



Myanmar Red Cross
Society

Standard Operating

Procedure of relief

assistance for small scale

disasters

2010

1. Introduction of small scale disasters in Myanmar context

Those natural disasters which hits frequently to small part of the villages and affect few hundreds of people and can be manageable without seeking international support but with effectively mobilization of local and stand by (preparedness measures) resources in national level are considered as small scale disasters. In Myanmar context, Fire, Landslide, flash flood, storm and strong winds are known as local disasters. It almost hit every year and affected couples of hundreds people. MRCS has been providing assistance to such people from their DP stocks and also mobilizing their volunteers for basic first aid.

2. Principle statements for relief Assistance

MRCS considers the following statements to streamline relief assistance caused from small scale disasters (non-international disaster) on the basis of lessons it learnt from previous relief assistance.

- « MRCS considers those essential services and activities as relief which assist affected people during & after a disaster. Components of relief assistance are rapid assessment, First Aid, non-food items, psychological support, restoration of family link and temporary shelter.
- « MRCS recognizes its own role in relief assistance as auxiliary to the government in humanitarian services
- « MRCS undertakes relief assistance according to the fundamental principles and code of conduct for the international Red Cross and Red Crescent movement and NGOs in disaster relief.
- « MRCS continues its relief assistances until the acute threat to life and health has abated. However, MRCS manages relief materials as per the availability of resources and mobilizes all levels of its network for distribution. When resources at-hand is inadequate in comparison to needs, it targets the most vulnerable, identified through transparent selection/ criteria.
- « MRCS collects resources at local as well as national level for effective response.
- « MRCS respects and take in account the SPHERE handbook while planning and providing assistance in possible extents.
- « MRCS plays proactive role to support authorities and partners for effective search and rescue operation by mobilizing its different level volunteers.
- « MRCS appeals nationally in close coordination with partners.
- « MRCS coordinates with local, UN, Government, and Mission Offices as well as Red Cross Movement partners to address the needs of affected population.
- « In some special cases, MRCS consults vulnerable/affected to provide appropriate relief.

2.1. Potentials stakeholders at local level

Local People, Local authority, Local police, Religious Leaders, NGOs as well as affected population are the potential stakeholders for relief distribution and other relief activities.

2.2. Major source of information

Red Cross Volunteers, media, local authority, local leaders, NGOs, teachers, police, local people as well as affected population are the potential information sources for any kind of disasters events.

2.3. Major Scope of MRCS Relief assistance

2.3.1. Rapid Assessment: - 2I/C (Second in command) of Township Branch is the focal point at field level. Township Branch mobilizes trained related professional and volunteers in close coordination and consultation with MRCS/DM Division. MRCS/HQ covers the basic expenditures of two members of rapid assessment team as per the rules and regulations (per diem-MMK5000.00 and transportation cost is as per actual basis). The rapid assessment format is attached in annex-1.

2.3.2. Coordination: - At Township level, 2I/C (Second in command) takes lead to coordinate with other stakeholders for relief assistance. However respective G1 (Grade One Officer) provides necessary back up to 2I/C for relief assistance. MRCS/DM Division from the cooperation of other division takes lead in central level for information management as well as relief assistance.

2.3.3. Relief Assistance:-

- i. Relief¹
- ii. Temporary emergency shelter²
- iii. First Aid³
- iv. Psychosocial support⁴
- v. Restoration of family links⁵
- vi. For emergency, drinking water & food (ready to eat) for 3 days can be provided up on necessity

2.3.4. Reporting: - MRCS Township Branch (2 I/C) will take lead to finalize the Relief assistance report in close consultation of MRCS/DM Division and respective G1 Officer. The Relief assistance report for local disaster needs to finalize and submit to MRCS/DM division and copy to respective State/Division warehouse.

3. Relief Assistance: Step by step process

MRCS believes that “Quality information leads to Quality interventions”. MRCS identifies the potential sources of information. The list of potential sources of information is mentioned at 1.2 section of this document. MRCS-Township Branch takes lead to verify that information with stakeholders and informs MRCS/DM Division about the situation immediately for effective response. The potential stakeholders list is mentioned at 1.1 section of this document. Following steps are considered onward for relief assistance.

