



<b>Country</b>	<b>Myanmar</b>		
<b>Region</b>	<b>Rakhine State</b>		
<b>Response name</b>	<b>Inter-communal Conflict in Rakhine State</b>		
<b>Cluster Lead Agency</b>	<b>UNHCR</b>		
<b>Co-leads</b>	<b>Ministry of Border Affairs, Government of Myanmar (GoM)</b>		
<b>Strategic Advisory Group (SAG) - Agencies</b>	<b>UNHCR, DRC, CDN &amp; Donors – forum operates at the national level</b>		
<b>Technical Working Groups (TWiG) - Agencies</b>	TWiG forum primarily held in January 2013 with Cluster Lead, Care and DRC (key shelter operational partners at the time). Input also received from <i>UNHCR Shelter Settlements Section</i> in Geneva. Design agreed and subsequently implemented by all operational partners to ensure minimum standards and equity. Additionally, one-to-one technical sessions provided by Cluster Lead to operational partners on designs and site plans. <sup>1</sup>		
<b>Strategy Status</b>	<b>Endorsed by Cluster</b>	<b>Effective date (this version)</b>	<b>Next revision</b>
	July 2013 during revision of <i>Rakhine Response Plan</i> , July 2012-December 2013	1 <sup>st</sup> September 2013	End of rainy season, October 2013

This version of the strategy is the logical consequence of previous strategic planning exercises undertaken in the preceding months of 2013. These exercises primarily focused on series of urgent *action plans* to meet the critical shelter needs in Rakhine State due to the impending rainy season.

For more details see the following listed documents in chronological order at the Cluster website:

<https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-documents.aspx>

*Rakhine Response Plan*, July 2012-June 2013, revised November 2012

*Shelter Cluster Presentation*, Rakhine, 18th March 2013

*Shelter Cluster Action List - Annex-I*, Rakhine, 26th March 2013

*Inter-Agency Preparedness-Contingency Plan*, Rakhine, March 2013

*Shelter Cluster Action List - Annex-I*, Rakhine, 15th April 2013

*Rakhine Response Plan*, July 2012-December 2013, revised July 2013

## Background & Context

Rakhine State is one of the least developed parts of Myanmar and is characterized by high population density, malnutrition, low income poverty and weak infrastructure compounded by storms and floods that are recurrent in the area.<sup>2</sup> The population of Rakhine consists of a mixture of various ethnic and religious groups.

Inter-community violence in parts of Rakhine State commenced in early June 2012 and flared once more in October 2012. Government sources indicate that in both incidents a total of 167 people were killed (78 in June and 89 in October); 223 injured (87 in June and 136 in October); 10,100 private, public and religious buildings were burned or destroyed (4,800 in June and 5,300 in October).

While registration for humanitarian assistance purposes has not yet taken place, as of mid-July 2013, partners estimate that the number of people displaced across Rakhine State has increased to approximately 140,000 people.<sup>3</sup>

Once recognised in the first quarter of 2013 that return to place of origin for the vast majority of IDPs would not be feasible in the short to medium term, and the prospect of a four to five month rainy season starting in late April early May,

<sup>1</sup> For details on agreed shelter standards see *Cluster Agreed Design Standards, Temporary and Permanent Shelter*, 13th March 2013 at: [https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Standards\\_Guidelines.aspx](https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Standards_Guidelines.aspx)

<sup>2</sup> The 2009-10 Integrated Household Living Condition Survey ranks Rakhine State in second worst position in terms of overall poverty, 43.5 per cent compared to the national average of 25.6 per cent.

<sup>3</sup> For most up-to-date data, see *Shelter-NFI-CCCM Rakhine Cluster Analysis Report*, 1st August 2013 at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-DataAnalysis.aspx>. Additionally, analysis of available information of affected populations in isolated and host communities indicate that as many as 40,000 other individuals have also been adversely impacted, either directly, socially or economically, with no or very limited access to basic services including markets, education and health-care.

averaging up to 1 meter of rain per month, the primary objective was to provide adequate shelter for all parties affected by the inter-communal and sectarian violence. The urgency of the situation was compounded by the fact that the IDPs were located on rice-fields, namely flood prone land and under emergency/makeshift shelter. This resulted in a massive scaling up of shelter construction. At the time, lack of access to suitable land was cited as a major impediment to construction.

