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## HUMANITARIAN IMPLEMENTATION PLAN (HIP) BURMA/MYANMAR AND THAILAND

### 0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

In Rakhine State, as a consequence of the communal violence since June 2012, more than 115,000 people have been displaced. In addition, many vulnerable people who benefited from humanitarian assistance in Rakhine State prior to the June events still are in need of support. Because of the violence, the implementation capacities of humanitarian actors have been seriously hindered with loss of access to previously accessible areas. In November, partners progressively resumed activities in most areas of Rakhine State. On 16 November, the UN released a revised Rakhine Response Plan of US\$ 67.6 million.

In Kachin State, up to 75,000 people have been displaced by the conflict, which continues to affect the civilian population. Access, particularly to non-government controlled areas remains a major challenge due to government restrictions and security concerns. UN convoys have not been allowed to deliver assistance since June 2012 and local implementing partners are stretched in capacity. The conflict in Kachin has spilt over into northern Shan State, where 3,000 IDPs are now living in camps. The prospect of a cease-fire agreement seems distant, as fighting increased in December.

On the eastern border, decades of internal conflict has displaced up to 500,000 people. In 2012 a number of cease-fire agreements have been concluded between the government and armed non-state groups. This means that new areas along the border with Thailand, previously inaccessible for aid organisations, are now opening up for humanitarian assistance.

In view of the growing humanitarian needs in Burma/Myanmar, the European Commission will increase by EUR 5,500,000 the budget of the 2012 HIP. The additional funding will be used to respond to basic needs such as food assistance, non-food items, provisional shelter, health, water/sanitation and hygiene (WASH) and protection for people affected by violence and conflict in Rakhine and Kachin States and along the eastern border.

#### Changes introduced with previous HIP amendments

**Version 2** This HIP was first amended in May 2012 in order to respond to the humanitarian situation in Kachin State. After resumption of hostilities in June 2011 between the Myanmar army and the Kachin Independence Army in eastern Kachin state, 55,000 people were displaced by fighting (UN situation report 26 April 2012). The IDPs are living in camps or host families either in government or KIO controlled areas. Access to the IDPs up until March 2012 was severely restricted with no humanitarian access officially allowed. Some national organisations were able to provide partial assistance within KIO areas thanks to the church network, although most of the needs were unmet and increasing. Based on reported needs from local organisations and the UN, DG ECHO decided to allocate an additional EUR 5 million to this HIP to meet outstanding needs of the people displaced by conflict in Kachin State.

**Version 3** In view of unforeseen events in Burma/Myanmar, such as the inter-communal violence in Rakhine State and the conflict in Kachin, it was proposed in June 2012 to transfer from Thailand to Burma/Myanmar the unspent balance under the Food Aid budget line, EUR 692,307.

**Version 4** In early December 2012 DG ECHO decided to allocate an additional EUR 1 million to this HIP to meet outstanding needs of the people in Rakhine State. DG ECHO's assessment and partners' assessments indicated that food assistance was a priority. DG ECHO's partner World Food Programme (WFP) had already depleted food stocks and a break in the food pipeline was predicted for the end of November. The new funding has helped to cover the food needs of all affected populations over the next few months. The funds were used to amend DG ECHO's contribution agreement with WFP.

## 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): 135. Myanmar has a population of 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 OECD, the country received USD 6.5 / person in 2009.

It is difficult to evaluate the overall humanitarian situation due to lack of reliable official data and access. Assessments are tightly controlled. Nevertheless, humanitarian organisations are able to collect some information and conduct assessments on their own (i.e. World Food Programme (WFP) food security assessments for cyclone Giri area and Northern Rakhine State (NRS), February 2011, The United Nations Refugee Agency (UNHCR) NRS household survey December 2010).

European Commission's Directorate General for Humanitarian Aid and Civil Protection (DG ECHO's) current country strategy will address the needs of the most vulnerable populations in a protracted forgotten crisis context, is focusing on: a) Rakhine state, b) these area along the eastern border with China, Laos and Thailand, and c) Chin state on the western border.

Rakhine State - In NRS, the Muslim “Rohingya” population (approx. 800,000 persons) is victim of segregation and discrimination. 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. 45% of households are classified as severely food insecure<sup>1</sup>.

Due to limited recovery response and adverse weather conditions (floods) that impacted negatively on the agricultural production, the livelihood recovery of the communities in Rakhine state affected by cyclone Giri in October 2010 did not

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<sup>1</sup> WFP food security assessment Oct. 2010

take place as expected. The food security situation is still poor and the mediocre agricultural prospects will not bring improvement in the near future.

