



Country	Myanmar		
Region	Rakhine State		
Response name	Inter-communal Conflict in Rakhine State		
Cluster Lead Agency	UNHCR		
Co-leads	Minister of Transport & Communication, Rakhine State Government, Government of Myanmar (GoM)		
Strategic Advisory Group (SAG) - Agencies	UNHCR, DRC, CDN & Donors – forum operates (as required) at the national level		
Technical Working Group (TWiG) - Agencies	TWiG conducted in January 2013 with Cluster Lead, CARE and DRC (key shelter operational partners at the time) to agree on minimum technical standards and designs for temporary shelter. Input also received from <i>UNHCR Shelter Settlements Section (SSS)</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 planning. <sup>1</sup> In 2014, the Department for Rural Development (DRD) will co-lead technical working group (TWiGs) to establish guidelines and minimum technical standards for transitional/permanent shelter, the development of a range of implementation guidelines for future phases of shelter construction and the development of an effective shelter care and maintenance program.		
Strategy Status	Endorsed by Cluster	Effective date (this version)	Next revision
	Previous 1.1 version, July 2013 during revision of <i>Rakhine Response Plan</i> , July 2012-December 2013	6 <sup>th</sup> December 2013	To be determined

This 1.3 version of the strategy is the product of a workshop conducted in Sittwe on 21<sup>st</sup> November 2014 participated by Shelter Cluster partners in Rakhine State including the Rakhine State Government, UNHCR, DRC, MRCS & ICRC. The previous version of the strategy was the logical consequence of various strategic planning exercises undertaken in the preceding months of 2013. Initially exercise 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

*Shelter Cluster Strategic Framework Rakhine State v 1.1*, 1st September 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).

<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.

While registration for humanitarian assistance purposes has not yet taken place, household surveys continue to occur across the camps and as of December 2013, partners estimate the number of people displaced across Rakhine State to be approximately 140,000 IDPs.<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, averaging up to one 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

Whilst accurate data is currently unavailable, the number of IDPs in Rakhine State is estimated to be approximately 140,000 IDPs living in/across some 50 IDP settlement sites. As of November 2013, almost 3,000 temporary shelters (eight family-units *per* shelter) have been constructed. Additionally, 912 permanent shelters for urban Rakhine displaced families. Following this significant period of building, the provision of sufficient temporary shelter is estimated to exceed 99 per cent. This compares to the end of the first quarter of 2013 when less than 20 per cent had received sufficient 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>4</sup> Significantly, this resulted in the Government of Myanmar (GoM) funding and constructing over 40 per cent of all temporary shelter needs. Despite this progress, due to large IDP movements across camps and townships, a notable number of shelters remain vacant while some IDPs are choosing to remain in makeshift shelters for various and sometimes complex reasons.

In urban areas of Sittwe Township, 669 Rakhine households (HH) are currently in permanent housing whilst a further 250 HH remain in temporary shelters. In rural areas of Sittwe Township, an area that houses over 88,000 Muslim IDPs in 1,900 temporary shelters, approximately 150 temporary eight-unit shelters remain vacant as IDPs from Kyaukphyu Township refuse to move into newly constructed shelter, preferring to camp in makeshift shelter in Teh Chaung Camp in ensure access livelihood opportunities.

In Myebon Township, all IDPs are currently in temporary shelter whilst in Pauktaw Township, large-scale movements between camps has resulted in an excess of shelter in some camps and a deficiency in others. Of most concern are IDPs originating from Nget Chaung. In preparation for cyclone Mahasen in May 2013, approximately 7,000 IDPs relocated within Pauktaw Township, travelling from Nget Chaung to Sin Tet Maw. However, only 4,000 IDPs returned whilst others have either relocated to other camps or reportedly fled by boat. In the other six affected townships, Minbya, Mrauk U, Kyawtaw, Rathedaung, Kyaukphyu and Ramree, temporary shelter was constructed by the Government of Myanmar. However, it remains unclear whether the current shelter commitments in fact cover 100 per cent of the shelter needs of IDPs.<sup>5</sup>

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<sup>3</sup> For most up-to-date data see *CCCM InfoGraphic Rakhine*, 30th November '13 at:

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

<sup>4</sup> For more details see *Shelter Cluster Action List - Annex-I*, Rakhine, 26th March 2013

<sup>5</sup> For detailed site plans of where temporary shelters have been built in seven townships see:

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





## 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 to all eligible IDPs;
2. Provision of suitable infrastructure to support community-led and CCCM activities in all suitable camps as well as effective temporary shelter care and maintenance program;
3. Advocacy with the GoM for more durable solutions for the displaced through the provision of more permanent/durable housing.

