



<b>Country</b>	<b>Myanmar</b>		
<b>Region</b>	<b>Kachin &amp; Northern Shan States</b>		
<b>Response name</b>	<b>Kachin Conflict</b>		
<b>Cluster Lead Agency</b>	<b>UNHCR</b>		
<b>Co-leads</b>	<b>None</b>		
<b>Strategic Advisory Group (SAG) - Agencies</b>	<b>UNHCR, DRC, CDN &amp; Donors – forum operates at the national level <i>if required</i><sup>1</sup></b>		
<b>Technical Working Group (TWiG) - Agencies</b>	<b>TWiG forum established in July 2013 with Shelter Cluster Expert (SCE), UNHCR and Cluster/implementing partners KMSS, KBC, Shalom and Metta. Aim is to hold meeting once a month, in Myitkyina or Bhamo.<sup>2</sup> Design for 5-unit single layer shelter agreed with input from <i>UNHCR Shelter Settlements Section in Geneva</i>, and now being implemented by partners to ensure minimum standards and equity.<sup>3</sup> Focus is on safety/security and size of shelters. The technical working group (TWiG) is also developing recommendations for kitchens and a view to address camp infrastructure issues and deliver site plans, the latter currently unavailable.</b>		
<b>Strategy Status</b>	<b>Endorsed by Cluster</b>	<b>Effective date (this version)</b>	<b>Next revision</b>
	<b>27<sup>th</sup> September 2013</b>	<b>1<sup>st</sup> October 2013</b>	<b>End of year, unless significant progress in peace process</b>

## Background & Context

Fighting between the Myanmar governmental army and the Kachin Independence Army (KIA) broke out in June 2011 after a 17 year cease-fire leading to the displacement of an estimated 100,000 people as of August 2013. Some were displaced due to immediate security threats and/or destruction of houses. Others have moved following the loss of livelihood opportunities since movement in many cases became dangerous due to proximity of fighting and/or landmines.

Of the total estimated 100,000 IDP caseload, the approximate breakdown is as follows;

- ✓ 80,000 sheltered in over 150 camps scattered across Kachin and Northern Shan States;
- ✓ 15,000 residing with host families, some joining camps over time to receive assistance as the hosts' resources diminish;
- ✓ 5,000 living in small groups in the forest dwellings (only very partial information is available regarding this caseload).<sup>4</sup>

In Kachin State, the numbers have remained quite stable in 2013. In Northern Shan State, most of the displacement (concerning approximately 5,000 individuals) happened in 2013.

Approximately 40 per cent of the IDPs are in Government controlled areas (GCA) and 60 per cent in non-Government controlled areas (NGCA). While the humanitarian access to most GCA has been satisfactory, access to NGCA is very challenging, mainly due to restrictions. Despite an agreement to stop hostilities in May 2013, clashes continue to occur.

Areas are reportedly been heavily contaminated by landmines and unexploded ordinances (UXO), adding a further obstacle to the return of IDPs.

<sup>1</sup> To-date *this* forum has only convened twice for the primary reason that the number of Cluster partners at the national level remains modest, particularly for Kachin & Northern Shan. Thus, the regular national Cluster forum, which includes donors, remains viewed by the partners as a sufficient space to discuss strategic issues. In the event of certain issue or issues requiring particular attention, ad-hoc SAG's are organised. For more details of the national Cluster forum, 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). Minutes of SAG meetings are not available online but shared across the Cluster via email.

<sup>2</sup> For minutes of these forums see: [https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Technical-Working-Group-Minutes-\(TWiG\).aspx](https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Technical-Working-Group-Minutes-(TWiG).aspx)

<sup>3</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>4</sup> For maps of IDP locations and dispersal, plus a 3W map for shelter partners see: *IDP Camps in Kachin and Northern Shan States, 25th June '13*, *IDP Locations in Kachin and Northern Shan States, 15th May 2013* and *3W Shelter in IDP Camps in Kachin and Northern Shan States, 15th June 2013* at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-Maps.aspx>

In summary, from a strategic standpoint the current context is extremely challenging. While the Shelter Cluster *must* be mindful of the potentiality for significant IDP returns, major needs remain in areas of displacement and the likelihood for return to place of origin is dependent on variables impossible to predict.

### Current Situation

An effort to define the current situation in Kachin and Northern Shan and thus determine the outstanding needs or gaps is extremely challenging.<sup>5</sup>

The Cluster analysis report from August 2013 reported that 42 per cent of the needs are covered. With Cluster partners Metta, DRC and UNHCR (through implementing partners) combined, a further 1,800 shelter family units should be completed by the end of 2013, increasing coverage to 53 per cent. However, for reasons mentioned before the likely outstanding gap is likely to be significantly lower than 47 per cent of the overall caseload.