### Current Situation

As of 15<sup>th</sup> August 2013, over 90% of all IDPs on the CCCM Cluster camp list are now living in temporary shelter.<sup>4</sup> For a summary of this coverage, see *Rakhine State Shelter Cluster Factsheet*, 15<sup>th</sup> August 2013 and for a more detailed breakdown see *Shelter-NFI-CCCM Rakhine Cluster Analysis Report*, 1st August 2013.<sup>5</sup> This compares to the first quarter of the year when less than 20 per cent had received temporary shelter. Shelter Cluster partners could not have achieved this rate of progress without sustained and high-level diplomatic and donor support for their activities.<sup>6</sup> Significantly, this resulted in the Government of Myanmar (GoM) funding and constructing over 40 per cent of all temporary shelter needs.

### Strategy: Overall Objective

The overall objective is to provide people affected by violence and conflict with safe, dignified and appropriate living conditions as well as access to essential services whilst seeking durable solutions for the future.

This can be defined by three distinct phases:

1. Provision of emergency/temporary housing;
2. Provision of suitable infrastructure to support CCCM activities in all camps, plus an effective temporary shelter care and maintenance program;
3. Advocacy with the GoM for more durable solutions for the displaced through the provision of permanent housing.

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<sup>4</sup> UNHCR is also the Cluster Lead for CCCM in Rakhine State

<sup>5</sup> <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/default.aspx> & <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-DataAnalysis.aspx>

<sup>6</sup> For more details see *Shelter Cluster Action List - Annex-I*, Rakhine, 26th March 2013





## Cluster Log Frame

Overall Objective (Impact): <sup>7</sup>					
The overall <b>objective</b> is to provide people affected by violence and conflict with safe, dignified and appropriate living conditions as well as access to essential services whilst seeking durable solutions for the future.					
Specific Objective 1	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks & Assumptions	Activities
All eligible IDPs to receive adequate and appropriate temporary shelter.	All eligible IDPs receive adequate and appropriate temporary shelter.	Percentage of IDPs living in temporary shelter complying with internationally recognized and equitable shelter standards.	Partners on-site observations & field monitoring reports  Weekly (verbal) reports from Shelter/CCCM Cluster members to update 3W matrix  Minutes of coordination meetings with GoM at Rakhine State level  Site inspections and shelter completion handover documents	Security situation in Rakhine State remains stable  Region does not experience extreme weather: cyclones  Support from stakeholders for activities	Ensure 100% coverage for temporary shelter per IDP household including the provision of additional shelter units for large IDP households.  Provide technical support to the CCCM cluster to empower communities to effectively maintain and repair temporary shelters e.g. training, provision of shelter tool kits and mechanisms for receiving materials as required.  Redesign communal kitchens through participatory design exercises with IDP women ensuring all IDPs have access to communal areas for domestic use: kitchens, laundry facilities.  Work through the Protection Working Group (PWG) and CCCM Cluster to upgrade temporary shelter and IDP camp conditions. Encourage "best practices" approach, which could address: ventilation, privacy, EVIs and gender issues.  Advocate for recognition of Muslim IDPs living in North Rakhine State (nRS) so Muslim IDPs living in Maungdaw receive shelter in accordance with internationally recognized standards.

<sup>7</sup> Note that these objectives are also reflected in the *Rakhine Response Plan, July 2012 – December 2013* (pages 33-35), which can be found at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-documents.aspx>

