

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

Title: Burma/Myanmar and Thailand

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

This version of the HIP includes an early recovery response to Cyclone Giri affected communities. Cyclone Giri, a category four cyclone, made landfall in Rakhine state, Burma/Myanmar, on 22 October 2010, close to Kyaukpyu town, affecting 260,000 people, completely destroying over 20,830 homes and partially damaging 31,114 houses. The Townships of Kyaukpyu, Myebon, Myinbya and Pauktaw were the most severely affected, further aggravating the already existing humanitarian needs in Rakhine state.

Following other hydro-meteorological events affecting Vietnam and the Philippines in October 2010, the Commission adopted a EUR 7 million regional emergency decision, of which EUR 3 million was allocated to Burma/Myanmar for the provision of food aid, emergency relief items, shelter, basic health care and water/sanitation. Four months on, key challenges facing the communities include inadequate shelter, damaged crop and embankments, food insecurity, lack of water, and indebtedness due to lost income opportunities. DG ECHO has therefore decided to allocate an additional EUR 5 million to this HIP to address the most pressing humanitarian needs.

1. CONTEXT

Burma/Myanmar:

Country Status in GNA (Vulnerability Index and Crisis Index) – Vulnerability Index: 2 and Crisis Index: 3. Ranking in HDI (Human Development Index): 138. Myanmar has a population estimated at 58 million people with ethnic minorities making up 40%. There are 135 different ethnic groups divided into 8 major ethnic national races. Myanmar is one of the countries receiving least aid per capita in the world. According to Development Assistance Committee (DAC), the country received USD 5.5 / person in 2008-2009.

It is difficult to evaluate the overall humanitarian situation due to lack of reliable official data and access. Assessments and evaluations are tightly controlled. Nevertheless, humanitarian organisations are able to collect some information and conduct assessments on their own. The joint assessment conducted at country level in 2009, the Crop and Food Supply Assessment Mission (CFSAM), made agricultural data available to the public and has been complemented by the July 2010 “population and development, reproductive health and gender” assessment.

DG ECHO's current country strategy aims to address the needs of the most vulnerable population in a protracted forgotten crisis context. The overarching needs are related to protection, which translate into different kinds of activities. DG ECHO is focusing primarily on: a) Northern part of Rakhine state (NRS) b) along the eastern border with China, Laos and Thailand and c) Chin state on the western border.

Northern Rakhine state (NRS) - In NRS, the Muslim “Rohingya” population (approx 700,000 persons) living mostly in 3 townships are permanent victims of segregation, discrimination, abuses and human rights violations from the authorities.

Deprivation of citizenship has served to justify arbitrary treatment and coercive measures. The situation is politically rooted and has turned into an acute humanitarian situation.

Eastern border areas - A protracted ethnic armed insurgency is ongoing along the eastern border. Ethnic armed groups control the areas and are challenged by the national army. This has generated population movements (Internally Displaced People - IDPs and refugees) and impeded development. The civilian population is often trapped in the middle of the conflict and is victim of exploitation and human rights violations from both sides. The conflict has resulted in 500,000 IDPs, many of which are living in hiding.

Chin state - Already affected by widespread food insecurity, a rodent infestation in 2008 caused destruction of crops and food stocks affecting 70,000 people. In 2010 the southern part of Chin state has again been affected by rodent infestation. Isolation and lack of support by the central government has left the region with deficiencies in most sectors. This, compounded by occasional forced displacements and forced labour by the national army, have challenged the coping capacities of many Chin communities. Humanitarian aid is now needed for the most vulnerable.

Rakhine state, Cyclone Giri affected areas – On 22 October 2010, category 4 cyclone Giri struck the Rakhine state coastline. At least 260,000 people from 4 townships have been severely affected. 52,000 houses have been damaged or destroyed (20,380 completely destroyed), 77% of the paddy fields were affected with a loss of rice production estimated at 61% for the 2010 harvest, undermining the livelihoods and food security of more than 50,000 households. After four months, and despite the relief efforts, 91% of the destroyed/damaged houses are not resistant enough to withstand the coming monsoon season. As of January 2011, 104,000 people remain homeless.

Thailand:

The conflict and poor economic situation in Myanmar have resulted in a huge influx of its citizens into Thailand. An estimated 3 million Burmese reside in Thailand of which 140,000 ethnic Karen refugees are living in 9 refugee camps along the Thai-Myanmar border. The Karen refugees still have strong links in Myanmar and some of them are involved with the Karen Liberation Army/Karen National Union (KNLA/KNU) political and military rebel movements.

2. HUMANITARIAN NEEDS

(1) Affected people/potential beneficiaries

In Northern Rakhine state the Rohingyas (or Bengali muslims as they are also referred to) live in the three northern townships of Maungdaw, Buthidaung and Rathedaung. DG ECHO aims to target 400,000 of the 700,000 population.