Based on available data, the remaining needs could be estimated to be as follows out of the about 39,000 IDPs who would not have received temporary shelters by the end of 2013:

- Around 8,000 persons are in *urgent* need as they live in collective centres;
- Out of the remaining 31,000 IDPs, estimates might suggest that 50 per cent are in need of shelters at present. As mentioned, it is known that a large number of IDPs register in camps to receive assistance and live with host families or even have their own accommodation. Due to access problems, determining the size of this caseload and their needs remains work in progress. All information collected to-date suggest that the total need would be less than 50 per cent.
- Despite peace talks continuing, on-going clashes have led to the displacement into the last quarter of 2013, and over 1,000 people displaced. Clashes have been reported in other areas. At the same time, all data collected suggests very limited number of spontaneous returns for IDPs to their place of origin.

Based on these calculations, current estimates suggest the remaining number of IDPs in need of temporary shelter to be approximately 24,000 persons.<sup>6</sup> Using a crude calculation this would suggest the need for an additional 4,800 temporary shelter family-units.<sup>7</sup>

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<sup>5</sup> Reasons why it remains very difficult to determine the precise needs includes the following reasons:

- This Cluster was activated only 18 months after the onset of the crisis. It is often difficult to trace back information about the shelters built, some over two years ago when coordination was close to inexistent and now spread over 150 camps;
- The Cluster does not have regular access to approximately 75 per cent of the IDPs, the entire NGCA caseload and some areas of GCA where special authorization is required and/or the logistical render traveling close to impossible) for monitoring and assessment. Therefore, the accuracy of the Cluster data often depends on second or third hand sources;
- A significant number of IDPs are registered in camps to receive assistance, mainly food, although they are actually living with host families or even have their own place to live outside the camps, meaning that even though they might still need other forms of assistance, shelter may not be required;
- It is difficult to gather data about IDPs residing in host families and to define if their need shelter or not;
- In several instances, IDP camps where only sub-standard shelters exist are in sites inappropriate for temporary shelter construction but IDPs prefer to remain closer to towns, giving them access to livelihoods and services;
- The dominance of the Rakhine State crisis in terms of humanitarian issues in Myanmar in 2013.

<sup>6</sup> It is important to highlight that this estimated need is *significantly* higher than the 10,000 IDPs stated in need of shelter as per the *Kachin Response Plan, March 2013-December 2013*, which can be located at <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-documents.aspx> and/or data as reflected in the *Kachin and Northern Shan States Shelter Cluster Factsheet 1st September 2013*, which can be located at <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-documents.aspx>. This need was based on Shelter Cluster partner's estimates during meetings held in Kachin the first quarter of the year and based on reports of more shelters than there were in NGCA. Since then, more resources were deployed by the Shelter Cluster Lead including the rapid deployment of a Shelter Expert for three months and camp profiling of 126 camps in both GCA and NGCA areas. Details of the camp profiling results can be located at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-campprofiling.aspx>. In addition there is the *Shelter-NFI-CCCM Kachin Cluster Analysis Report, 1st August 2013*, which can be located at <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-DataAnalysis.aspx>.

<sup>7</sup> This determined gap includes the needs in Northern Shan. However, once more detailed data is known on self-constructed shelters plus individual units to be built by I/NGO MDCG/FSD in the first quarter of 2014, the total need may reduce to a total of approximately 20,000 persons, 4,000 temporary shelter family-units.



Equally significant is the need to renovate old and sub-standards shelters, which the Cluster has sought to address since July 2013. Lifespan of the shelters has expired and/or local NGOs (LNGOs) who constructed them received limited technical and/or financial support. This has led to several issues:

- Under-sized shelters;
- Shelters with weak structures and foundations, quickly degrading having now been exposed to two rainy seasons;
- Lack of bracing of walls and insufficient wall frames to hold securely the bamboo mat walls in case of heavy wind;
- Bamboo mats used as flooring, prone to tearing.

One or several of these problems have been observed in most shelters, and as time passes it should be considered that almost all shelters built before 2013 will need some sort of repair within the coming 12 to 18 months, while a percentage will need to be entirely re-built.

For the same reasons relating to lack of technical and/or financial support at the onset of the crisis and for many months, kitchens and communal spaces have also not been systematically been built. Where kitchens have been provided, it is in various forms, from individual kitchens added on the shelter itself, to individual kitchens in separate kitchen buildings, as well as communal kitchen buildings. Currently there are estimated to be somewhat appropriate kitchen buildings for only 30 to 50 per cent of the shelters constructed. Others have makeshift arrangements in front of the main shelter buildings, often using inflammable materials, causing fire hazards and making poorly ventilated shelters very smoky.