Eastern border areas - The ethnic armed insurgency reached a level of open conflict in 2011. This further exacerbated the Internally Displaced People (IDP) situation with new population movements. In 2011, 25,000 people in Kachin state and 30,000 in Shan state have reportedly been displaced by fighting. The civilian population is victim of exploitation and human rights violations from both sides. Over the years, the internal conflict has resulted in more than 500,000 IDPs.<sup>2</sup>

Chin state – Chin is one of the poorest and least developed states in Burma/Myanmar, suffering from serious food insecurity. Rodent infestations are a compounding factor. Isolation and lack of support by the central government has left the region with deficiencies in most sectors. According to WFP<sup>3</sup>, the food consumption of 81% of the households is inadequate.

Kachin state – The conflict between the Myanmar army and the Kachin Independence Army KIA has ravaged eastern Kachin since June 2011. At least 55,000 people have been displaced by fighting (UN situation report 26 April 2012) and IDPs are living in camps or host families either in government or KIO controlled areas. Humanitarian access to the IDPs was severely restricted up until late March 2012, when the first UN-led humanitarian convoys were granted access.

### **Thailand:**

The conflict and poor economic situation in Burma/Myanmar have resulted in a large influx of its citizens into Thailand. An estimated 3 million Burmese live in Thailand as economic migrants while 140,000 ethnic Karen reside in 9 refugee camps along the Thai-Myanmar border. Apart from responding to the basic needs of the refugees, support for the Royal Thai government's (RTG) efforts to implement a proper screening process, and to initiate long-term durable solutions for the refugees should be encouraged.

## **2. HUMANITARIAN NEEDS**

### (1) Affected people/potential beneficiaries

In Northern Rakhine State (NRS) DG ECHO intervenes where the most acute needs are and humanitarian activities are open to everybody, the access criteria being the acuteness of the needs and vulnerability. DG ECHO aims to target 400,000 people in the three northern townships of Maungdaw, Buthidaung and Rathedaung.

In Rakhine state, Cyclone Giri affected areas 15,000 households will be the primary target for continued recovery, livelihood and food security support.

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<sup>2</sup> ThailandBurma Border Consortium (TBBC)

<sup>3</sup> 2010 WFP Food Security Assessment  
ECHO/-XA/BUD/2012/91000

On the eastern border 200,000 people on the eastern border who have been affected by conflict will be targeted, including IDPs and local host communities.

In Chin state 50,000 of the most vulnerable food insecure people will be targeted.

In Kachin state 55,000 people displaced by the internal conflict.

In Thailand, while in 2005 a programme started to resettle refugees to third countries (up to now 80,000 refugees have been resettled), the camp population has not decreased. This has resulted in a consistent total number of 140,000 persons, of which approximately 60,000 are unregistered. As less people are fleeing fighting in Burma/Myanmar, the number of third-country “resettlement seekers”, economic migrants or students residing in the camps appears to be on the increase. DG ECHO will target approx. 100,000 of the camp residents and other arrivals outside the camps, as well as host communities as appropriate.

(2) Description of most acute humanitarian needs

Northern Rakhine state - Needs include protection and/or mitigation activities against discrimination and abuses, provision of basic health care, nutrition and food security support. 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<sup>4</sup>. The Global Acute Malnutrition (GAM) prevalence in NRS is continuously above the 15% World Health Organization (WHO) emergency threshold. In December 2010, nutrition data showed 20% GAM rates<sup>5</sup>. The share of households classified as severely food insecure has increased from 38% in 2009 to 45%<sup>6</sup> in 2011.

Rakhine state, Cyclone Giri affected areas- Further support to communities for livelihood recovery activities is needed. This should allow time for long term assistance to kick in The Livelihoods and Food Security Trust Fund (LIFT) supported by European Commission's Directorate-General for Development and Cooperation (DG DEVCO) is foreseen sometimes mid 2012) and ensure LRRD.

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. Livelihoods have to be supported. The deficient health services and the poor water, sanitation and hygiene conditions are compounding factors that need to be addressed.

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<sup>4</sup> IOM, 2011

<sup>5</sup> ACF nutrition survey Dec. 2010

<sup>6</sup> WFP FS report Feb. 2011

Kachin state – Needs are most desperate in the areas outside government control, where people displaced by the conflict have set up temporary camps. Basic humanitarian provisions are needed.

Refugee camps in Thailand -Humanitarian needs in the refugee camps in Thailand relate to food security, nutrition, livelihood, water, sanitation, health, protection and finding sustainable solutions for the camp residents. There is a need to re-launch the screening and registration process of refugees in order to ensure that the genuine refugees and most vulnerable groups in the camps are properly targeted.

#### 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 to the international community for programming and coordination purposes. In 2011, the Myanmar Information Management Unit (MIMU) has succeeded in covering the various humanitarian contexts of the country, either for protracted or new emergency situations (Shan earthquake, cyclone GIRI, fighting in Kachin, Chin situation).
- Disaster response and disaster risk reduction (DRR)/preparedness: Burma/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. Wherever feasible and appropriate disaster risk reduction and preparedness activities should be mainstreamed in all programmes.