Specific Objective 2	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks & Assumptions	Activities
Provision of suitable infrastructure to support CCCM activities in all camps, plus an effective temporary shelter care and maintenance program.	Eligible IDPs receive appropriately managed camps and temporary shelters are appropriately maintained	Percentage of IDP camps with appropriate infrastructure supporting effective camp management e.g. camp management office, warehouses and multi-purpose buildings.	Partners on-site observations & field monitoring reports  Weekly (verbal) reports from Shelter/CCCM Cluster members to update 3W matrix  Minutes of coordination meetings with GoM at Rakhine State level  Site inspections and shelter completion handover documents	Security situation in Rakhine State remains stable  Region does not experience extreme weather: cyclones  Support from stakeholders for activities	Construct additional camp infrastructure to support effective camp management i.e. camp management offices, warehouses, multi-purpose communal buildings in all IDP camps of Sittwe and high priority IDP camps in other affected townships.
Specific Objective 3	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks & Assumptions	Activities
Development of an appropriate and viable longer-term shelter strategy/action plan, focused on the delivery of durable shelter solutions.	Publication and endorsement of appropriate and viable longer-term shelter strategy/action plan, focused on the delivery of durable shelter solutions.	Percentage completion of the development of an appropriate and viable longer-term shelter strategy/action plan, focused on the delivery of durable shelter solutions.	GoM written strategy/action plan, focused on the delivery of durable shelter solutions  Minutes of Cluster coordination meetings with GoM at Rakhine State level, TWiG minutes and national Cluster coordination minutes and minutes with GoM in <i>Nay Pyi Taw</i>  Onsite field visits to verify potential beneficiaries  Written clarity from GoM on land ownership issues	Security situation in Rakhine State remains stable  Region does not experience extreme weather: cyclones  Support from stakeholders for activities	Complete outstanding commitments in Maungdaw for Rakhine IDPs  Advocate for maximum engagement by GoM to support and facilitate an open and effective dialogue process between affected communities.  Advocate for national minimum standards for transitional and permanent housing.  Develop a range of transitional and permanent shelter packages approved by the State GoM and Shelter Cluster.  Develop and endorse 15-day training packages for local artisans (IDPs and non-IDPs).  Review of the temporary shelter response in Rakhine, including lessons learnt for next phase.  Pilot transitional/permanent housing at points of origin. Target selected villages. <i>Minbya, Kyawtaw, Mrauk U and Rathedaung</i> are most likely to be the first locations where transitional/permanent housing could be piloted in point of origin (unlikely scenario before end of 2013/early 2014).



## Operational Partners

Currently in the Shelter Cluster there are 11 operational partners involved in delivering temporary shelter. This includes UNHCR and the GoM.<sup>8</sup>

## Role of Government

To co-Chair coordination of the Shelter Cluster at the Rakhine State level with UNHCR; additionally to support effective coordination for shelter partners with township authorities and relevant line departments to ensure efficient and targeted implementation.

## Inter-cluster Considerations

Cluster/Sector	Lead-Agency	Comments
CCCM	UNHCR	Close collaboration between the two Clusters necessary and on-going, which includes this Cluster's efforts to support the provision of camp infrastructure.
Protection	UNHCR	Close collaboration between <i>this</i> Cluster and the protection sector at state and national level, including efforts to 'mainstream protection' through various means, including use of checklists. Joint advocacy efforts between Shelter Cluster and (Humanitarian) Protection Working Group where rights of IDPs intersect with provision of shelter.
WASH	UNICEF	On-going close collaboration between WASH and <i>this</i> Cluster. Aided operationally by weekly Cluster meetings in Rakhine held at same GoM location, WASH immediately following Shelter Cluster meeting. Many partners attend both forums. <sup>9</sup>
Early Recovery	UNDP	Minimal presence at the Rakhine State level although efforts to scale-up by UNDP on-going.
Health	WHO	Technical support for the design and location of temporary clinics in IDP camps.
Education	UNICEF/Save the Children	Technical support and advice for both the design and locations of temporary learning spaces (TLS) and Child friendly Spaces (CFS).
Logistics	WFP	Currently there is no active coordination of logistics for Rakhine State. To-date this has not been a significant impediment since all materials for the construction of temporary shelters are local purchased.

