

Operations update



International Federation
of Red Cross and Red Crescent Societies

Myanmar: Cyclone Nargis

Emergency appeal n° MDRMM002
GLIDE n° [TC-2008-000057-MMR](#)
Operations update n° 11
23 May 2008

Period covered by this Update: one week since revised emergency appeal launched

Revised Emergency Appeal launched 16 May 2008: CHF 52,857,809 (USD 50.8 million or EUR 32.7 million) to assist 100,000 families for three years;
<[click here to view the attached Emergency Appeal Budget](#)>

The revised plan of action covers the provision of life-saving assistance and short-term relief (for up to six months) as well as medium and longer term recovery needs. It aims to support a significant scaling up in the humanitarian response of Myanmar Red Cross Society (MRCS) as well as the wider Red Cross Red Crescent Movement. The appeal seeks to do this in a way that: is sensitive to the national society's capacity; builds on MRCS's long term strengths; and takes account of the operational challenges that exist. In light of all this, partners are requested to continue their excellent support and understanding to the Cyclone Nargis appeal.

<[Click here to link to the donor response list](#)>

<[click here to link to contact details](#)>

Appeal history:

- 16 May 2008: A revised emergency appeal launched for CHF 52,857,809 (USD 50.8 million or EUR 32.7 million) to assist 100,000 families for three years
- 6 May 2008: A preliminary emergency appeal launched for CHF 6,290,909 (USD 5.9 million or EUR 3.86 million) for six months to assist 30,000 families.
- 5 May 2008: CHF200,000 allocation from Federation's Disaster Relief Emergency Fund (DREF).

Summary: An officer from Myanmar Red Cross Society (MRCS) national headquarters in Yangon, having just returned from a five-day field assessment of Mawlamyinegyun, one of the areas hardest hit by Cyclone Nargis, offers some fresh insights from the field.

"In the centre of the Mawlamyinegyun town, there is not much damage," he said. "But the southern part of township near the sea suffered severely. In some of the villages, everyone was taken away by the surge, not a single person was left. It is even difficult to find a single pole from any of the houses



Building trust: MRCS volunteers let families speak for themselves in terms of what they need.

that once stood there.”

The Red Cross and local authorities have distributed some relief, such as rice, jerry cans and drinking water. “More than 150 Red Cross volunteers are active in Mawlamyinegyun; they are divided into groups and dispatched to villages by boat,” the MRCS officer said.



Waiting for some pledges: many families are still in need of basic support in the lead up to Sunday's pledging conference in Yangon.

‘I was so impressed by their courage; these volunteers are so proud wearing a uniform with the Red Cross emblem on. Farmers are now preparing to cultivate their fields and grow food. They are borrowing seeds from neighbouring villages which were less affected. I heard many sad stories, but some encouraging stories as well. People are trying to get back to their ‘normal’ lives.’

The volunteers reported that clean water, food and good quality shelter are the priorities as well as more boats to carry these items to people in need. One ‘well wisher’ yesterday donated three fibreglass boats to MRCS in Yangon and the International Federation has offered to provide outboard motors for them.

Many partner national societies have already made contributions to the appeal: American Red Cross/American government, Australian Red Cross, Austrian Red Cross, Belgian Red Cross/Belgian government, British Red Cross, Canadian Red Cross/Canadian government, Red Cross Society of China - Hong Kong branch and Macau branch, Danish Red Cross/Danish government, Finnish Red Cross/ Finnish government, French Red Cross, Hellenic Red Cross, Icelandic Red Cross, Irish Red Cross, Japanese Red Cross, Korean Red Cross, Luxembourg Red Cross/Luxembourg government, Monaco Red Cross, Netherlands Red Cross, New Zealand Red Cross, Norwegian Red Cross/Norwegian government, Portuguese Red Cross, Qatar Red Crescent, Singapore Red Cross, Slovak Red Cross, Spanish Red Cross/Spanish government, Sri Lanka Red Cross, Swedish Red

Cross/Swedish government, Swiss Red Cross, Taiwan Red Cross Organization, United Arab Emirates Red Crescent and Vietnam Red Cross Society. Contributions have also been received from ECHO, the Italian and Estonian governments, Total Oil Company and SN Foundation. The International Federation, on behalf of Myanmar Red Cross Society, would like to thank all partners for their very quick and generous response to this appeal.

