

# MYANMAR

## | Operational highlights |

- UNHCR strengthened protection in northern Rakhine State (NRS) by improving monitoring programmes and intervening with the authorities where needed. It also increased support for persons with specific needs, and carried out programmes to assist women and girls, as well as community self-help initiatives.
- The establishment of the NRS Protection Working Group boosted protection monitoring, and advocacy efforts, besides improving collaboration with education and health authorities.
- In south-eastern Myanmar, some 65,000 displaced people benefited from UNHCR projects and gained access to safe water, basic health care and primary education.
- UNHCR coordinated the Protection, Shelter/Non-food Items (NFIs) and Camp Coordination and Camp Management (CCCM) clusters in response to the conflict-related internal displacement in Kachin State, providing assistance to some 50,000 people.

## | Working environment |

In August 2011, after an extended period of transition, the new, nominally civilian Government of Myanmar announced democratic reforms. State and regional administrations began to establish civilian-based leadership, opening up opportunities for cooperation with UNHCR.

Despite Government pledges to promote peace with minority ethnic groups in the country, a 17-year ceasefire with the Kachin Independence Army was broken in June 2011, displacing some 50,000 civilians.

In the south-eastern part of the country, there was no official recognition of internally displaced persons (IDPs), and the Government's obligations towards them remained unmet. In NRS, there was no progress towards resolving the stateless status of the Muslim population or addressing the human rights violations its members faced.

## | Achievements and impact |

### • Main objectives and targets

UNHCR's 2011 programme in NRS focused on fostering cooperation and dialogue between ethnic communities, particularly the Muslim and Rakhine groups, through education and social development. UNHCR assistance programmes reached 120,000 individuals. Access to basic

health care, nutrition programmes, education, water and sanitation was improved.

In south-eastern Myanmar, some 65,000 IDPs benefited from UNHCR projects to improve water supplies, health care facilities and primary education. An increase in school enrolment; a reduction in the distance travelled to reach safe water sources; positive changes in hygiene, parenting and birth-spacing practices; and a rise in the number of deliveries attended by a trained midwife were some of the concrete achievements.

Nationwide, the needs of people of concern to UNHCR were mainstreamed into key UN documents, such as the Strategic Framework for Myanmar 2012-2015. UNHCR's participation in different national working groups and its



## Persons of concern

Type of Population	Origin	Total	Of whom assisted by UNHCR	Per cent female	Per cent under 18
IDPs <sup>1</sup>	Myanmar	339,200	115,000	51	38
Stateless	Stateless people <sup>1</sup>	808,100	200,000	53	56
<b>Total</b>		<b>1,147,300</b>	<b>315,000</b>		

<sup>1</sup> Muslim residents of northern Rakhine State.

response to the emergency in Kachin State provided opportunities to engage in advocacy on behalf of IDPs and stateless persons.

## Favourable protection environment

- The approximately 800,000 Muslim residents of NRS face serious difficulties in their daily lives as a result of their lack of citizenship. UNHCR's interventions on behalf of detainees and its provision of legal aid, education and projects promoting social integration showed positive results. Religious leaders, village elders, students and youth participated in awareness sessions on sexual and gender-based violence (SGBV).
- In south-eastern Myanmar, improvements in UNHCR's ability to monitor the protection of IDPs were not matched by an expansion of the operational area, as access restrictions were maintained. However, the number of resident community facilitators was increased, the systematic collection of protection information strengthened, and a referral pathway for medical and SGBV cases established. UNHCR collected IDP community profiles for nearly 200 locations in 2011. Mine risk education and SGBV issues were incorporated into UNHCR's training interventions, and regularly emphasized in discussions with the Government.
- As leader of the National Protection Working Group, UNHCR was able to contribute to protection interventions beyond its operational areas and play a role in the humanitarian community's work on human rights, especially with regard to child soldiers, land rights and landmine issues. UNHCR also made substantial contributions to assist the Government with its Universal Periodic Review, carried out by the Human Rights Council, which began in mid-2010.

