

Strategy Status	Version	Status	Effective Date	Next Revision
	V1	Draft To Be Endorsed	01 April 2025	October 2025
Response Name	Myanmar National Cluster			
Cluster Agencies	UNHCR (lead agency) NRC (co-coordinate at the National level) IFRC (co-lead at the hub level)			
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Cluster Leadership Advisory Groups	<p>Strategic Advisory Group (SAG):</p> <ul style="list-style-type: none"> - UNHCR, NRC, DRC SI, IOM, KMSS, IRC and Nyein Foundation. 			
Relevant Technical Working Groups (TWiGs)	<p>TWiG led by Shelter NFI & CCCM Cluster:</p> <ul style="list-style-type: none"> - Updating the Shelter Technical Guidance that includes types of shelter assistance, targeting and prioritization, updating shelter designs and environmental overview in collaboration with the TWiG members and Global Shelter Cluster. 			

Shelter NFI & CCCM Cluster Earthquake Response Strategy

Situation	<p>The devastating earthquakes that struck Myanmar on 28 March have caused widespread death, human suffering and destruction—aggravating an already alarming humanitarian crisis. Over 6.3 million people are in immediate need of humanitarian assistance and protection as a result of the earthquakes, including 4.3 million people who were already in need across the affected areas and now require even greater support, and an additional 2 million people who require urgent assistance and protection due to the earthquakes. 3,869 people had died, 5,742 had been injured, and more than 441 were still missing, according to official figures from Myanmar Red Cross Society. The real toll is likely much higher, with communication blackouts and underreporting making it difficult to grasp the full scale of the tragedy. In reference to OCHA Flash HNRP Addendum, many families continue sleeping in the open, too afraid to return home. Over 40,000 homes were damaged or destroyed, according to preliminary data from Association of Southeast Asian Nations (ASEAN) Coordinating Centre for Humanitarian Assistance, and ongoing aftershocks continue to shake the affected areas, threatening further destruction across already devastated communities. These tremors are deepening fear in the communities and preventing many from returning to their homes. The aftershocks also complicate response efforts, making it even harder to reach and support those in need.</p> <p>Since the beginning of the emergency response the cluster members have responded with emergency shelter, NFI reaching [reported on 17 April 2025]:</p> <ul style="list-style-type: none"> • 13,400 individuals reached with emergency shelter • 116,800 individuals reached with NFIs • 20 Cluster members have reported completed or ongoing NFI activities, and 9 members responded with shelter activities by 23 April 2025 in 218 affected locations. <p>It is important to note that the population in Myanmar has already suffered long years of hostilities, protracted displacements, and a deteriorating humanitarian situation due to the</p>
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	<p>ongoing conflict, access restrictions, and lack of funds to meet basic needs. However, the most vulnerable conflict affected households who were already living in IDPs sites did not report any damages to their shelters due to the Earthquakes. The cluster suggests that some of these vulnerable IDP communities have been hosting friends and relatives who have lost their homes since the Earthquakes. It is important to also note that the earthquake hit before monsoon season and communities were already under severe stress, which has further exacerbated the situation in some of the sites where the conditions were already difficult, and conflict affected communities were in dire situation.</p>
<p>Needs Assessments</p>	<p>Of Myanmar's 3.5 million internally displaced people, approximately 1.6 million are in the hardest-hit regions—Mandalay, Sagaing, and parts of Shan State. Over 30 per cent of them are children and many have been displaced multiple times, fleeing their homes with nothing but the clothes on their backs. Displaced people struggle to access vital services.</p> <p>More than 10 million women and girls were estimated to need humanitarian assistance even before the disaster, due to the compounded impacts of conflict, political instability, and economic collapse. Now, their situation has become even more precarious. Women and girls are disproportionately affected in crises—facing increased risks of gender-based violence, insecurity, and serious barriers to accessing essential services, healthcare, and protection.</p> <p>Millions of people have lost their homes and shelters and are sleeping outside. The humanitarian community including the cluster members is working around the clock to support local responders and communities, and to urgently scale up their operations across the earthquake-affected areas of Myanmar. But more needs to be done. Despite these efforts, the scale and urgency of the disaster demand far greater action. Affected people's needs are rapidly outpacing the current response capacity.</p> <p>In reference to HNRP Flash Addendum, the number of people in need of shelter, NFI and CCCM support has surged from 1 million to 5.2 million. Many are now living in overcrowded, makeshift shelters, lacking basic household items and with little protection from harsh weather or access to essential services. Displacement, unsafe living conditions, and limited resources are further compounding vulnerabilities—particularly as the monsoon season approaches, bringing heightened risks of flooding, disease, and further displacement.</p> <p>Rapid needs assessments led by OCHA were conducted in 636 villages/wards in 55 townships identifying emergency shelter and NFIs as a priority need and require a coordinated response. Preliminary rapid needs assessments have shown that around 52% of houses in the assessed villages across 55 townships have suffered damage. However, due to access restrictions, these figures likely underrepresent the full scale of needs. Existing and new cluster members are closely collaborating with the Shelter/ NFI & CCCM Cluster.</p>
<p>Emergency Response Plan & Target</p>	<p>The cluster is planning to assist 753,000 individuals through the two-phase response.</p> <ol style="list-style-type: none"> <i>The first phase of the response focuses on addressing the immediate needs of those who have been affected by the earthquake through life-saving emergency assistance such as the provision of NFIs and emergency shelter.</i> The cluster urges the members to keep putting people—including most-at-risk and marginalized groups—protection, and gender equality at the heart of the response. This strategy puts the rights, safety, and dignity of affected people, especially those most at risk,