The situation

MRCS reports from several locations (including Mawlamyinegyun and Myaungmya) indicate that temporary shelter settlements are closing down and people are being asked to return to their homes and villages. Some relief items are being given to them before leaving but until now, there are no full shelter and/or family kit available for families before they return.

Many people are collecting rain water with tarpaulins and water bottles have also been distributed to some extent. However, clean water is a concern in the coming weeks because ponds are polluted and water collection systems are ruined.

Mobile government teams are reported to be going out to villages on a daily basis. People on the ground are requesting fish nets to restart fishing. Foreign medical teams are reportedly operating in Yangon (Chinese) and Labutta (Thai) divisions mainly in support of hospital staff rather than mobile teams.

The MRCS and the International Federation head of country office were part of a delegation that discussed the humanitarian situation with the UN secretary-general in Yangon today (23 May). Earlier, the UN secretary-general was quoted as saying the Myanmar authorities were to lift all restrictions on the arrival of aid personnel. The exact details of what this means were still not clear when this update was written. MRCS/International Federation partners will take this announcement into consideration in terms of operational planning as more is learned.

Meanwhile, a planned pledging conference co-chaired by ASEAN and UN is due to take place in Yangon on 25 May. The UN secretary-general and the UN emergency response coordinator (ERC) will attend. The International Federation secretary-general and a divisional director will also be there. By 23 May, it was reported that 31 countries, nine UN agencies and ASEAN secretariat representatives will be in attendance, with a total of 169 delegates expected. This figure is expected to rise. There are four main points in relation to this conference; it will be a chance for:

- Discussions to take place between member states and the government of Myanmar, in order to have a better common understanding of and strengthen response to the situation.
- The UN secretary-general, ERC and the secretary-general of ASEAN to brief on their missions in the delta area (the UN secretary-general has already spoken of his 'shock' at what he has seen')
- Resources to be raised, including for the UN flash appeal; as well as distribute latest updates in terms of pledges and contributions.
- That after the emergency response, issues relating with recovery are highlighted.

The conference follows on from an ASEAN foreign ministers meeting in Singapore, which issued the following statement: *'The Foreign Ministers have agreed to establish an ASEAN-led coordinating mechanism. Drawing from the Indonesian experience during the 2004 tsunami, this mechanism will facilitate the effective distribution and utilization of assistance from the international community, including the expeditious and effective deployment of relief workers, especially health and medical personnel. International assistance to Myanmar, given through ASEAN, should not be politicized. On that basis, Myanmar will accept international assistance. To this end, the Ministers agreed to establish a Task Force, to be headed by ASEAN Secretary-General, Surin Pitsuwan, which will work closely with the UN as well as a central coordinating body to be set up by Myanmar, to realize this ASEAN-led mechanism. The meeting agreed that this ASEAN-led approach was the best way forward.'*

In the wake of this, the Asia Pacific zone office in Kuala Lumpur has organized a meeting of ASEAN national societies to discuss this whole issue and plan future actions of the Red Cross Red Crescent. With the agreement of Malaysian Red Crescent, the meeting will be held on Thursday 29 May in Kuala Lumpur. A draft agenda will be sent shortly and participation from the ASEAN secretariat is also being sought. An update on the situation in China will also be provided at this meeting.

Red Cross Red Crescent action

Operation overview

The overall goal is to restore and improve the lives and livelihoods and basic living conditions of communities affected by Cyclone Nargis.