On the eastern border the number of IDPs due to the ethnic conflict is estimated at 500,000, many of which are not reachable due to land mines and government constraints, or because they live in hiding. The local communities that host the displaced population have also to be taken into account in the estimation of

potential beneficiaries. DG ECHO aims to target 200,000 people on the eastern border.

In Chin state 50,000 of the most vulnerable population affected by rodent infestation will be targeted.

In Rakhine state, Cyclone Giri affected areas 50,000 households will be the primary target for shelter, livelihood support and WASH activities.

In Thailand, while in 2005 a programme started to resettle 60,000 refugees to third countries, the number of refugees in the camps has not decreased. This has resulted in a consistent total number of 140,000. While still genuine refugees are fleeing Myanmar, some refugees in the camps also appear to be third-country “resettlement seekers”. DG ECHO will target approximately 120,000 refugees.

(2) Description of most acute humanitarian needs

Northern Rakhine state - Discrimination and segregation of the Muslim population has led to dependency of international assistance for survival. Needs include:

- Protection and/or mitigation activities against discrimination and abuses,
- Provision of basic health care: access to health care is extremely poor with one doctor for more than 300,000 people in Buthidaung township and one rural health centre for 38,000 persons on average,
- The Global Acute Malnutrition (GAM) prevalence in NRS is continuously above the 15% WHO emergency threshold. In 2008 GAM was 22.7% in Buthidaung township and 20.2% in 2009 (ACF nutrition surveys). Many food security indicators are worrying with only 30% of the population having access to land and more than 70% of the income going to daily food purchases, leading to extreme poverty.

Eastern border - Ongoing military operations compounded by the remoteness of the area leave the ethnic minority population vulnerable to threats and abuses. Protection is a priority. Government policy to cut support to the ethnic armed groups has aggravated living conditions of the civilian population. Health, water, sanitation, shelter and livelihoods are some of the sectors with important needs.

Chin state – Lack of support has led to deficiencies in many sectors and growing food insecurity and vulnerability. The livelihoods of the populations have to be supported to slow down the continuous degradation of the food security conditions of the most vulnerable communities. The deficient health services and the poor water, sanitation and hygiene conditions need to be addressed.

In Rakhine state, Cyclone Giri affected areas - After the initial emergency relief response, needs for at least 50,000 households remain unmet and require immediate additional assistance. The shelter situation has to be improved in view of the coming monsoon season, (Rakhine state has the highest rate of precipitation of Burma/Myanmar) and in order to alleviate the existing appalling living conditions of those made homeless and reduce the risk of outbreak of diseases. Communities with disrupted livelihoods will need support for the restoration of their food security levels. Water supply is still a problem and hygiene conditions remain poor.

Refugee camps in Thailand - Humanitarian needs in the refugee camps in Thailand relate to food security and livelihood, water, sanitation, health, protection and finding sustainable solutions. The latter two needs are growing in priority with every passing year. There is also a need to re-launch the screening and registration process of refugees.

Other humanitarian needs

- Information and data management: In the complex operational context of Burma/Myanmar, the need for consolidated and ready-to-use-data and information (mapping, data bases) is important for the international community for programming and coordination purposes. In 2010, the Myanmar Information Management Unit (MIMU) has succeeded in covering the various humanitarian contexts of the country, either for protracted or new emergency situations (cyclone GIRI).
- Disaster response: Myanmar is a highly disaster-prone country, the vast majority of damage being caused by hydro-meteorological events, notably floods and cyclones. Often local response capacity is insufficient and international assistance is required.

3. HUMANITARIAN RESPONSE

(1) National/local response and involvement

There is a lack of interest and reluctance from the government of Myanmar to invest in the DG ECHO targeted areas, for political reasons. Some local organizations operate in these locations, but under heavy pressure from the authorities.

In Thailand, the Ministry of Interior is overall responsible for the protection of the refugees and provides a *modus operandi* for aid agencies. However, the Thai Government does not provide any direct support to the camps and the refugees are currently dependent on external aid for their survival.

(2) International Humanitarian Response

A full UN system is in place in Myanmar, although facing the same constraints as other aid organisations. There is no consolidated appeal for Myanmar. United Nations High Commissioner for Refugees (UNHCR) is de facto the leading agency for NRS and for the south east. A UN Joint Humanitarian Initiative was prepared in 2010, proposing a 12-month programme for NRS. Reportedly, the government has agreed on the document. The United States Agency for International Development (USAID), the Japan International Cooperation Agency (JICA), the European Commission (DG ECHO, Food Security, Aid to Uprooted People - AUP, Three Diseases Fund - 3DF) and bilateral donors are supporting NRS. The World Food Programme (WFP) is the leading and coordinating agency in Chin state, with the United Nations Development Programme (UNDP), the Food and Agriculture Organization (FAO), and several INGOs (Merlin, IRC, GRET, CARE, WV).