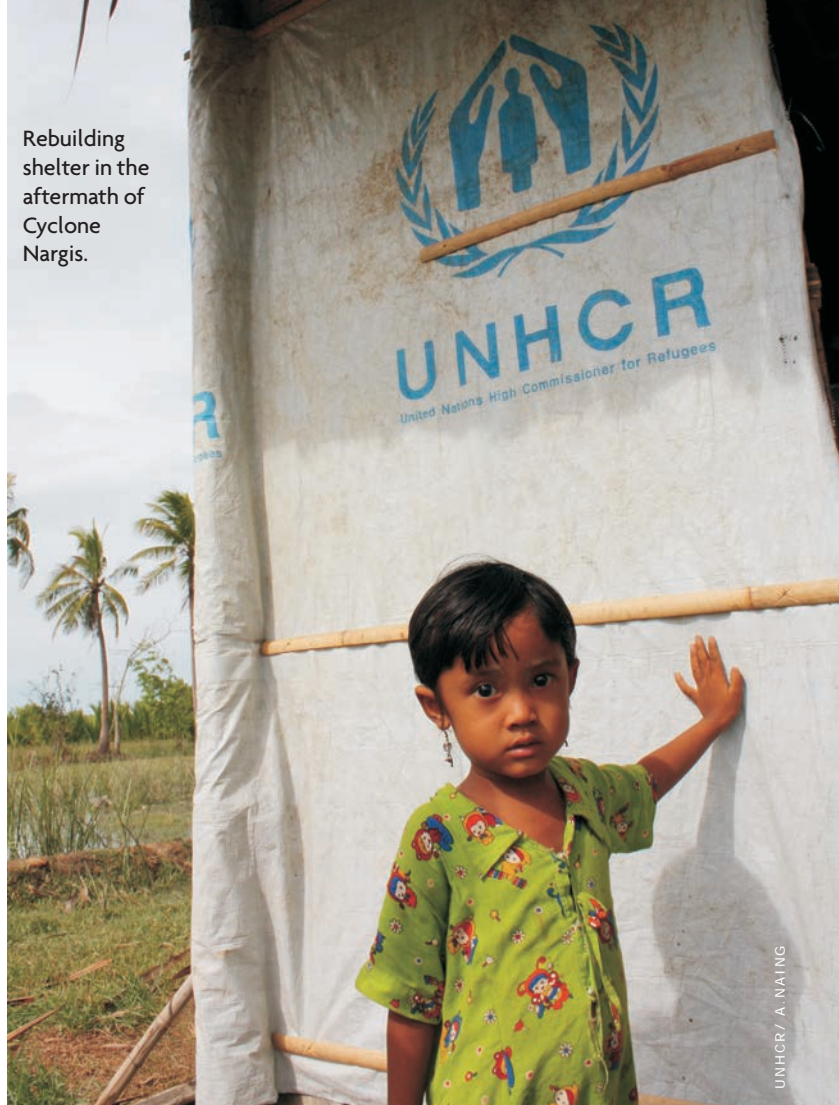
## Fair protection processes

- The citizenship status of Muslim residents in NRS remained unchanged in 2011. UNHCR supported the Government's efforts to make civil status documentation more accessible by helping to print brochures and posters explaining the requirements for Citizenship Scrutiny Cards. Some 200,000 brochures and 1,000 posters were distributed by the Government.
- UNHCR began a project in Kachin State to assist IDPs without civil documentation. The first step in this undertaking was to collect baseline information from the displaced living in camps, some 15 per cent of whom were undocumented. A mechanism to help the authorities issue appropriate documents to the displaced is expected to be fully operational in 2012.

## Security from violence and exploitation

- In response to the prevalence of SGBV in NRS, including rape and domestic violence, as well as potentially harmful traditional practices related to early or forced marriage, UNHCR implemented a prevention, identification and response strategy that included better coordination amongst members of the NRS Inter-Agency Gender Task Force. The strategy also included cooperation with the

Rebuilding shelter in the aftermath of Cyclone Nargis.



Anti-Trafficking Police Unit; interventions with the relevant authorities on specific cases on behalf of victims; assistance to victims (counselling, legal support and medical assistance); and awareness-raising workshops for community and religious leaders as well as local authorities.

- UNHCR advocated successfully for the inclusion of people affected by displacement in south-eastern Myanmar in the 2011-2015 National Strategic Plan for HIV and AIDS. Some 1,800 persons were trained in SGBV awareness and response, and survivors of SGBV were provided with medical care, counselling and legal assistance.