The Cluster, through the TWiG launched in July 2013, is developing kitchen designs, adapted to the different situations. The high number and variety of IDP camps, from a few households to thousands of people, some in low land and others in hilly terrain and the lack of land means there cannot be a one-size/design proscriptive approach.

Regarding communal spaces, no clear action has been taken to-date. It was not considered as a first priority because in many instances IDP camps are in the compound of or close to pre-existing buildings providing communal spaces, including religious buildings. However, this is *not* the case everywhere and in order to decrease the overcrowding of some camps shelters are being built on new sites, without accessible communal spaces and this specific need will only increase.

### 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 four distinct areas:

1. Provision of emergency/temporary housing;
2. Upgrade shelters built in the early stages of the displacement and do not comply with the internationally agreed minimum standards, with a specific focus on size and safety;
3. Identify and assess the needs and possibilities for additional infrastructures such as communal spaces to support CCCM activities in all camps, plus an effective shelter care and maintenance program;
4. Advocacy towards both parties in conflict for durable solutions for the displaced through the provision of permanent housing, at point of origin or where appropriate according to the general situation and IDPs' voiced preference.





## Cluster Log Frame

### Overall Objective (Impact):

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.

Specific Objective 1	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks & Assumptions	Activities
All IDPs in urgent need of shelter to receive adequate and appropriate temporary shelter	All IDPs in urgent need of shelter to 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  Monthly update, oral at cluster meetings and through completion of 3W matrix  Minutes of Cluster & TWiG meetings  Site inspections and shelter completion handover documents	Security situation in Kachin State remains stable	Strive for 100 per cent temporary shelter coverage for all IDP households in need  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 needed  Create kitchen designs adapted to the extreme variety of camp situations through participatory exercises, particularly women  Upgrade temporary shelters, including kitchens and communal spaces in close coordination with protection sector and CCCM Cluster. Encourage best practices approach, which could address ventilation, privacy, EVIs and gender issues  Organize regular TWiGs to sensitize implementing agencies to the necessity of standards, appreciating local constraints as appropriate
Specific Objective 2	Outputs	Objectively Verifiable Indicators	Sources of Verification	Risks & Assumptions	Activities
Upgrade the shelters which were built in the early stages of the displacement and did not comply	Shelters built since the beginning of the crisis in 2011 are upgraded to	Percentage of shelters complying with internationally recognized minimum	Field reports  Minutes of Cluster & TWiG meetings	Cluster partners are willing to have sufficient resources and technically knowledge staff, recognizing and <i>accepting</i> the need to	Capacity-build Cluster partners in terms of their knowledge and acceptance of international minimum standards through Cluster and TWiG meetings, plus ad-hoc technical support to the field  Assess shelters built before mid-2013

## Kachin & Northern Shan State Shelter Cluster Strategic Framework

with the internationally agreed minimum standards in terms of safety & size	meet internationally recognized minimum standards in terms of safety & size	standards in terms of safety & size		meet internationally accepted minimum standards	Adapt, in cooperation with Cluster partners, the designs of shelter to meet the location constraints, while still adhering
<b>Specific Objective 3</b>	<b>Outputs</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks &amp; Assumptions</b>	<b>Activities</b>
Where camps permit and/or merit, provide suitable communal infrastructure to support CCCM activities	IDPs living in camps have appropriately managed camps and temporary shelters are appropriately maintained	Percentage of IDP camps with appropriate infrastructure supporting effective camp management. This can include camp management offices, warehouses and multi-purpose buildings	Cluster partners on-site observations & field monitoring reports  Monthly updates at Cluster meetings and updating of 3W matrix  Minutes of Cluster and TWiG meetings  Site inspections and building completion handover documents	Sufficient funds secured	Construct additional camp infrastructure to support effective camp management i.e. camp management offices, warehouses, multi-purpose communal buildings
<b>Specific Objective 4</b>	<b>Outputs</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Risks &amp; Assumptions</b>	<b>Activities</b>
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	Minutes of Cluster meetings in Kachin and Northern Shan States  TWiG minutes, national Cluster coordination minutes and minutes of other relevant forums  Onsite field visits to verify potential beneficiaries	Security situation in Kachin State remains stable and region does not experience extreme weather (cyclones) Support from stakeholders for activities Sufficient access secured to all areas for assessment and monitoring activities	Advocate to both parties in conflict to reach agreement and so create conditions suitable for IDPs to return to place of origin  Advocate for national minimum standards for transitional and permanent housing  Consult/assess IDP's preferential solution and pilot transitional/permanent housing at points of origin  Review of the temporary shelter response and lessons learnt for this next phase



## Operational Partners

There are 14 operational partners in the Shelter Cluster.<sup>8</sup>

## Role of Government

To-date, the Government has not been involved in the Cluster, either in terms of efforts to coordinate nor through the provision of temporary shelter.