## Cluster Log Frame

<b>Overall Objective (Impact):</b>					
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.					
<b>Specific Objective 1</b>	<b>Outputs</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks &amp; Assumptions</b>	<b>Activities</b>
Access to adequate and appropriate temporary shelter ensured for all eligible IDPs.	All eligible IDPs have access to adequate and appropriate temporary shelter.	Percentage of IDPs living in equitable temporary shelter complying with internationally recognized standards.	<p>Partners on-site observations &amp; field monitoring reports</p> <p>Weekly (verbal) reports from Shelter/CCCM Cluster members to update 3W matrix</p> <p>Minutes of coordination meetings with GoM at Rakhine State level<sup>6</sup></p> <p>Site inspections and shelter completion handover documents</p> <p>Shelter assessments</p>	<p>Security situation in Rakhine State remains stable</p> <p>Region does not experience extreme weather: cyclones</p> <p>Support from stakeholders for activities</p>	<p>Effectively identify gaps and construct additional temporary shelters to ensure 100 per cent coverage for eligible IDPs.</p> <p>Work in close collaboration with the Protection Working Group (PWG), CCCM and other clusters/sectors to upgrade temporary shelter, particularly regarding people with specific needs and general IDP camp conditions. This would include encouraging a “best practices” approach, which could address such as ventilation, privacy, EVIs including the elderly as well as gender issues and ensure sufficient durability for the next rainy season.</p> <p>Work with other sectors/clusters to advocate for the recognition of Muslim IDPs living in North Rakhine State (nRS) in order for them to receive shelter in accordance with internationally recognized standards.</p>

<sup>6</sup> All national Shelter Cluster minutes can be located at: [https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Meeting\\_Minutes.aspx](https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Meeting_Minutes.aspx)  
All Rakhine Shelter Cluster minutes can be located at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-Meeting-Minutes.aspx>

Specific Objective 2	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks & Assumptions	Activities
Provision of suitable infrastructure to support community-driven and CCCM activities in all suitable camps as well as the establishment of an effective community-driven temporary shelter care and maintenance programme.	All camp infrastructures appropriately maintained and repaired and all eligible IDPs living in temporary camps receive infrastructure to support effectively community-driven and CCCM activities.	Percentage of suitable IDP camps with appropriately maintained infrastructure supporting effective camp management e.g. camp management offices, 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 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, e.g. camp management offices, warehouses, multi-purpose communal buildings in all suitable IDP camps in affected townships.  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/modalities for receiving materials as required. In the event of serious structural or other problems, ensure original shelter provider rectifies the problem. This could include the agreement of standard operating procedures (SOPs) between <i>this</i> Cluster and the CCCM Cluster.  Through participatory design exercises primarily with IDP women, ensure all IDPs have access to communal areas for domestic use e.g. kitchens, laundry facilities.  Provide technical support to other sectors/clusters for the improvement of small-scale infrastructure such as access roads, culverts, footpaths, markets and small bridges.  Develop and endorse training packages suitable for local artisans (IDPs and non-IDPs).
Develop range of transitional and more permanent shelter strategies / implementation modalities / action plans approved by the Rakhine State Government (RSG) & Shelter	Minutes of meetings and guidelines published from TWiGs contributing to the development of an appropriate and viable longer-term shelter strategy/action plan, focused on delivery modalities for provision of durable shelter solutions.	Technical guidelines regarding the minimum technical standards for transitional / permanent shelter endorsed by Shelter Cluster partners.	GoM written strategy / action plan focused on delivery of durable shelter solutions  Minutes of Cluster meetings with GoM at Rakhine State level, TWiG minutes, national Cluster minutes and minutes with GoM in <i>Nay Pyi Taw</i>  On-site 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	Advocate for maximum engagement by all stakeholders to support and facilitate an open and effective dialogue process between affected communities for return / resettlement.  Advocate for minimum standards for transitional and permanent housing at both the Rakhine State and national level.  Develop a range of transitional and more permanent shelter implementation modalities approved by the Rakhine State Government & Shelter Cluster e.g. using contractors / material distribution / cash voucher systems & training of local artisans.  Conduct an independent review of the temporary shelter response in Rakhine State, including lessons learnt for future emergencies.  Pilot transitional / permanent housing at points of origin where feasible. Most likely Townships; Sittwe, Minbya, Kyawdaw, Mrauk U and Rathedaung.



Cluster e.g. using contractors / material distribution / cash voucher systems & training of local artisans					
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## Priority Activities for 2014

Whilst coverage for temporary shelter is approaching 100 per cent, gaps remain as populations continue to relocate themselves. Given the close proximity of the 2015 General Election together with heightened tensions continuing to erupt sporadically, significant opportunities to achieve durable solutions for large numbers of IDPs are highly unlikely in 2014. Instead, the most likely scenario is a continuation of the current status quo whereby IDPs remain in temporary shelters within IDP camps or in their villages of origin until such time as constructive dialogue and progress regarding durable solutions is achieved. Given the current levels of animosity and distrust, coupled with the highly political nature of the problem, efforts at direct reconciliation and re-integration of the Rakhine and Muslim communities, at least on a large-scale, are likely to be premature. Therefore, it is imperative to address the remaining shelter gaps ensuring all eligible IDPs have access to dignified temporary shelter. Not least the next rainy season is *only* five months away. This will include addressing shelter/protection considerations such as privacy, lighting, ventilation and physical access issues.