at the centre of humanitarian action, guided by the Humanitarian Country Team's strategy on the Centrality of Protection. This phase has already started after the EQ hit and will take almost three months.

2. ***The second phase of the response will focus on providing more life sustaining shelter response for those who have lost their houses due to the earthquake damage and assisting those in IDP sites to improve their own shelter and shift into longer term shelter solutions prior to monsoon season.*** This approach aims to protect displaced and non-displaced families from exposure, reduce immediate risks, and strengthen resilience ahead of the monsoon. **The organizations have to support with shelter rehabilitation and transitional shelter services of the damaged houses where the affected people are capable and willing to return to their own houses. Longer term approaches of shelter and CCCM activities are prioritised to people with collapsed and severely damaged houses/ buildings and are living now in IDP sites and collective centres.** The Cluster will coordinate closely with local partners and communities to ensure the response is localized, technically sound, and delivered in an accountable and dignified manner. It also includes shelter repair and rehabilitation assistance for the minor and moderate damage houses as well as providing access to dignified transitional shelter and living conditions for those who have lost their homes. This stage will start directly after phase one and will enable the members to focus on more sustainable shelter solutions and protecting environment prior to monsoon season.

The Shelter/NFI/CCCM Cluster response plan has been designed to provide a structured and scalable response to protect earthquake-affected populations. The strategy leverages local capacities, facilitates coordination across humanitarian actors, and ensures timely and contextually appropriate assistance.

Strategic Approach to SNFI Response

The Shelter Cluster strategic approach to respond to the earthquake affected population is through 4 objectives that are linked directly to HNRP strategic objectives:

1. **Cluster Objective 1 (CO1)**
Affected people are assisted with emergency, temporary shelter, and emergency NFI that enhances protection, life-saving, dignity, and privacy while promoting environmentally friendly solutions, as well as increase the capacity to mitigate potential disasters.
2. **Cluster Objective 2 (CO2)**
Affected people assisted with transitional, semi-permanent shelter support and replenishment of NFIs to enhance protection, dignity, safety, and privacy while promoting environmentally friendly solutions.
3. **Cluster Objective 3 (CO3)**
Strengthened settlement monitoring, service coordination and maintenance of camp infrastructure in line with humanitarian life-saving support.
4. **Cluster Objective 4 (CO4)**
Reinforced community participation activities at settlements level.

Each Objective has a set of related activities which can be described as follows:

The Cluster Objective 1 mainly focusses on the provision of access to lifesaving emergency shelter and household items (NFIs) to people whose houses have been destroyed and damaged by the earthquake and linked directly to the below activities:

- Provision of emergency shelter assistance: Provision of emergency shelter kits and technical support or awareness, in order to promote Building Back Safer throughout the response and recovery. Provision of emergency shelter/ items (including tents and tarpaulin, etc.)
- Provision of emergency NFI assistance to restore adequate domestic living.
- Enhance the capacity to effectively respond to and mitigate potential disasters.
- Community Mobilization & CCCM Deployment: Utilize trained CCCM ToTs and local IDP leaders to establish site coordination mechanisms in informal displacement sites and establish data collection and information management systems.

The Cluster Objective 2 mainly focusses on the provision of access to life-sustaining shelter and dignified living condition to people whose houses have been destroyed and damaged by the earthquake and linked directly to the below activities:

- Providing access to dignified transitional shelter and living conditions for people who have lost their homes (individuals with severe and completely damaged houses).
- Providing access to shelter minor repair assistance (through cash for shelter or a contractor approach).
- Providing access to shelter moderate repair assistance including the provision of targeted construction materials and tools, and / or Provision of targeted Cash for shelter (e.g. skilled labour, materials, etc.) or even through contractor modality.
- Delivering technical guidance and direct supervision.
- Supporting the detailed shelter damage assessment process.
- Training and capacity building of partners for the repair and rehabilitation of damaged buildings. Training of local actors on safe construction and inclusive site management.
- House Land and Property rights support (for households and communities with insecure tenure or land disputes).

Collaboration with Early Recovery, Protection, Education, Health, and WASH clusters to ensure safe, dignified conditions that promote self-reliance over aid dependence. This also includes enhancing local partnership through engaging local actors and community networks to enhance coverage, outreach, and community-led site management. Develop response plans with local authorities and affected communities ensures the ability to respond rapidly. This includes early recovery lens of the shelter interventions prior to monsoon season in order to decrease health and protection risks.