In Thailand, the 140,000 refugees are well served with a total annual budget of USD 66 million (roughly USD 470/person/year compared to the USD 5.5/person/year in Myanmar) implemented by multiple NGO and UN agencies.

(3) Constraints and DG ECHO response capacity

Limitation on access is a characteristic for almost all aid programmes in Myanmar. Despite government constraints (visas, travel authorisations, etc.) programmes and activities can be implemented and direct access to the beneficiaries, although not always permanent, is possible. Likewise, with lengthy administrative preparations, programmes can be monitored by DG ECHO. Main humanitarian agencies of the UN system are present as are IOM and 63 INGOs.

(4) Envisaged DG ECHO response

In Myanmar, DG ECHO will primarily focus on areas occupied by ethnic minorities, including IDPs on the western and eastern borders. DG ECHO will in particular target areas not reachable by development assistance or will complement such assistance where humanitarian needs exist. Information management/coordination will be supported on a countrywide level. In the refugee camps in Thailand, DG ECHO is gradually scaling down its assistance, ensuring appropriate LRRD with DEVCO's Aid to Uprooted People programme. DG ECHO assistance to Myanmar will be €14.25 million (including €5 million for people affected by Cyclone Giri), and to Thailand €8 million for the refugees along the Thai-Myanmar border.

Northern Rakhine state

- Protection/mitigation activities against discrimination of the Muslim community,
- Food assistance and nutrition activities, notably food aid during the lean season, livelihood support for the rest of the year, and therapeutic and supplementary feeding programmes targeting children and pregnant women.,
- Provision of basic health services to the communities,
- Inter ethnic tension mitigation and prevention,
- Mainstreaming of disaster risk reduction and management activities.

Eastern border areas

- Protection activities in the south east area bordering Thailand. Water, sanitation and shelter targeting displaced communities or host communities and addressing current needs serve the purpose of gaining and maintaining access. The presence of staff allows collection of information and data,
- Provision of basic health care via fixed and mobile clinics reconnect isolated communities with health services and allows information collection about the humanitarian situation and living conditions in the remote areas,
- In the eastern part of the country bordering China (northern Shan state), livelihood and food security activities supporting the former poppy growing communities. Water and sanitation programmes are inexistent in these areas.

Chin state

- Livelihood and food security activities, such as cash and food for work will improve access, farming conditions and community infrastructure which will reinforce coping capacities and nutrition levels,
- Water, sanitation, and hygiene promotion will target communities most exposed to the threat of water borne and related diseases.

In Rakhine state, Cyclone Giri affected areas

- Provision of shelter materials for improvement and reinforcement of existing shelters in preparation for the next rainy season. The 104,000 homeless people, the families still living under tents or tarpaulins will be the prime target,
- Restoration of the production capacity and livelihoods of the small and medium scale farmers. The major constraints reported from the latest assessments are agricultural inputs and tilling capacity. Distribution of seeds and fertilizers, Cash for Work, Food for Work and other activities increasing casual labour opportunities, aiming at improving the food security situation of the affected communities will be prioritised. Cash transfer programming could also be considered where feasible and when preferred form of assistance by beneficiaries. It could be used as a relevant modality to cover agriculture needs, livelihoods recovery and/or basic food needs (i.e. via seed fairs, direct cash grants and/or food vouchers).
- WASH activities with focus on water supply and conservation.

Refugee camps in Thailand

DG ECHO will prioritize the needs outlined under point 2.2. DG ECHO has been the main donor to the refugee camps since 1995, providing EUR 8 million in 2010, down from EUR 8.7 million in 2009. While the LRRD reasons for this reduction are given below, DG ECHO also wants to bring its funding to the camps more in balance with that of Myanmar. Currently many of the humanitarian needs in Myanmar are unmet.

(5) Expected results of humanitarian aid interventions.

It is difficult to talk about sustainability without a political solution in Myanmar. DG ECHO interventions will alleviate the burden of the targeted communities and save lives, but long-term development assistance is more appropriate to tackle the large sector deficits and gaps that are found in all DG ECHO targeted areas. However, such programmes will only be possible in a relatively stable situation.

4. LRRD, COORDINATION AND TRANSITION(1) *Other DG ECHO interventions*

The 2010 DIPECHO Action Plan for South East Asia includes Myanmar for the first time for stand-alone DRR actions. The DREF, the Small Scale Disaster Response decision and the Epidemics decision may be used to complement this HIP for small scale humanitarian actions in Myanmar/Thailand.