Camp infrastructure supporting community-led and CCCM activities will be constructed in all suitable IDP camps and maintenance and repairs programs established. Communal domestic spaces for each cluster of five shelters will also be constructed in all IDP camps. With some temporary shelters revealing signs of disrepair and camps likely to remain until 2016, maintenance and repair programs will be established through the vocational training of local artisans and access to maintenance and repair kits for all eligible IDPs.

Should operational space for the construction of transitional/permanent shelter open up in 2014, it will most likely occur in Kyawtaw, Mrauk U or Minbya townships or for the group referred to by the Rakhine State Government (RSG) as 'economic IDPs', originating from villages nearby to rural Sittwe IDP camps. These IDP camps and villages may also provide opportunities to pilot small-scale peaceful co-existence initiatives supporting improved livelihood and promoting early recovery such as the construction or rehabilitation of small-scale rural infrastructure and resuming pre-conflict trade links. As the dialogue process develops, opportunities to construct pilot projects for transitional/permanent shelter adhering to minimum international shelter standards should be seized. In anticipation of this TWiGs will develop guidelines and minimum technical standards endorsed by Cluster partners based on the lessons learnt from the recent permanent shelter response in Thandwe (October 2013).

## Operational Partners

Currently in the Shelter Cluster there are 11 operational partners involved in delivering temporary shelter: Rakhine State Government, UNHCR, Danish Refugee Council, Myanmar Resource Foundation, CARE Myanmar, Myanmar Red Cross Society, Islamic Relief Worldwide, Muslim Aid UK, WFP, ICRC and a local contractor.<sup>7</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. Shelter Cluster partners will complete the construction of CCCM camp infrastructure in Sittwe, Pauktaw and Myebon before expanding to cover all affected/appropriate townships. The Shelter Cluster will also support CCCM Cluster partners to establish functioning maintenance and repair programs for camp infrastructure through the provision of community maintenance and repair tool kits and the training of community artisans. CCCM partners will support camp committees to effectively manage maintenance and repair.

<sup>7</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>.



<b>NFIs</b>	UNHCR	Close collaboration between the two Clusters necessary and on-going. For example the Shelter Cluster supports what tool kits should be purchased that will be used by the IDPs for repair and maintenance of their shelters.
<b>Protection</b>	UNHCR	Close collaboration between the Shelter Cluster and the protection sector at state and national level including joint advocacy efforts between Shelter Cluster and (Humanitarian) Protection Working Group where rights of IDPs intersect with provision of shelter. In 2014, the Shelter Cluster will collaborate closely with the Protection Working Group (PWG) by providing technical assistance to address protection/shelter issues such as improvements to lighting, privacy, ventilation and physical access.
<b>WASH</b>	UNICEF	On-going close collaboration between WaSH and <i>this</i> Cluster. Aided operationally by weekly Cluster meetings in Rakhine held at same location, WaSH immediately following Shelter Cluster meeting. Many partners attend both forums.
<b>Early Recovery</b>	UNDP	Technical support for the construction of small-scale rural infrastructure such as access roads, culverts, footpaths, markets and small bridges. <sup>8</sup>
<b>Health</b>	WHO	Technical support for the design and location of temporary clinics in IDP camps.
<b>Education</b>	UNICEF/Save the Children	Technical support and advice for both the design and locations of temporary learning spaces (TLS) and Child friendly Spaces (CFS).
<b>Logistics</b>	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 locally purchased.

## Cross-cutting Considerations

Theme	Comments
<b>Age</b>	An awareness raising workshop regarding age was conducted by Cluster partner HelpAge in October 2013, which significantly raised the profile of the specific needs of the elderly in Rakhine State. In 2014, the Shelter Cluster will collaborate closely with PWG partners to address the specific shelter needs and considerations of the elderly.
<b>Disability</b>	As with the topic of 'age', 2014 will see greater collaboration between Shelter Cluster partners and PWG partners addressing the specific shelter needs and considerations for the physically disabled. On-going efforts at national level to introduce greater consideration/understanding of these needs at the Rakhine State level through engagement/participation with actors such as Handicap International.
<b>Environment</b>	Locally grown materials for temporary shelters, with the exception of zinc aluminium roof sheeting and on wider environmental implications/concerns, seek guidance if possible from relevant actors, e.g. UNDP/UNEP.
<b>Gender</b>	Cluster will benefit from <i>IASC Gender Marker 2a/2b</i> commitments, which includes support from Gencap Advisor. Efforts to ensure strong needs/situational analysis to ensure both men and women have 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>	Consolidation of Cluster capacity to address emergency shelter needs in the event of a natural disaster, as well as the Cluster's combined capacity to conduct post-disaster assessments. <sup>9</sup> Also, the proposed training of local artisans, an initiative to capacity-build local carpenters and to introduce concepts of DDR integration to strengthen structural integrity, will be conducted to support the establishment of maintenance and repair

<sup>8</sup> For more details see *Early Recovery Sector Strategy – Rakhine – 2014*.

<sup>9</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>





programs.
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## 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>10</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 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).





## Map of Rakhine State