## Basic needs and services

- In NRS, UNHCR and its partners addressed the needs of the population in areas of reproductive health through training programmes and the provision of safe delivery kits, medicine and equipment. Awareness-raising sessions were conducted for community and religious leaders and local authorities, focusing on avian flu, HIV and AIDS, and reproductive health for youth. Other health needs were addressed through the establishment of a tuberculosis referral mechanism (some 1,100 referrals were made in 2011) and the provision of nutritional assistance targeting some 3,300 children under five years old.
- Some 2,700 persons benefited from training in sewing, snack making, fish-net knitting and engine repairs, as well as health education and literacy classes. A hostel

programme accommodated 60 girls from NRS to allow them to continue their secondary education, and 3,700 youths benefited from inter-ethnic youth programmes including training and other activities. Some 400 families received shelter materials, household utensils and basic livelihood assistance. Training programmes in water and waste management practices were held in Maungdaw, Buthidaung and Sittwe, and included the building of latrines by the community.

- In south-eastern Myanmar, UNHCR procured and distributed, mainly through health posts and during training workshops, about 14,000 mosquito nets, primarily to pregnant women. In addition, NFIs were provided to about 1,130 persons with specific needs. UNHCR constructed or repaired some 70 water points, serving more than 16,000 people, and water management committees were trained in maintenance and equipped with basic tools and spare parts. UNHCR also supported the construction of 100 school latrines, combined with hygiene training for students and the community at large. Basic materials were made available to allow interested households to construct latrines.
- In response to the Kachin emergency, UNHCR distributed more than 4,000 basic and complementary NFI kits containing blankets, mosquito nets, tarpaulins, kitchen sets, and other household and hygiene items, as well as warm clothing to some 20,000 people. In addition, some 300 emergency shelters were also constructed in the area.

### Community participation and self-management

- In NRS, UNHCR continued to carry out community capacity building projects, and trained some 500 people on leadership and gender equality. More than 30 UNHCR-supported community centres provided venues for these activities as well as for programmes on skills development and peaceful coexistence.
- In south-eastern Myanmar, activities to promote community participation and self-management were carried out in a number of sectors, including water, sanitation, health and education. Community-based organizations were created to oversee community infrastructure projects and training provided in project maintenance and leadership. UNHCR advocated for the active participation of women in community leadership and management structures. In addition, UNHCR worked with a partner on a community-level training-of-trainers programme, providing life skills and lessons in early childhood parenting. The participants were expected to act as force multipliers in their communities.

### Durable solutions

- There was no change in the legal and policy obstacles to citizenship for the stateless population in NRS. Similarly, 2011 did not see a major breakthrough in the situation of IDPs in the south-east, nor has significant progress been achieved in creating conditions for the safe and sustainable return of refugees from camps in Thailand. In Kachin, while the Government has played a major role in

the registration of IDPs in camp settings and is in the process of implementing documentation campaigns, it has not recognized IDPs in host families outside the camps.

### Logistics and operational support

- UNHCR maintained its own boat and vehicle fleet to facilitate monitoring and assistance in NRS and provided logistical and communications support to humanitarian agencies operating in the area. A total of 2,700 passengers were transported by boat and some 400 by car in 2011.

### | Constraints |

The absence of any change in the legal status of Muslim residents, severe administrative restrictions, extreme economic hardship, restrictive cultural practices and the Government's lack of capacity to respond to the basic needs of the population were the main constraints affecting the operation in NRS. The remoteness of communities, lack of basic infrastructure and the shortage of humanitarian actors in the area also hampered humanitarian organizations.

The main operational constraint in south-eastern Myanmar was the restriction on access to the most vulnerable IDP communities. This also had a negative impact on UNHCR's ability to create conditions for the eventual return of refugees.

### | Financial information |

As in previous years, exchange-rate losses, increases in construction and operational costs, and the rise of new emergencies affected the operation to the point of necessitating reductions in the scope of projects and the number of assisted persons. The most critical unmet needs in NRS were in the areas of nutrition, health and community infrastructure. In south-eastern Myanmar, gaps remained in the provision of livelihood assistance, water points, latrines and shelter, as well as in health and education.

### | Organization and implementation |

In addition to three existing Field Units in south-eastern Myanmar, a new Field Unit was established in Myitkyina to respond to the emergency in Kachin State.