(2) *Other services/donors availability*

In Myanmar, DEVCO's Aid to Uprooted People (AUP) budget line may take over some DG ECHO funded operations on the eastern border. In Thailand, since year 2000 the AUP budget line has funded agencies working in the camps. Currently the budget stands at € 4,5 million/year. In 2009 the implementing agencies (CCSDPT¹/UNHCR) developed a 5-year strategy envisaging moving from a relief

¹ Committee for the Coordination of Services to Displaced Persons in Thailand
WWD/-XA/2011/02

model to a development set up for the camps. This strategy provides a good LRRD transition for the European Commission.

(3) *Other concomitant EU interventions*

In Myanmar, other European Commission funding include the Non State Actors and AUP budget line, that support programmes countrywide. The Commission is also funding various multi-donor initiatives such as the LIFT (Livelihood Trust Fund) in cyclone Nargis affected areas and the rest of the country. There is also the 3DF (Three Diseases Fund) for Malaria, TB, HIV/AIDS.

(4) *Exit scenarios*

Without a political solution in Myanmar that addresses ethnic minority issues, the main humanitarian needs will remain. Only when the political deadlock is solved can we begin to consider an exit strategy. While it will be difficult for DG ECHO to completely exit the camps as long as Burmese refugees reside in Thailand, DG ECHO aims to reduce its funding to the camps over time.

5. OPERATIONAL AND FINANCIAL DETAILS

The provisions of the financing decision ECHO/WWD/BUD/2011/01000 and the general conditions of the Partnership Agreement with the European Commission shall take precedence over the provisions in this document.

5.1 Contacts²

Operational Unit in charge:	ECHO/B/5	
Contact persons at HQ:	Jenny CORREIA NUNES	jenny.correia-nunes@ec.europa.eu
in the field:	Christophe RELTIEN (Myanmar)	christophe.reltien@ec.europa.eu
	David VERBOOM (Thailand)	hro@echo-bangkok.org

5.2 Financial info

Indicative Allocation: EUR 22,250,000

Forgotten crises	Hum. Aid:	EUR 16,000,000	Food Assistance:	EUR 6,250,000
Total	Hum. Aid:	EUR 16,000,000	Food Assistance:	EUR 6,250,000

² Single Forms will be submitted to DG ECHO using APPEL (e-SingleForm)

5.3 Proposal Assessment

Assessment round 1

- a) Description of the humanitarian aid interventions relating to this assessment round: all interventions as described under section 3.4 of this HIP.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 11,000,000 from the Humanitarian Aid budget-line and EUR 6,250,000 from the food aid budget-line.
- c) Costs will be eligible from: 01/01/2011.
- d) The expected initial duration for the Action is up to 12 months.
- e) Potential partners: All DG ECHO Partners.
- f) Information to be provided: Intention Letter³ (max 5 pages, Free Format or based on the Single Form format) including at least: area intervention, sector, duration, beneficiaries, context/needs assessment, proposed response (results, activities presented in the form of a logical framework), estimated costs, requested contribution, contact details.
- g) Indicative date for receipt of the above requested information: by 22/12/2010⁴.
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, quality of the intervention logic in relation to the HIP, and knowledge of the country/region.

Assessment round 2

- a) Description of the humanitarian aid interventions relating to this assessment round: Interested partners are invited to submit a Single Form for response to the needs and sectors of interventions identified in the HIP section 2 and 3 in relation to cyclone Giri in Rakhine state, Burma/Myanmar.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 5,000,000.- from the Humanitarian Aid budget-line.
- c) Potential partners: All DG ECHO Partners with a presence in Rakhine state.
- d) Information to be provided: Single Form.
- e) Indicative date for receipt of the above requested information: by 15/03/2011⁵.

³ In case intention letters are requested an initial analysis will be done on the basis of the information received, Single Forms and other sources, such as humanitarian programmes and appeals (CAPs or CHAPs). For the retained intention letters, partners will be requested to submit a Single Form, which will be the subject of a more detailed assessment. Only accepted Single Forms can lead to the signature of an agreement.

⁴ The Commission reserves the right to consider intention letters/Single Forms transmitted after this date, especially if certain needs/ priorities are not covered by the received intention letters / Single Forms.

⁵ The Commission reserves the right to consider Single Forms transmitted after this date, especially if certain needs/ priorities are not covered by the received Single Forms.

- f) Costs will be eligible from: 15/03/2011⁶.
- g) The expected initial duration for the Action is up to 12 months.
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, quality of the intervention logic in relation to the HIP, and knowledge of the country and targeted region. Presence on the ground will be a requirement in view of the lengthy procedures to obtain a MoU in Burma/Myanmar.

⁶ The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single Form or the eligibility date of the HIP, what ever occurs latest.