response and gaps in a given emergency. The Situation Report template has been shared and guidance provided to cluster/sector emergency reporting focal points.

**Public Outreach and Advocacy** – In case of the onset of a large scale disaster, the Humanitarian Advocacy and Communications Group (HACG) will support and advise the HCT on public information matters. A member of the HACG will be appointed by and report directly to the RC/HC as key media/PI focal point for the disaster. When possible, this could be the OCHA Public Information Officer. In addition to this HACG PI focal point, the RC/HC shall also identify a senior national Communication Officer with experience on media and policy matters. The HACG will form a PI Emergency Working Group immediately after the event of a major disaster.

**Use of Cash Transfer Programming** – Cash feasibility and Cash preparedness assessments undertaken in 2016 and early 2017, jointly or separately by members of the Cash Working Group (CWG), Yangon, confirm that Cash Based Programming (CBP) is a relief mechanism that can be implemented in Myanmar, especially in post-emergency and in recovery contexts. The Government, through the Relief and Resettlement Department has emergency relief operational

plans that involve cash transfers through the General Administration Department (GAD), managed at State Level. In practice CTP remains hampered by loose and often inadequate availability of Financial Service Providers in many vulnerable areas. Cash-in-Envelope remains, for the time being, the only practical delivery mechanism. Surveys indicate that first responders with Cash in an emergency would be local communities, local private sector and local authorities. The CWG continues to provide shared information and to support coordinated and compatible policies when casting CTP in a preparedness framework, focusing on early recovery. In 2017, WFP undertook an assessment in disaster-prone areas developing cash preparedness profiles in five states/regions (Ayeyarwaddy, Bago, Magway, Mandalay and Sagaing). These profiles can be found in MIMU webpage.

**Engagement with and accountability to affected populations** – Engagement with affected communities is essential to ensure that they can be effective actors in the response, taking life-saving actions at household level, accessing response programmes and providing feedback on challenges and gaps. In a large-scale emergency situation OCHA would deploy someone to coordinate communications with communities, with the aim to:

1. Ensure coordinated and effective communications to affected populations on critical life-saving actions that communities can take through the course of the response.
2. Ensure a coordinated approach to two-way communication with affected communities.
3. Ensure systematic mechanisms to collect feedback from affected communities and using this to inform decision-making processes.

Emergency Telecommunications and Logistics Clusters might be activated in order to provide the required services to the humanitarian community:

**Emergency Telecommunications** – To provide an adequate response capacity in terms of emergency telecommunications infrastructure to the agencies and organizations in the field by: 1) assessing overall ICT needs; 2) procuring, deploying and maintaining the required equipment; 3) upgrading or installing telecommunications network and infrastructure; 4) establishing independent communication mechanisms and Standard Operating Procedures among UNCT agencies; 5) maintaining a list of ICT staff to be deployed and providing training to existing staff; 6) implementing common security telecommunications and data service projects; 7) coordinating the activities through regular meetings with all stakeholders. These arrangements exclude radios for non-UN agencies. WFP will aim to secure a UN countrywide frequency license from Government.

**Logistics** – To ensure logistics services are provided in a timely manner by: 1) assessing logistics capacity and gaps (road, airport, port, storage, logistics service providers, custom clearance...) and sharing consolidated information through appropriate platform (emails, Log Cluster website); 2) facilitating centralized Log Cluster coordination meeting in Yangon and if required, decentralized ones at regional level; 3) attending inter cluster coordination meetings and supporting the development of funding proposals to augment logistics response capacity for the humanitarian response; 4) liaising with appropriate governmental counterpart at national and regional level (including with the Emergency Operation Center, if activated); 5) coordinating logistics assets and addressing capacity gaps using joint resources from Log Cluster partners; 6) facilitating international supply of emergency assets from Global Humanitarian Depots (UNHRD), and; 7) acting as provider of last resort by providing common logistics services /

expertise to the humanitarian community if / when required (overland, air / UNHAS, storage capacity).

**Safety & Security** – The United Nations Security Management System (UNSMS) through the United Nations Department of Safety and Security (UNDSS) will enable the conduct of humanitarian activities while ensuring the safety, security and wellbeing of personnel and the security of UN premises and assets. UNDSS, and principally the UN Security Adviser, will provide security advice and recommendations to the Designated Official (DO) for Security and the Security Management Team (SMT).