3.1. Rapid Assessment

The following process MRCS considers for rapid assessment purpose:-

3.1.1. Rapid assessment team formation and responsibilities:-

Township Branch needs to take lead of assessments process. Township Branch identifies two trained human resources in close consultation with MRCS/DMD to mobilize for rapid assessment at local level.

If needs, MRCS/HQ sends additional trained manpower to join that assessment team. Rapid assessment team needs to take following actions:-

- « Team conducts assessments and informs HQ and Township Branch of prevailing disaster situation and suggested action.
- « Team orients Township level staff & volunteers as necessary to conduct assessment in most affected areas and to list affected people and their immediate needs as per standard reporting format.
- « Even if situation worsens after relief distributions start, team continues assessments to meet needs of affected and/or vulnerable. As per needs, MRCS/DMD shares assessment tools.
- « If need be, the team provides their technical expertise for relief assistance at local level.
- « Team provides data/ support for development of Plan of Action at Township & HQ level for relief interventions.

3.2. Targeting beneficiaries

¹ Relief Items=kitchen set-1 set, men’s longyi-1 pcs, women’s longyi-1pcs, blankets-2pcs, mosquito nets-1pcs, one shirt and one short trousers for boys-1 set, and one skirt and one blouse for girls-1 set. The DP package can be sized down in future considering the other NS practices.

² Temporary shelter item= 2 tarpaulins.

³ Local MRCS trained Brigade members and others mobilize for FA.

⁴ Local MRCS trained Brigade members and others mobilize for PSP.

⁵ Local MRCS Brigade members and others mobilize for RFL

3.2.1. Selection of geographical locations for rapid assessment and relief assistance:-

MRCS Township Branch takes lead of beneficiaries' selection process. Following steps are considered as major procedure for beneficiaries' selection:-

- « Mapping the most affected areas at Township level.
- « Travel most affected areas as per the result of mapping.
- « Ensure as much participation of the local community as possible for disseminating the beneficiaries' criteria in order to avoid confusion among affected population.
- « Communicate local authorities as well as other partners about beneficiaries' selection criteria.
- « Mobilize MRCS volunteers and professionals who know the people and areas as well as has skills to conduct assessment.
- « Avoid using intermediaries in the preparation of the beneficiaries list.
- « Avoid carefully duplication of person/families.
- « Register beneficiaries as per set criteria (3.2.2).

Priority 1: Area and/or population directly affected

Priority 2: Area and/or population indirectly affected- for example population in the neighbouring region affected economically.

Priority 3: Area and/or population unaffected or minimally affected- where the emergency has had no direct impact on lives or livelihoods (but found useful for comparison with affected areas).

In a rapid assessment, usually it is possible to visit only the areas in Priority 1 category. In case it is not possible to gain access to the Priority 1 areas, need to talk to the people who come from these areas.

3.2.2. Criteria for Beneficiaries:-

MRCS considers following criteria to select beneficiaries for relief assistance.

- « Those who are affected by recent disasters and are unable to survive/recover and their suffering cannot be alleviated without external assistance. Following can be considered as specific categories of people for the relief assistance.
- « Those families who have lost the lives of main bread winner.
- « Those families whose bread winner is missing.
- « Those families who have lost the life of family members.
- « Families headed by women.
- « Unaccompanied or orphan children.
- « Unaccompanied elders and sick people.
- « Disable family member /families (Especially, if bread winner is disabled).
- « Those families who have lost everything/ assets.

<u>Vulnerable people</u>
◆ Elderly
◆ Sick or handicapped
◆ Families headed by separated, divorced or widowed without source of income.
◆ Pregnant or lactating mothers
◆ Destitute children

3.2.3. Beneficiary Verification & registration:-

The personal observation, secondary data, name lists or door to door visits provide inputs to screen those affected people who need our assistance, but there are chances that:-

- « Some on the list are not qualified due to false information provided, and
- « Someone has been left out either because s/he was not contacted or was away during information collection period.