The operation seeks to:

- Provide relief to meet the basic needs in a timely manner to those most affected;
- Provide recovery support to strengthen the resilience of the most vulnerable people among those affected; and
- Strengthen MRCS human resource capacity and overall operational effectiveness in the short, medium and long term (via an 'organizational development in emergencies' framework).

The plan of action focuses on the following needs: relief, community-based health and first aid, psychosocial support, emergency shelter, water and sanitation and hygiene promotion, and food security and livelihoods. The operation will be: needs based; integrated and holistic; recovery based; community based; and implemented in coordination, giving priority to areas not served by others. Lessons learnt from recent operations, such as the 2004 tsunami, have been included in planning for volunteering in emergencies which draws on the strengths of the community.

The operation is in three phases:

- **Phase 1:** Acute and short term; up to six months: Focus on survival needs, epidemic prevention and control and scaling up to meet needs for a larger target population while laying groundwork for early recovery
- **Phase 2:** Medium term; six to 12 months: Focus on enhancing operational efficiency and effectiveness for MRCS public services, volunteer base, and management/branch structures
- **Phase 3:** Longer term 12-36 months: Focus on development and expansion of community-based programmes; MRCS capacity building; and ongoing assessment to identify and provide support to households least able to recover.

Operation update

The effective implementation of the operation relies principally on the capacity and expertise of MRCS to support the affected population. The extent of this disaster requires a strong MRCS structure, which can be supported by partners within the International Red Cross and Red Crescent Movement.

As such, it has been agreed to strengthen stand-alone MRCS township branches/hubs to provide emergency relief, recovery and longer term capacity building activities to the cyclone-affected populations of Ayeyarwady division. Support to areas affected in the Yangon division will continue to be managed from the MRCS headquarters.



Holding the line: MRCS volunteers despite their tiredness are still providing basic comfort at many temporary shelters three weeks into the operation.

In each branch/hub, an operations team comprising professionals in management, administration, finance, relief assessment and distribution, reporting and logistics will be recruited and trained. These individuals will be sourced from MRCS headquarters or other divisions as well as local capacities, within the country.

The MRCS branches/hubs will be supported by staff located at the MRCS headquarters and International Federation country office. They will work closely with the local township authorities, and officers recruited to implement the relief operation. To ensure effective support to the field structure, the MRCS/International Federation operations team in Yangon will be strengthened with additional human resources to effectively coordinate the emergency operation, plan implementation, monitor and supervise all programme activities and functions.

While operational management and direction will be provided by the MRCS/International Federation operations management unit, the overall strategic direction will be provided by the MRCS executive committee, supported by senior representatives of the Federation country office.

The nature of the enhanced capacity of the headquarters and the field is temporary and will be supported only as per plans and budgets. The International Federation, supported by key MRCS personnel, will have the responsibility of training MRCS project staff at both headquarters and field locations in different aspects of the operation. MRCS will facilitate field visits and deployment of International Federation staff.

Branch Composition

Under the direct supervision of the MRCS headquarters/International Federation operations team, branches/hubs are proposed to be established in: Pyapon, Bogale, Labutta, Pathein, Ngapudaw, Myaungmya, Wakema, Mawlamyinegyun, Kyaiklat, and Dedaye. Within the Yangon division, activities will be managed from the headquarters and focus on the townships of Twantay, Kawhmu and Kungyangon.

Supporting the nine MRCS branches/hubs will be four logistics bases, serviced from Yangon, that will include increased warehouse and human resource capacity to store and distribute relief supplies to the other MRCS branches/hubs and the affected population. The location of logistics bases will be: Pyapon, Bogale, Labutta and Pathein.

It is further planned to have capacity in all nine branches/hubs to support water and sanitation activities through specific teams of engineers and volunteers.

The structure has been designed with the aim of providing stand-alone resources that link to MRCS district, division and national structures. With this established, the duration of each MRCS branch/hub can be linked to the implementation of activities in line with the strategic direction of this operation. Furthermore, if and when access for external representatives to affected areas is granted, they will be deployed to strengthen the capacity of the existing structure.