### | UNHCR's presence in 2011 |

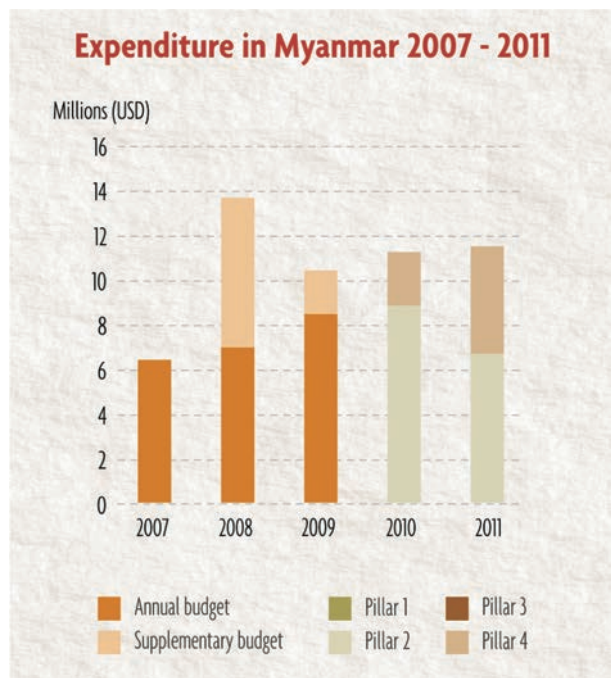
□ Number of offices	<b>2</b>
□ Total staff	<b>88</b>
International	9
National	56
Others (UNOPS)	23

### | Working with others |

UNHCR continued to act as the coordinating agency in its two main operational areas, participating in all relevant inter-agency coordination mechanisms and ensuring that the needs of people of concern were considered in partners' programmes. The Office continued to lead the National Protection Working Group, and took the lead role for the

Protection, Shelter/NFI, and CCCM clusters in the Kachin emergency response.

UNHCR successfully negotiated authorization for two new humanitarian partners, the Swiss Agency for Development and Cooperation and the Norwegian Refugee Council, to work under its sponsorship in south-eastern Myanmar.



## Overall assessment

In NRS, UNHCR improved protection monitoring and enhanced its support for community self-help initiatives, targeting groups with specific needs and women. In the area of protection, progress was made regarding the issuance of family lists in some 20 long-standing cases dating as far back as 1994, the resolution of some cases of undocumented children, expedited permission for marriages, and action against perpetrators of SGBV.

In south-eastern Myanmar, UNHCR devoted substantial resources to improving the standards of its community infrastructure projects and broadening its community profiling and data collection (including protection data) activities so as to gain a better understanding of the needs of IDPs in this area.

Efforts to encourage the Government to acknowledge the existence of IDPs and conduct a full needs assessment have not yielded significant results. However, UNHCR was for the first time asked officially by the Government to assist communities displaced by conflict in Kachin State.

Overall, Myanmar is a challenging environment in a number of respects, including in terms of planning. Despite the ongoing political reforms, 2011 did not see a departure from previous patterns, with all initiatives or requests to the Government needing long lead times and considerable effort before approval.

It is necessary to continue advocating for a solution to the stateless situation of Muslims in NRS and the fulfilment of the Government's obligations to the internally displaced.

## Budget, income and expenditure in Myanmar | USD

	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 4 IDP projects	Total
<b>FINAL BUDGET</b>	<b>340,000</b>	<b>11,414,196</b>	<b>6,045,185</b>	<b>17,799,381</b>
Income from contributions	4,964,286	3,603,479	2,273,953	10,841,718
Other funds available	(4,964,286)	3,110,301	2,574,321	720,336
<b>TOTAL FUNDS AVAILABLE</b>	<b>0</b>	<b>6,713,780</b>	<b>4,848,274</b>	<b>11,562,054</b>
<b>EXPENDITURE BREAKDOWN</b>				
<i>Favourable protection environment</i>				
National administrative framework	0	229,697	0	229,697
Cooperation with partners	0	100,035	0	100,035
Public attitudes towards persons of concern	0	114,948	0	114,948
<b>Subtotal</b>	<b>0</b>	<b>444,680</b>	<b>0</b>	<b>444,680</b>
<i>Fair protection processes and documentation</i>				
Registration and profiling	0	0	277,886	277,886
Civil status documentation	0	0	69,455	69,455
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>347,341</b>	<b>347,341</b>
<i>Security from violence and exploitation</i>				
Effects of armed conflict	0	0	158,931	158,931
Gender-based violence	0	123,100	140,394	263,494
Non-arbitrary detention	0	99,563	0	99,563
Access to legal remedies	0	101,876	0	101,876
<b>Subtotal</b>	<b>0</b>	<b>324,539</b>	<b>299,325</b>	<b>623,864</b>