Verification process: - If list of final selection together with Selection Criteria is shared with Village level authority/ Community Leaders/Any formal group/forums, they may identify such inconsistencies and provide amendments, to finalise list of beneficiaries.

3.3. Coordination

MRCS Township Branch coordinates with Government and other stakeholders at Township level to verify the information and identify the gaps. MRCS/DM Division coordinates with other partners at central and States/Divisions level from the support of other Divisions of MRCS. Respective States/Division Red Cross Branch/ Grade one officer responsible for coordination process at States/Division level. Grade One officer is responsible to provide needful support for effective coordination at Township level.

4. Time Frame for Relief Assistance

4.1 Rapid Assessment: - MRCS aims to do quickest assessment as fast as possible. Assessment needs to deploy within 48 hours (2 days) of disasters. Respective Township Branch is responsible to deploy the assessment team in close coordination and consultation with MRCS/DM Division. Rapid Assessment team gets minimum facilities as per MRCS's policy as mentioned at 2.3.1 section of this document. Rapid assessment report needs to reach MRCS/DM Division within 96 hours (4 days) from time of deployment that means six days after disasters. The time frame mentioned here are at higher side. Mission of rapid assessment team should not be longer than four days including travel days in normal case. If it needs more than four days, 2I/C must take pre-approval from MRCS/DMD.

4.2 Relief items and temporary shelter items dispatch: - MRCS/DM division sends instruction note to respective warehouses to dispatch relief as well as temporary emergency shelter items as per needs and demands within 24 hours from time of submission of rapid assessment report. Respective warehouses dispatch those materials within 48 hours (2 days) from the time of instruction note. The transportation cost of those items are covered by MRCS/Hq(Authority level of States/Division is MMK 50,000, More than this paper must reach at HQ level for decisions). The time frame mentioned here are at higher side. MRCS aims to do dispatch relief materials as well as shelter items as fast as possible.

4.3. Distribution of relief items and emergency shelter: - MRCS aims to distribute relief materials as well as shelter items as fast as possible. Township Branch need to complete distribution within 11 days (deployment of rapid assessment team-2 days, report back to MRCS/DMD-4 days, MRCS/DMD for decisions-1 day, State/division level warehouse dispatch the relief materials-2 days) of disasters. The time frame mentioned here are at higher side.

4.4. Reporting and warehouses replenishment system⁶: - Distribution report must reach in MRCS/DM division within four weeks from time of disasters. MRCS/DMD explores all possibility to refill the warehouses within two weeks from the time of submission of final distribution report. The time frame mentioned here are at higher side. MRCS/DMD aims to refill the warehouses as soon as possible. Since G1 officer are responsible for warehouses, they are equally accountable to submit relief distribution report timely along with 2I/C as well as refilling warehouse along with DM Division.

5. Quality Assurance: Monitoring & feedback

It is essential that all Myanmar Red Cross services are need based, and lead to a satisfying experience for all beneficiaries, staff & volunteers.

Post distribution lessons will allow better planning in future so that we learn from our mistakes. Similarly, getting feedback from beneficiaries will help us design future distributions in a manner that provide better services to beneficiaries. Appropriateness and quality of handling during distributions, packing, handling, and registration will provide us valuable insight into what beneficiaries feel about Myanmar Red Cross services.

⁶ Warehouse manual is considered for management and replenishment.

We need our beneficiaries to be our patrons, when they have recovered from the ill effects of disasters. We need them to continue to believe in us as the Red Cross Movement.

6. Payment model for Rapid assessment Team and Transportation⁷

6.1. Payment for rapid assessment team: - The advance payment model is considered for this purpose. The selected member will get required budget as per standard policy of MRCS as mentioned at 2.3.1 of this document. The advance payment process is adapted. In exceptional case, the reimbursement model is also considered. Township Branch needs to make payment for Rapid assessment team as mentioned at 2.3.1 of this document and requests MRCS/HQ for the reimbursement.