The MRCS/International Federation operations management unit will have the responsibility of training MRCS project staff at both the headquarters and in the field in different aspects of the operation. MRCS will facilitate field visits and deployment of International Federation staff according to mutually determined needs. These plans will be implemented in three phases.

Phase 1 – Short term (0-6 months)

Local human resources will be engaged to staff the hubs. These individuals will be provided with an initial induction to the Red Cross Red Crescent, MRCS and their operational role. This induction will be managed by the MRCS/International Federation operations unit and will be undertaken in Yangon. Supporting this initial induction will be a process of on-the-job training through the implementation of relief activities and support from field officers recruited by the International Federation. The field

officers will play a key role in linking the International Federation technical resources to the MRCS branches/hubs.

It is expected through the enhanced capacity of the branches/hubs that the MRCS/International Federation operation management unit will be able to direct focused assessments and receive more detailed and regular data from the field. This will include detailed data on the impact of the cyclone, the needs of the population and activities of local actors and authorities.

The MRCS branches/hubs will be supported by recruited officers who will mobilize volunteers and community workers to support the operation. The branch/hub will work in collaboration with the local township Red Cross committees and provide training support to MRCS staff and volunteers at the local levels in emergency response, relief and preparedness.

Phase 2 – Mid term (6-12 months)

MRCS branches/hubs will continue implementation under the direct supervision of the MRCS/International Federation operations management unit team in Yangon. The MRCS branches/hubs will continue to work in collaboration with the local township Red Cross committees, recruited officers and provide further training to volunteers and community workers as activities move from initial relief towards early recovery and longer term capacity building activities. The MRCS/International Federation operation management unit will continue to provide training and guidance support.

Phase 3 – Long term (12-24 months)

MRCS headquarters together with partners will determine the need to retain the MRCS branches/hubs in their initial form or to modify them to support the longer term objectives of the national society. This will identify how best to integrate the enhanced capacity into the previous MRCS structure, as well as district and division structures in a sustainable manner. The International Federation will continue to provide technical and monitoring support for the operation through the MRCS/International Federation operations management unit.

Branch Establishment

The setup of the branches is critical as early success will guide the continued roll out of the proposed structure. To initiate this process, advanced teams comprising MRCS and Federation staff will be deployed to identify the basic needs for establishing the branches/hubs.

The branches/hubs will then be established in two phases, based on these initial assessment teams. The first phase will look to establishing two of the key logistics hubs in Bogale and Pyapon and one of the smaller hubs in Myanungmya. It is intended that these first three branches will be up and running to some extent by 28-30 May.

Due to the already stretched capacity of MRCS, it has been decided to concentrate less on assessment in the future and more on reinforcing the distribution teams to scale-up and better organize relief distribution in the townships. Until the hubs are fully functional, each major township should be reinforced with MRCS headquarters staff to speed up and organize local distribution to villages.

Logistics: The second relief flight (of five rotations) into Yangon from Kuala Lumpur arrived today, carrying tarpaulins. A team member from the British Red Cross Logistics emergency response unit, currently seconded to the regional logistics unit in Kuala Lumpur, accompanied the flight to assist with the unloading and was also able to hand over documents to the Logistics delegate in Yangon. A third flight is being loaded tonight with shelter kits and a water and sanitation unit for departure tomorrow morning. (24 May).

The regional logistics unit also confirmed acceptance of the Netherlands Red Cross's in-kind donation of 80,000 blankets. These will be shipped by sea from their supplier in India over the coming weeks.

Relief: Daily relief distribution reports have been submitted. Discussion has taken place to scale-up distribution next week after the referendum (24 May) aiming towards a seven-day plan to six major destinations in the Ayeyarwady division. Agreement with MRCS has been reached in principle to scale up distribution by at least 50 per cent.