## Cross-cutting Considerations

Theme	Comments
Age	Due to scale of critical shelter needs to be met in advance of the rains, till now scope for age considerations minimal. On-going efforts at national level to introduce greater consideration/understanding of these needs at the Rakhine State level.
Disability	As above, scope for age considerations thus far minimal. On-going efforts at national level to introduce greater consideration/understanding of these needs at the Rakhine State level.
Environment	Locally grown materials for temporary shelters, with the exception of zinc aluminium roof sheeting
Gender	Cluster will benefit from <i>IASC Gender Marker 2a/2b</i> commitments, which includes remote support from Gencap Advisor. Efforts to ensure strong needs/situational analysis to ensure both men and women will have

<sup>8</sup> For details of operational partners see *Rakhine State Shelter Cluster Factsheet*, 15<sup>th</sup> August 2013 at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/default.aspx>.

<sup>9</sup> For more details of these forums see minutes of meetings at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-Meeting-Minutes.aspx>



	equal opportunities and benefit from the intervention. Also received input from <i>IASC GBV Rapid Response Team</i> , February – July 2013. Observations/recommendations to be reinforced at Rakhine State level.
<b>Human Rights</b>	Close collaboration between <i>this</i> Cluster and the protection sector at state and national level, including efforts to ‘mainstream protection’ through various means, including use of checklists. Joint advocacy efforts between Shelter Cluster and (Humanitarian) Protection Working Group where rights of IDPs intersect with provision of shelter.
<b>Disaster Risk Reduction</b>	Revise Inter-Agency preparedness contingency plan for Rakhine State based on lessons learnt from tropical storm Mahasen. Consolidation of Cluster capacity to address emergency shelter needs in the event of a natural disaster, plus Cluster’s combined capacity to do post-disaster assessments. <sup>10</sup>

## Standards & Guidelines

Shelter activities are planned and undertaken according to international guidelines and principles. This includes:

- International Human Rights Law;
- OCHA *Guiding Principles on Internal Displacement*,
- *Sphere Project: Humanitarian Charter & Minimum Standards*;
- *UNHCR Emergency Handbook*;
- Myanmar building codes.

## Advocacy & Communication

Advocacy and communication is a vital and integral part of seeking to address temporary and now longer-term shelter needs for the displaced in Rakhine. In addition to feeding into wider efforts from the humanitarian community, the Cluster advocates through various channels at state and national level. This includes regular verbal briefings and updates through national and state forums, leaflets in English and Myanmar on the role of the Cluster, donor briefings, and infographics on pressing needs plus Cluster ‘key messages and frequently asked questions’.<sup>11</sup> The Cluster’s website is a vital platform for dissemination of information and is updated and populated with new information, weekly.

The most pressing advocacy points for this Cluster are:

- 1. Sustainable solutions must be identified for the 140,000 people displaced.** Prioritize the articulation of a strategy for durable solutions - including ending segregation and building trust and confidence.
- 2. Increase communication and reconciliation efforts within and between communities and with the authorities.** Plans need to be communicated clearly, and consulted with the affected people, in culturally appropriate ways in multiple languages and well ahead of the time of implementation. Artificial deadlines should not guide interventions.
- 3. GoM, humanitarian actors, community and religious leaders must strengthen trust-building and communication within, between all communities and with the authorities.** Larger issues of mistrust continue to fuel tensions. Left unresolved, mistrust will likely deepen fear and impede sustainable solutions and the return to normalcy across Myanmar. Tensions are amplified by certain members of the community. It is the GoM’s responsibility to ensure that these people are held to account under the law.

<sup>10</sup> For details on this combined Cluster contingency capacity see *Cluster Members Available for Post Event Assessments in Rakhine State*, 10th July 2013 & *Cluster Members Contingency Stocks Available for Rakhine State*, 28th August 2013 at:

<https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-Contingency.aspx>

<sup>11</sup> For examples of these documents see at <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/default.aspx>:

*Shelter Cluster Presentation to Donor Community, Rakhine*, 26th March 2013;

*Shelter and CCCM Cluster Update, Rakhine*, 17th June 2013;

*Myanmar Shelter/NFI/CCCM Cluster Key Messages and FAQ for Rakhine State Version*, 23 June & 24 July 2013;

*Shelter and CCCM in Rakhine, Infographic*, 15th June 2013;

*Working towards Safe, Dignified and Appropriate Living Conditions* (English & Myanmar).