6.2. Payment for transportation: - The reimbursement model is considered for this purpose. The respective states/Division Red Cross Branch and G1 are responsible to arrange transportation as mentioned at 4.2 of this document. States/Division arranges payment and request to MRCS/Hq for reimbursement.

7. Roles and responsibility of MRCS different level networks for relief assistance

7.1. Township Branch (Focal Person- 2I/C)

7.1.1. During Disaster

- « Conduct Rapid Assessments (Damage and Needs) in coordination with MRCS/DM Division and reporting to MRCS/DM Division.
- « Mobilize trained volunteers/professionals for FA, PSP support.
- « Implement relief assistance as a grass root network of MRCS.
- « Relief Material Distribution.
- « Distribution of emergency shelter items.
- « Keep records of expenditures properly for auditing purpose as well.
- « Dealing with local media.
- « Coordination of response activities at local level.
- « Distribute other items like water, water purification tablet as per availability and requirements.
- « Mobilize community as well as Red Cross volunteers for hygiene promotion.
- « Reporting to MRCS/DM Division with copy to respective States/Division.

7.1.2. Pre-disaster situation

- « Conduct different training to enhance capacity.
- « Identify most affected areas at Township level.
- « Implement preparedness activities like drills/simulation, early warning system.
- « Fund raising.
- « Pre-arranged for transportation.
- « Dissemination about fundamental principles as well as hazards, related risks and potential measures to reduce its' risks.
- ✓ Participate at different sectoral coordination meeting at relevant level.
- « Coordination with local authority.
- ✓ Reporting to MRCS/DM Division and copy to respective states/division.

7.2. State/Division (Focal person- Grade One Officer)

7.2.1. During Disaster

- « Co-ordinate with Township Branch as well as back up Township Branch to coordinate Township authorities and other stakeholders like UN agencies, I/NGO for rapid assessment, relief distribution.
- « Alert neighbouring Township Branch 2I/C to be ready in case affected Township Branch needs more human support for rapid assessment, First Aid, drinking water distribution, relief distribution, PSP as well as temporary shelter items.
- « Alert respective warehouses as well as MRCS/DM Division about possible needs for rapid assessment, First Aid, relief distribution, PSP as well as temporary shelter items.

⁷ Established Emergency fund interests will share the cost of it.

- « Facilitate warehouses to send relief materials as per assessment report in close coordination with MRCS/DM division.
- « Coordinate to mobilize neighbouring resources to speed up the operation in close coordination with affected Township Branch as well as MRCS/DM Division as and when required.
- « Responsible to update records of warehouses as well as relief assistance report to MRCS/ DM Division.
- « Organize logistics to send relief items to affected Township Branch.
- « Coordinate for reporting of entire relief assistance within time frame as mentioned in SoP.
- « Facilitate/coordinate with Township Branch members to speed up the relief assistance as well as review the progress.
- « Reporting to MRCS/DM Division.

7.2.2. Pre-disaster situation

- « Disseminate MRCS DM Policy, Procedure as well as plan of action as per needs.
- « Visit periodically and monitor Township Branch activities- particularly in preparedness sector.
- « Support Township Branch for resource generation at local level.
- « Encourage Township Branch to organize review meeting about their progress and lesson learnt and participate such forum.
- « Establish a network among township Red Cross branch within territory and give the required support to promote best practices.
- « Report MRCS/HQ periodically about the progress and learnt lessons along with plan of actions.
- « Maintain warehouses as well as DP stocks.
- « Resource generation at states/division level.
- « Participate at different sectoral coordination meeting at relevant level.
- « Coordination at states/division level authority.
- « Reporting to MRCS/DM Division.

7.3. MRCS central (Focal Person- Head, Disaster Management Division)

7.3.1. During Disaster

- « Support affected Township Branch to conduct rapid assessments in case disasters. This include the per diem as well as transportation cost for the team.
- « Appeal all the concerned bodies of MRCS to actively participate in the national level disaster activities.
- « Provide relief materials, financial and technical assistance to affected Township Branch along with transportation as well as handling cost.
- « Maintain relation and close contact with the respective ministry as well as partners along with media.
- « Update DMIS of IFRC to secure the process in case international assistance required.
- « Provide information to the concerned agencies in due time.
- « Maintain account and send audit report to the concerned partners.
- « Immediate mobilization of relief materials and specialized human resources to affected Township.
- « Act as information centre for other partners.
- « Promote/ encourage Township to Township, States/Divisions to Township for effective relief assistance.
- « Coordination of all disaster response activities.
- « Reporting.