### **3. HUMANITARIAN RESPONSE**

#### (1) National/local response and involvement

There is reluctance from the government of Burma/Myanmar to invest in DG ECHO targeted areas for political reasons. Some local humanitarian organizations operate in these locations, but are under heavy pressure from the authorities. In Thailand, the Ministry of Interior is responsible for the protection of the refugees and provides a modus operandi for aid agencies in the camps. However, the Thai Government does not provide any direct support and there is a complete dependence on external aid.

#### (2) International Humanitarian Response

A full UN system is in place in Burma/Myanmar, although facing the same constraints as other aid organisations. There is no consolidated appeal for Burma/Myanmar. UNHCR is the lead agency for Northern Rakhine State and for the south east. In NRS the following International Nongovernmental Organizations (INGOs)/UN are present: Médecins sans frontières - Hollande (MSF-H), Action contre la faim (ACF), Malteser, ZOA, WFP, United Nations Children's Fund (UNICEF), Food and Agriculture Organization of United Nations (FAO), United Nations Development Programme (UNDP). In Chin, WFP is the lead agency, with UNDP, FAO and several INGOs present Medical Emergency Relief International (Merlin), International Rescue Committee (IRC), Groupe de Recherches et d'Echanges Technologiques (GRET), Cooperative for Assistance and Relief

Everywhere (CARE), World Vision (WV)). In Thailand, the refugee camps are well served with a total annual budget of USD 66 million (roughly USD 470/person/year)<sup>7</sup>.

(3) Constraints and DG ECHO response capacity

Limitation on access is a characteristic for many aid programmes in Burma/Myanmar. However, despite government constraints (visas, travel authorisations etc.) programmes and activities can be implemented and access to beneficiaries is possible. Likewise, with lengthy administrative preparations, programmes can be monitored by DG ECHO. One of the key issues raised by Commissioner Georgieva during her mission to Burma/Myanmar in September 2011 was humanitarian access. Although commitments were made by the Government to improve access, and some positive developments have taken place since then (i.e. new partners have been allowed to work in NRS and in the south east), access to areas such as Kachin and Shan remain limited for international humanitarian staff.

In Thailand, due to the protracted character of the refugee camps, challenges relate to upholding humanitarian principles.

(4) Envisaged DG ECHO response and expected results of humanitarian aid interventions.

In 2012 DG ECHO assistance to Burma/Myanmar will be EUR 24,692,307 and to Thailand EUR 5,807,693 for the refugees along the Thai-Myanmar border. In Myanmar, DG ECHO will focus on areas occupied by ethnic minorities. 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 Burmese refugee camps in Thailand, the need for humanitarian assistance will remain. This should, however, be coupled with increased efforts for improved beneficiary targeting in the camps, and advocating of durable solutions for the refugees. In 2012 DG ECHO will continue gradually to reduce its humanitarian aid to the refugee camps, while closely coordinating with other EU funding such as Aid to Uprooted People (AUP).

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 (DRR) and preparedness activities.

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<sup>7</sup> CCSDPT Annual report 2010

Rakhine state, cyclone GIRI area

Early recovery, livelihood support: Cash for Work, Food for Work and other activities increasing casual labour opportunities, aiming at improving the food security situation of the affected communities. Cash transfer programmes could be considered where feasible and when preferred form of assistance by beneficiaries.

Rakhine State, inter-communal violence

- Food assistance to 36,000 people displaced by inter-communal violence.

Eastern border areas

- Protection activities in the south east bordering Thailand. Water, sanitation and shelter for IDPs or host communities and addressing current needs also serve the purpose of gaining/ maintaining access and 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 and possibly food aid will improve access, farming conditions and community infrastructure, which will reinforce coping capacities and nutrition levels. Water, sanitation and hygiene activities may also be targeted.

Kachin state

- Shelter - adapted shelter materials, possibly camp/settlement management
- Non-food items
- Water and Hygiene in camps and settlements - with the rainy season coming, availability of water should not be a problem; quality and conservation will be more important. Latrines and hygiene activities will be supported
- Food aid - solid monitoring and post distribution monitoring to be clearly identified.
- Protection – needs may increase as camps include a high number of women, children and elderly.

Refugee camps in Thailand

DG ECHO has provided humanitarian assistance to the camps since 1995. In 2012 the allocation will be EUR 5,807,693. The main sectors of support will be food assistance, nutrition, livelihood, primary health care, protection and finding sustainable solutions.

#### 4. LRRD, COORDINATION AND TRANSITION

- (1) *Other DG ECHO interventions*

In Northern Rakhine State DG ECHO will prepare its programming and implementation in close coordination with other Commission services in order to increase the possibility to transfer some activities to long term funding.