	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 4 IDP projects	Total
<i>Basic needs and essential services</i>				
Nutrition	0	282,142	0	282,142
Water	0	102,264	629,710	731,974
Shelter and other infrastructure	0	122,346	161,843	284,189
Basic domestic and hygiene items	0	697,277	775,527	1,472,804
Primary health care	0	491,204	533,311	1,024,515
Education	0	606,742	23,152	629,894
Sanitation services	0	113,959	242,645	356,604
<b>Subtotal</b>	<b>0</b>	<b>2,415,934</b>	<b>2,366,188</b>	<b>4,782,122</b>
<i>Community participation and self-management</i>				
Community self-management	0	559,357	207,297	766,654
Camp management and coordination	0	0	72,029	72,029
<b>Subtotal</b>	<b>0</b>	<b>559,357</b>	<b>279,326</b>	<b>838,683</b>
<i>Durable solutions</i>				
Voluntary return	0	0	122,185	122,185
Rehabilitation and reintegration	0	0	73,025	73,025
Reduction of statelessness	0	270,140	0	270,140
<b>Subtotal</b>	<b>0</b>	<b>270,140</b>	<b>195,210</b>	<b>465,350</b>
<i>External relations</i>				
Resource mobilisation	0	313,759	152,173	465,932
<b>Subtotal</b>	<b>0</b>	<b>313,759</b>	<b>152,173</b>	<b>465,932</b>
<i>Logistics and operations support</i>				
Supply chain and logistics	0	1,114,147	130,166	1,244,313
Programme management and coordination	0	347,590	356,476	704,066
<b>Subtotal</b>	<b>0</b>	<b>1,461,737</b>	<b>486,642</b>	<b>1,948,379</b>
Balance of instalments with implementing partners	0	923,634	722,068	1,645,702
<b>Total</b>	<b>0</b>	<b>6,713,780</b>	<b>4,848,273</b>	<b>11,562,053</b>

Additionally, access to populations of concern needs to be broadened. UNHCR will continue to give priority to initiatives to improve coordination with local and international partners as the root causes of internal displacement and statelessness remain unaddressed.

## Unmet needs

- In NRS, it was not possible to meet water-related targets, including in construction, rehabilitation and training. Only two water points were built.
- Fewer than 500 households with individuals with specific needs in NRS received assistance.
- Only two educational facilities could be constructed in NRS. These covered 5,600 children and adolescents and some 1,600 pre-school children out of a population of more than 800,000 people.
- Shelter construction in south-eastern Myanmar stood at a minimal level (approximately 100 units) due to budget constraints.
- Health activities in south-eastern Myanmar were reduced to a minimum and only some 40 health centres could be supported.

- In Kachin State, though CCCM training was provided, only minimal assistance could be provided to persons with specific needs.

Partners
<b>Implementing partners</b>
<b>Government agencies:</b> Immigration and National Registration Department, Ministry of Immigration and Population
<b>NGOs:</b> <i>Action contre la Faim</i> , Bridge Asia Japan, Community and Family Services International, <i>Malteser Hilfsdienst</i> Germany, Myanmar Red Cross Society, <i>Première Urgence - Aide Médicale Internationale</i> , Save the Children UK
<b>Others:</b> UNOPS
<b>Operational partners</b>
<b>Government agencies:</b> Department of the Ministry for Progress of Border Areas and National Races and Development Affairs
<b>NGOs:</b> <i>Médecins sans Frontières</i> Netherlands, <i>Médecins sans Frontières</i> Switzerland, Norwegian Refugee Council
<b>Others:</b> FAO, ICRC, ILO, IOM, Swiss Agency for Development and Cooperation, UNDP, UNFPA, UNICEF, WFP