7.3.2. Pre-disaster situation

- « Develop contingency plan and relevant plan and policies as well as procedure documents for disasters.
- « Conduct different training for effective response capacity.
- « Maintain warehouse network and DP stocks.
- « Data base of trained Human resources.
- « Facilitate to improve communication within MRCS networks.
- « Facilitate to strengthen early warning system at community level.

- « Develop different information, education and communication materials to enhance people knowledge on hazards, risks as well as possible counter measures.
- « Coordination with authorities and other partners.
- « Conduct review meeting to upgrade its plan and policies and promote the best practices.
- « Participate at different sectoral coordination meeting as well as network at relevant level.
- « Collecting, compiling, processing and reporting back to respective partners.
- « Reporting

Reporting structure for Rapid Assessments

Name of the affected Township: -

Type of disasters and time of occurrence and reasons:-

Initial Disaster reported date: -

1. Affected VDC and population descriptions

S. No.	Name of States/Division/Township/Village Tract	Name of affected sites/community	Estimated population		
			Male	Female	Total

2. Number of volunteers mobilized for FA, PSP as well as rapid assessment

S. No.	Service	Volunteers mobilization		
		Male	Female	Total
	First Aid			
	PSP Support			
	Assessment			
	Others			

3. Damaged community and individual property

S. No.	Descriptions of damages	Number	Total estimated loss (in amount)	Approach to collect information
1	Completely destroyed houses			
2	Partially destroyed houses			
3	School building			
4	Bridges/Roads			
5	Community resource centre(VDC, Library, evacuation shelter)			
6	Health post			
7	Cultivated crops (in acres)			
8	Fertile lands (in acres)			
9	Livelihood scopes <ul style="list-style-type: none"> • Livestock • IG scheme 			

	<ul style="list-style-type: none"> • fish ponds • Small shops • etc 			
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4. Possible health hazards(possibility of disease out break- consultation/advice is needed from TMO, HP, WHO, UNFPA, UNICEF and other organizations working in field)

S. No.	Diseases	VDC	Sites/ community	Estimated population at that sites
1	Cholera			
2	Malaria			
3	Diarrhoea			
4	Snake bites			
5	Encephalitis			
6	More....			

5. Access(what means can use to reach beneficiaries, general security situation, people perception on relief management)

6. Recommendations for immediate actions

7. Constraints/problems

8. Conclusions

Team Leader:

Mr. /Ms.....

Team Member:

Mr. /Ms.....

The Code of Conduct

Principles of Conduct for The International Red Cross and Red Crescent Movement and NGOs in
Disaster Response Programmes

1: The Humanitarian imperative comes first: The right to receive humanitarian assistance, and to offer it, is a fundamental humanitarian principle which should be enjoyed by all citizens of all countries. As members of the international community, we recognise our obligation to provide humanitarian assistance wherever it is needed. Hence the need for unimpeded access to affected populations, is of fundamental importance in exercising that responsibility. The prime motivation of our response to disaster is to alleviate human suffering amongst those least able to withstand the stress caused by disaster. When we give humanitarian aid it is not a partisan or political act and should not be viewed as such.

2: Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone Wherever possible, we will base the provision of relief aid upon a thorough assessment of the needs of the disaster victims and the local capacities already in place to meet those needs. Within the entirety of our programmes, we will reflect considerations of proportionality. Human suffering must be alleviated whenever it is found; life is as precious in one part of a country as another. Thus, our provision of aid will reflect the degree of suffering it seeks to alleviate. In implementing this approach, we recognise the crucial role played by women in disaster prone communities and will ensure that this role is supported, not diminished, by our aid programmes. The implementation of such a universal, impartial and independent policy, can only be effective if we and our partners have access to the necessary resources to provide for such equitable relief, and have equal access to all disaster victims.