There are still challenges in distribution efforts as day-to-day plans are often subject to unforeseen changes. This, in general, impacts the number of people served. Overall, it is hoped distribution management will continue to strengthen.

Relief goods have been subject to delays in the Pathein warehouse but this issue seems to have been resolved.

Emergency shelter: 6,000 shelter kits have been distributed to six locations in the townships worst affected in the Ayeyarwady division and four other locations in Yangon.



Once were walls: these bricks now form the floor of this temporary shelter providing some respite from the ongoing rain in the delta.

Emergency health and care: The health team has prepared a proposal for training of community-based first aid (CBFA) volunteers from Yangon and the less-affected parts of the Ayeyarwady division to support volunteers on the ground in hygiene education and health promotion.

The health field assessment and coordination team (FACT) team member has supported MRCS in the handling of all donations of medicine, to ensure they will be used appropriately, including the handing over of supplies to the ministry of health. First aid material will be sent to townships where volunteers are providing such services

Water and sanitation: The ICRC water purification unit has been transported to Dedaye in the Ayeyarwady division. The team is in the process of setting up the unit.

Training of the French Red Cross emergency response unit (ERU) team is progressing well at the MRCS warehouse in Yangon. A second training will start on 25 May and will finish by the middle of next week.

Three water assessment teams composed of local engineers have left for Bogale, Myaungma and Pyapon to support the localization of the water purification plants. Results are expected after the teams return late today (23 May).

The search for new warehouses continues so that incoming relief items are handled more effectively.

MRCS still receives many offers of relief goods from private donors, diplomatic missions and other international non-government organizations and local non-government organizations; these are accepted or declined on a case-by-case basis and if considered appropriate, are integrated in the MRCS/International Federation relief operation.

Four Myanmar-Chinese companies have offered MRCS additional volunteers and logistics support (e.g. boats) in three areas: Haingyi Island, Labutta and Bogale. Discussion has started on how this assistance can be appropriately used.

French Red Cross has started to mobilize four teams each with seven persons. They will be trained in Yangon 23 and 24 May. Subsequently, they will be deployed to the Mawlamyinegyun and Kyaiklat townships to install water/rainwater collection tanks and investigate further water and sanitation requirements and activities in these areas. After five days, they will return to Yangon to share information and continue more advanced training. In addition, French Red Cross is considering buying and/or renting small and medium boats both inside and outside Myanmar.

Cluster updates

Discussions in Yangon have continued over how best the International Federation can support the objectives and strategy of the shelter cluster. Any modification of the approach, i.e. from providing individual family kits to providing hamlet tool kits and family tarpaulins, needs to be checked so that it at least meets International Federation's minimum standards for supporting shelter initiatives.

At regional office level in Bangkok, cluster meetings have been carried out, focusing on clarifying what support the mechanism needs at country level which is now where the 'centre of gravity' lies. In terms of logistics, it was reported that the first WFP helicopter had now arrived; permission has been given for ten to be used. The Thai authorities have confirmed that Don Meaung airport (i.e. the previous international airport) will be used as a staging point for most humanitarian air lifts for the next three months and possibly, beyond. For International Federation operations, however, Kuala Lumpur remains the staging point and hub for international shipments.

Meanwhile, the education cluster reports 1,000 schools collapsed and 2,200 damaged.

How we work

All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from

Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

disasters.

- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

- Federation regional office in Bangkok: Alan Bradbury, acting head of regional office, phone: +66 2661 8201, fax: +66.2.661.9322; email: alan.bradbury@ifrc.org
- Federation zone office in Kuala Lumpur:
 - Jagan Chapagain, deputy head of zone office, phone: +6012 2153765, email: jagan.chapagain@ifrc.org
 - Amy Gaver, acting head of disaster management unit, phone: +6012 2201174, email: amy.gaver@ifrc.org
 - Penny Elghady, resource mobilization and PMER coordinator, phone: +603 9207 5775, email: penny.elghady@ifrc.org
 - For mobilization of relief items: Jeremy Francis, regional logistics coordinator, phone: +60 12 298 9752, fax: +60 3 2168 8573, email: jeremy.francis@ifrc.org
 - For media/communications: John Sparrow, Federation spokesperson in Bangkok, phone: +66 847 572 442, email: john.sparrow@ifrc.org
- Federation secretariat in Geneva: Christine South, operations coordinator, Asia Pacific, phone: +41 22 730 4529; mobile: +41 79 308 9824; email: christine.south@ifrc.org