The 2012 DIPECHO Action Plan for South East Asia will include Burma/Myanmar and will allow a second round of DRR actions with an extended geographical coverage. DRR is a clear priority for the Government considering that the country is so exposed to cyclones, floods, tsunamis and earthquakes. The DREF, the Small Scale Disaster Response HIP and/or the Epidemics HIP may complement this HIP for small scale humanitarian actions.

(2) *Other services/donors availability*

In 2011 humanitarian funding to Burma/Myanmar amounted to approximately USD 67 million<sup>8</sup> with main donors being the European Commission, Switzerland, Norway, Japan, UK, Sweden and Denmark. In Thailand, major donors to the camps include USA, Sweden, the Netherlands and UK. In January 2011 the implementing Agencies (CCSDPT<sup>9</sup>/UNHCR) put forward a Strategic Framework for Durable Solutions<sup>10</sup>, envisaging moving from a relief to a development set up for the camps.

(3) *Other related EU interventions*

In Burma/Myanmar, other Commission initiatives include DEVCO's Non-State Actors and Aid to Uprooted People (AUP) programmes, which support programmes countrywide. The Commission is also supporting multi-donor initiatives such as LIFT (Livelihood Trust Fund) and a new health fund. In NRS, DG ECHO and DG DEVCO are reviewing their approaches with a view to creating necessary synergies.

In Thailand, since year 2000 the AUP program has funded agencies working with the Myanmar refugees. Currently the budget is EUR 4.5 million/year. A new EUR 5 million Call for Proposals has been announced for 2012. LRRD will continue to be sought between ECHO and AUP funding.

(4) *Exit scenarios*

Without a political solution in Burma/Myanmar that addresses ethnic minority issues, the main humanitarian needs will remain. Political developments since the elections in November 2010 have been faster than anticipated, however, and included the release of approximately 270 political prisoners, eased media and internet censorship, and the beginning of a dialogue between Government and the opposition. There have also been new peace deals and contacts with non-ceasefire groups in minority areas.

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<sup>8</sup> OCHA Financial Tracking Service for Myanmar emergencies -22.11.2011

<sup>9</sup> Committee for the Coordination of Services to Displaced Persons in Thailand

<sup>10</sup> This Framework is a follow up to the 5-year Strategic Plan. The Framework is a "living document" intended to be used as a basis for continued dialogue with both the RTG and donors.



- 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: Single Form.
- g) Date for receipt of the above requested information: by 20/01/2012<sup>13</sup>.
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country/region. In Burma/Myanmar, presence on the ground will be a requirement in view of the lengthy procedures to obtain an MoU.

### **Assessment Round 2**

- a) Description of the humanitarian aid interventions relating to this assessment round: all interventions as described under section 3.4 of this HIP in relation to Kachin.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 5,000,000 from the Humanitarian Aid budget-line.
- c) Costs will be eligible from: 15/05/2012.<sup>14</sup>
- 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: Single Form.
- g) Date for receipt of the above requested information: by 15/06/2012<sup>15</sup>.
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the region. Presence on the ground will be a requirement in view of the lengthy procedures to obtain a MoU in Burma/Myanmar. In addition, for this round, potential partners should:
- have an operating presence in Kachin
  - need to explain in detail their operating modalities for the intervention, notably their relationship and operational setting with a national or local implementing partner(s).
  - explain criteria used for selecting intervention areas and provide a clear and detailed description of the chosen area (KIO and government, KIO only, government only) and possible alternatives.
  - explain how it will ensure that humanitarian principles apply at all stages of the intervention.

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<sup>12</sup> 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.

<sup>13</sup> 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.

<sup>14</sup> 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.

<sup>15</sup> 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.

- explain the monitoring setting that will be used by the partner and its implementing partner(s).
- propose alternative options in case access to some areas is discontinued.

### **Assessment Round 3**

- a) Description of the humanitarian aid interventions relating to this assessment round: food assistance, non- food items, provisional shelter, health, water/sanitation and hygiene (WASH) and protection for people affected by violence and conflict in Rakhine and Kachin States and along the eastern border of Burma/Myanmar.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 5,500,000 from the Humanitarian Aid budget-line.
- c) Costs will be eligible from: 01/01/2013.<sup>16</sup>
- d) The expected initial duration for the Action is up to 12 months with all actions ending no later than 31/12/2013.
- e) Potential partners: All DG ECHO Partners.
- f) Information to be provided: Single Form or amendment request.
- g) Date for receipt of the above requested information: by 01/02/2013<sup>17</sup>.
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the region. Presence on the ground will be a requirement in view of the lengthy procedures to obtain MoUs in Burma/Myanmar.

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<sup>16</sup> 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.

<sup>17</sup> 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.