3: Aid will not be used to further a particular political or religious standpoint Humanitarian aid will be given according to the need of individuals, families and communities. Notwithstanding the right of NGHAs to espouse particular political or religious opinions, we affirm that assistance will not be dependent on the adherence of the recipients to those opinions. We will not tie the promise, delivery or distribution of assistance to the embracing or acceptance of a particular political or religious creed.

4: We shall endeavour not to act as instruments of government foreign policy NGHAs are agencies which act independently from governments. We therefore formulate our own policies and implementation strategies and do not seek to implement the policy of any government, except in so far as it coincides with our own independent policy. We will never knowingly - or through negligence - allow ourselves, or our employees, to be used to gather information of a political, military or economically sensitive nature for governments or other bodies that may serve purposes other than those which are strictly humanitarian, nor will we act as instruments of foreign policy of donor governments. We will use the assistance we receive to respond to needs and this assistance should not be driven by the need to dispose of donor commodity surpluses, nor by the political interest of any particular donor. We value and promote the voluntary giving of labour and finances by concerned individuals to support our work and recognise the independence of action promoted by such voluntary motivation. In order to protect our independence we will seek to avoid dependence upon a single funding source.

5: We shall respect culture and custom We will endeavour to respect the culture, structures and customs of the communities and countries we are working in.

6: We shall attempt to build disaster response on local capacities All people and communities - even in disaster - possess capacities as well as vulnerabilities. Where possible, we will strengthen these capacities by employing local staff, purchasing local materials and trading with local companies. Where possible, we will work through local NGHAs as partners in planning and implementation, and co-operate with local government structures where appropriate. We will place a high

priority on the proper co-ordination of our emergency responses. This is best done within the countries concerned by those most directly involved in the relief assistances, and should include representatives of the relevant UN bodies.

7: Ways shall be found to involve programme beneficiaries in the management of relief aid

Disaster response assistance should never be imposed upon the beneficiaries. Effective relief and lasting rehabilitation can best be achieved where the intended beneficiaries are involved in the design, management and implementation of the assistance programme. We will strive to achieve full community participation in our relief and rehabilitation programmes.

8: Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs

All relief actions affect the prospects for long term development, either in a positive or a negative fashion. Recognising this, we will strive to implement relief programmes which actively reduce the beneficiaries' vulnerability to future disasters and help create sustainable lifestyles. We will pay particular attention to environmental concerns in the design and management of relief programmes. We will also endeavour to minimise the negative impact of humanitarian assistance, seeking to avoid long term beneficiary dependence upon external aid.

9: We hold ourselves accountable to both those we seek to assist and those from whom we accept resources

We often act as an institutional link in the partnership between those who wish to assist and those who need assistance during disasters. We therefore hold ourselves accountable to both constituencies. All our dealings with donors and beneficiaries shall reflect an attitude of openness and transparency. We recognise the need to report on our activities, both from a financial perspective and the perspective of effectiveness. We recognise the obligation to ensure appropriate monitoring of aid distributions and to carry out regular assessments of the impact of disaster assistance. We will also seek to report, in an open fashion, upon the impact of our work, and the factors limiting or enhancing that impact. Our programmes will be based upon high standards of professionalism and expertise in order to minimise the wasting of valuable resources.

10: In our information, publicity and advertising activities, we shall recognise disaster victims as dignified humans, not hopeless objects

Respect for the disaster victim as an equal partner in action should never be lost. In our public information we shall portray an objective image of the disaster situation where the capacities and aspirations of disaster victims are highlighted, and not just their vulnerabilities and fears. While we will co-operate with the media in order to enhance public response, we will not allow external or internal demands for publicity to take precedence over the principle of maximising overall relief assistance. We will avoid competing with other disaster response agencies for media coverage in situations where such coverage may be to the detriment of the service provided to the beneficiaries or to the security of our staff or the beneficiaries.