The Cluster Objective 3 mainly focusses on strengthening settlement and IDP sites monitoring, service coordination and maintenance of camp infrastructure in line with humanitarian life-saving support and linked directly to the below activities:

- Coordinating and monitoring of multi-sector responses in IDP settlements, real-time data collection, dashboard updates, and field-level feedback loops.
- Conducting IDPs intention surveys in IDP sites: Track return intentions, service availability, and reintegration challenges to inform sustainable solutions.
- IDP sites care and maintenance to improve the living conditions and enhance access to basic services.

The Cluster Objective 4 mainly focusses on reinforcing the participation of displaced population and participation activities at settlements level.

- Establishment/maintenance of complaint/feedback mechanism and clear referral pathway.

<p>Coordination & Inter-Cluster Interventions</p>	<p>This strategy and the related activities should complement the efforts of the Protection, Early Recovery & WASH clusters and Cash Working group, to leverage and realise the potential of an area based and multi-sectoral response, ultimately to meet the overarching objectives of providing lifesaving and life-sustaining assistance. HLP is a main component for shelter intervention to consider beside having site planning in existing IDP sites and newly established one.</p> <p>Shelter NFI & CCCM Cluster partners will work closely with other sectors and partners to coordinate the debris removal and management, the housing land and property issues in the established sites and outside the sites to carry out the shelter response through repairs and rehabilitation, but also in establishing dignified communities. Shelter NFI & CCCM Cluster partners will work closely with the WASH partners to integrate water and waste management infrastructure according to the WASH Cluster standards. Shelter NFI & CCCM Cluster partners will mainstream protection and gender in their response, taking into consideration the needs of the most vulnerable, adapting their response to people with disabilities, as well as women and children head of households.</p> <p>Quality assurance of the response, and accountability to affected population will be central to all partners approach, putting in place feedback mechanisms and referral mechanisms to ensure community engagement and quality programming. Ensuring the presence of female staff during distribution can help address the specific needs of women in the shelter response. The limited resources and human capacity will be leveraged to enhance the resilience of the affected population.</p>
<p>Disaster Risk Reduction (DRR)</p>	<p>Following the earthquake in Myanmar, the Shelter NFI and Camp Coordination and Camp Management (CCCM) Cluster must incorporate Disaster Risk Reduction (DRR) into its response and recovery strategies to enhance resilience and reduce future vulnerabilities. Below are key approaches to mainstream DRR into cluster activities:</p> <ul style="list-style-type: none"> • Develop contextualised technical guidelines, training materials and IEC materials, on residential construction resilient standards (earthquake + cyclone resistant & in line with the Building Back Safer principles) in collaboration with key stakeholders. • Roll out cascaded training on Building Back Safer, including earthquake resistant construction techniques, to Shelter Cluster partners, relevant National and local authorities • Disseminate earthquake resistant construction guidelines, including guidance on how to roll out structural assessment (rapid and detailed) and on how to conduct earthquake resilient repairs & retrofitting. • Conduct multi-hazard risk assessments before selecting sites for temporary shelters or relocations. • Ensure site improvements (drainage, firebreaks, slope stabilization) in displacement sites to mitigate secondary risks and ensure early warning system. • Train Camp Management Committees on emergency preparedness and evacuation planning. • Organize DRR awareness sessions for IDPs and host communities on earthquake safety, fire prevention, and flood response. • Provide technical guidance and support to beneficiaries on how to use cash for resilient reconstruction. • Document and share lessons learned from the earthquake response to improve future DRR strategies.

<p>Key Resources for Priority Activities</p>	<ul style="list-style-type: none"> • Guidance on Shelter and NFI-EQ Response • FLASH HNRP ADDENDUM Myanmar Earthquake • Environmental Country Profile • Guidelines for Safe Distributions • Key Messages for Humanitarian Interventions • Useful IEC Material: Better Tarpaulin Installation; Better CGI Installation; Strong Structure, 1joints and connections-, Strong and elevated foundations-, Safe Shelter Awareness Booklet, Bamboo for Disaster Risk Reduction • SNFI-CCCM Cluster Cash for Shelter and NFI_SOP • Guidance Note on Land Issues Myanmar
<p>Call to Actions</p>	<ul style="list-style-type: none"> • Urgent funding is required to scale up emergency shelter and NFI assistance. • Enhanced coordination is needed to address access constraints and improve needs assessments. • Longer-term planning for transitional and durable shelter solutions must be prioritized. This will enhance the protection of the affected vulnerable groups prior to the monsoon season. • CCCM as a Priority for Protection & Dignity: CCCM interventions must be prioritized to establish safe, well-managed displacement sites with access to services and monitoring systems. Proactive camp management is vital to prevent overcrowding, exploitation, and health risks as displacement continues. <p><u><i>The Shelter/NFI & CCCM Cluster remains committed to supporting affected communities but requires additional resources and support to meet escalating demands.</i></u></p>