UNDSS will continue to work closely with security focal points of UN Organizations and collaborate with implementing and operational humanitarian partners to ensure timely sharing of information, joint analysis where appropriate, and coordinated security responses. The control, coordination, communications, and information (C4I) functions will be enhanced by the establishment of an inter-agency Emergency Communications System (ECS) designed to effectively coordinate a response with humanitarian partners and local authorities. Subject to Government approval, the ECS will use Digital Mobile Radio (DMR) communications and satellite communications rather than solely relying on mobile telephone networks.

The DO may assemble a Crisis Management Team (CMT) to assist manage a particular crisis. Its composition may vary depending on the nature of the crisis with members drawn from the SMT and other co-opted persons with specific skills determined by the DO as relevant for the crisis. A Crisis Coordination Centre (CCC) may also be established at the Security Operations Centre (SOC) where reliable satellite and some High Frequency telecommunications networks are operational.

## OPERATIONAL SUPPORT ARRANGEMENTS

### Needs Assessments

Initially, primary and secondary information available will be used to develop a preliminary scenario within the first hours of the emergency. This information will provide a preliminary analysis of locations and population more affected and will guide the next steps to organize an Inter-Agency Multi-sector Initial Rapid Assessment if required.

The template for Myanmar Inter-Agency Multi-sector Initial Rapid Assessment (MIRA) has been developed and updated recently for a standardized approach to data collection, compilation and analysis. The MIRA form is available in a mobile application (KoBo) to allow assessment teams to gather information directly on mobile devices for a faster transmission of information.

The Inter Cluster Coordination Group (ICCG) will act as facilitator of needs assessment process and a specific needs assessment coordination group will be formed if required. OCHA will analyze the need for assessment surge capacity, including Information Management staff to be based in the area of the disaster.

**OCHA responsibilities** – OCHA will coordinate multi-sectoral emergency assessment across cluster/sector and will function as a focal point to gather all emergency related assessment data. OCHA will compile assessments results and undertake a primary analysis to be shared with sector/cluster leads, with support of MIMU.

**Sector/Cluster leads responsibilities** – Sector/cluster leads will engage in all relevant aspects of multi-cluster/sector assessment coordination, including for organizing assessment teams. Sector/cluster leads will analyze primary results sent from OCHA for further analysis and identification of needs and gaps. In addition, sector/cluster leads are responsible for

coordinating sectoral assessment and analysis, ensuring that cross-cutting issues are integrated in the assessment. The cluster/sector IM focal point will inform OCHA on key messages from sectoral assessment, and register in the MIMU website (assessment tracking) all planned, ongoing and completed data collection activities.

### Information Management

The Myanmar Information Management Unit (MIMU) and OCHA serve as key agencies for Information Management (IM) in emergencies. Other agencies with strong IM capacity are the WFP VAM (Vulnerability Analysis and Mapping) Unit and UNHCR Information Management Unit which provide support where possible. An IM Network is regularly convened by the MIMU to address issues related to IM.

The MIMU maintains the Common Operational Datasets (COD) and Fundamental Operational Datasets (FOD). The MIMU also maintains key products including a contact list of humanitarian/development actors across Myanmar, a schedule of meetings, extensive “Who does What Where” (3W) products, a survey of surveys, standard place names and place codes (Pcodes), baseline data, as well as thematic and base maps.

**MIMU responsibilities** – During an emergency, the MIMU will, in close coordination with OCHA, support the preparation of the preliminary scenario definition and assessment information products (emergency specific maps of affected areas, likely impact maps, organizations present in the area), prepare other information products such as 3W, contact lists and meeting schedules, and support short term emergency data management in field locations if necessary.

**OCHA responsibilities** – OCHA will take the overall leadership of information management for the emergency. With support of MIMU, OCHA will clean, process and analyse available data from the field to produce information products and share



them. OCHA will ensure that public datasets are made available through the MIMU for wider dissemination and integrated where relevant into the MIMU wider datasets.

**IM focal points responsibilities** – All clusters/sectors will identify an IM Focal Points before the onset of an emergency. IM focal points will participate in the Information Management Network emergency related activities. Cluster IM focal points have the responsibility of ensuring that data collected within their clusters is according to the Humanitarian Data Standards for Myanmar. In addition, IM focal points will ensure that sector assessments are coordinated.

**IM network responsibilities** – In an emergency, the IM Network will create a separate OCHA-led subgroup fully dedicated for the emergency.

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