[<click here to return to the title page>](#)

REVISED APPEAL BUDGET SUMMARY

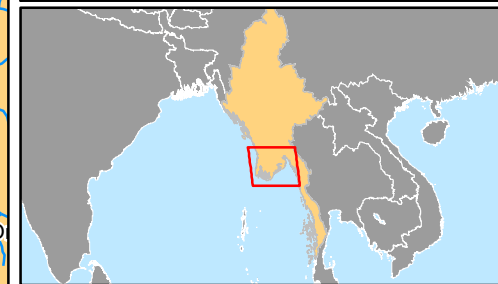
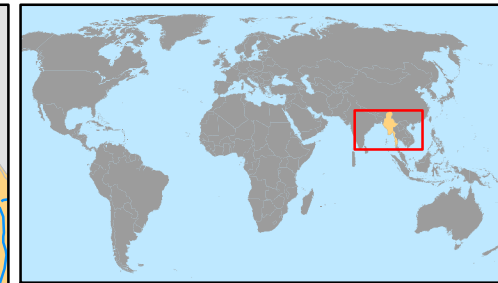
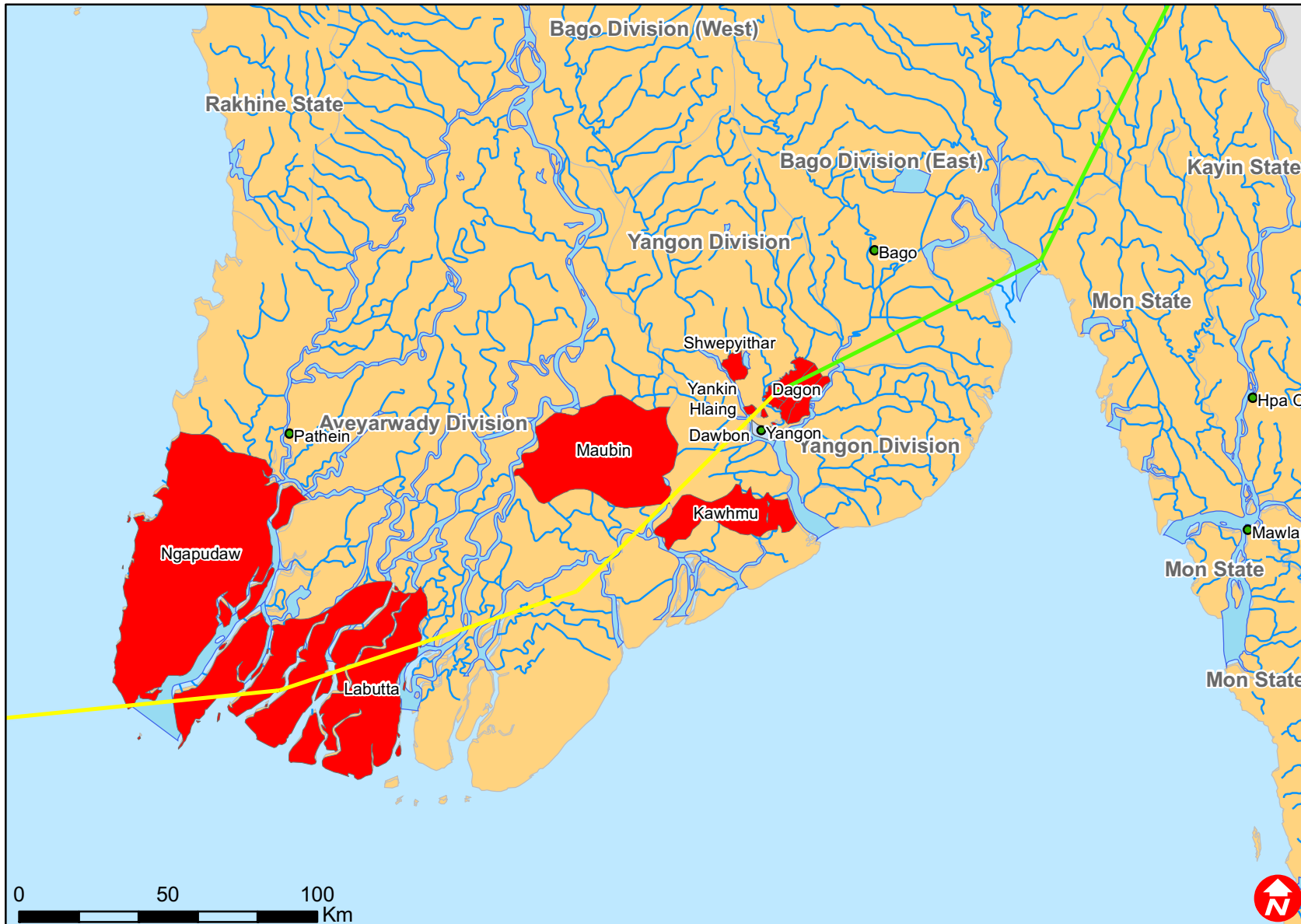
Myanmar:Cyclone Nargis

MDRMM002

	ORIGINAL	REVISED	VARIANCE
<u>RELIEF NEEDS</u>			
Shelter	1,800,000	12,144,000	-10,344,000
Clothing & Textiles	150,000	2,832,000	-2,682,000
Food	0	3,000,000	-3,000,000
Water & Sanitation	0	5,500,000	-5,500,000
Medical & First Aid	0	2,345,457	-2,345,457
Utensils & Tools	1,200,000	2,696,800	-1,496,800
Other Supplies & Services	1,200,000	2,935,529	-1,735,529
Total Relief Needs	4,350,000	31,453,786	-27,103,786
<u>CAPITAL EQUIPMENT</u>			
Vehicles Purchase	280,000	500,000	-220,000
Computers & Telecom Equipment	10,000	458,325	-448,325
Office/Household Furniture & Equip.	0	65,000	-65,000
<u>TRANSPORT, STORAGE & VEHICLES</u>			
Storage - Warehouse	50,000	300,000	-250,000
Distribution & Monitoring	100,000	1,010,000	-910,000
Transport & Vehicles Costs	500,000	5,036,000	-4,536,000
<u>PERSONNEL</u>			
International Staff	372,000	4,650,000	-4,278,000
Regionally Deployed Staff	30,000	90,000	-60,000
National Staff	50,000	1,176,900	-1,126,900
National Society Staff	50,000	3,105,600	-3,055,600
Consultants	0	102,000	-102,000
<u>WORKSHOPS & TRAINING</u>			
Workshops & Training	0	84,000	-84,000
<u>GENERAL EXPENSES</u>			
Travel	30,000	622,240	-592,240
Information & Public Relations	0	8,500	-8,500
Office running costs	30,000	559,000	-529,000
Communication Costs	30,000	185,700	-155,700
Other General Expenses	0	15,000	-15,000
<u>PROGRAMME SUPPORT</u>			
Programme Support - PSR (6.5% of total)	408,909	3,435,758	-3,026,848
Total Operational Needs	1,940,909	21,404,023	-19,463,113
Total Appeal Budget (Cash & Kind)	6,290,909	52,857,809	-46,566,899
Less Available Resources		17,600,348	
Net Request	6,290,909	35,257,461	



Myanmar: Tropical cyclone



- Most affected
- Provinces