## Inter-cluster Considerations

Cluster/Sector	Lead-Agency	Comments
CCCM	UNHCR	Close collaboration between the two Clusters necessary and on-going, which includes <i>this</i> Cluster's efforts to support the provision of camp infrastructure and CCCM providing this Cluster with data on shelters' gaps and renovation's needs. <sup>9</sup>
Protection	UNHCR	Collaboration between <i>this</i> Cluster and the protection sector at state level will be increased, including efforts to 'mainstream' protection into shelter planning. Opportunity to improve the compliance of shelter design with protection requirements during the renovation process will be identified. <sup>10</sup>
WaSH	UNICEF	Coordination between these two clusters through: <ul style="list-style-type: none"> <li>• Attendance at each-other's cluster meetings;</li> <li>• Joint field visits;</li> <li>• Joint cluster meetings and/or working groups to discuss specific cross-cutting issues.</li> </ul> With substantial shelter building still needed it is <i>essential</i> that site planning is done, taking into consideration WaSH needs. Furthermore, as some small scale returns and permanent housing at point of displacement is envisaged, ensuring that WaSH facilities and shelter are well coordinated in terms of implementation before IDPs returns should be compulsory to provide adequate and sustainable returns.
Early Recovery	UNDP	Minimal activities/presence in Kachin State. Building of transitional shelters on-going in one camp in Northern Shan and plans in progress for another camp, where people have expressed that they want to settle in new villages away from their place of origin. <i>This</i> Cluster will follow-closely the development of the early recovery sector and reach out to latter, both to advocate and when there are clear opportunities for coordinated activities.
Health	WHO	Minimal activities/presence in Kachin State. No inter-action with this Cluster to-date at the Kachin State level.
Education	UNICEF	Education structures are often already present in or around camps in Kachin State. However, <i>this</i> Cluster will approach the education sector to identify possible remaining gaps.
Logistics	WFP	Currently there is no active coordination of logistics in Kachin State. To-date this has not been a significant impediment since all materials for the construction of temporary shelters are locally purchased.

<sup>8</sup> For more details see *Kachin and Northern Shan States Shelter Cluster Factsheet 1st September 2013*, which can be located at <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-documents.aspx>

<sup>9</sup> For more details on the overall strategic direction for CCCM and NFIs see *CCCM and NFI Cluster Strategic Operational Framework Kachin and Northern Shan States v 1.1 12th September 2013*, which can be located at <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-documents.aspx>.

<sup>10</sup> See *HCT Framework on Durable Solutions to Displacement in Kachin State - Recommendations from the Humanitarian Protection Working Group to the Humanitarian Country Team*.



## Cross-cutting Considerations

Theme	Comments
<b>Age</b>	So far age has not been taken into consideration in shelter designs. When discussing with elderly in camps, complaints or concerns by IDPs are not forthcoming. However, the Cluster will push to include these criteria during the shelter renovations.
<b>Disability</b>	As above, scope for age considerations thus far minimal. On-going efforts at national level to introduce greater consideration/understanding of these needs.
<b>Environment</b>	Locally available materials for temporary shelters, with the exception of zinc aluminium roof sheeting. An exception from this is work in the border regions (mainly in NGCA) where work is more dependent on supplies from China. This is due to lack of access from the GCA, and the problems of landmines and UXOs. Particularly access to bamboo is limited and the use of this material should be kept to sustainable levels and avoid causing long-term environmental damage.
<b>Gender</b>	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 equal opportunities and benefit from the intervention.
<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.
<b>Disaster Risk Reduction</b>	Cluster seeks to ensure that shelters and other buildings includes the necessary safety elements, which includes good foundations, bracings, steps at entrances and that enough space between shelters. Cluster should also work with the CCCM Cluster to ensure people living in them are informed and trained for emergency situations, including fire drills and evacuation. Also provide awareness training in safe use of cooking spaces, lights and other potential hazards. Retrofit safety elements in existing shelters and where such remedies cannot reduce risks to an acceptable level relocate and/or replace such structures with new and safer structures.

## 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 addition to feeding into wider efforts from the humanitarian community, the Cluster advocates through various channels at national level. This includes regular verbal briefings and updates through national forums, leaflets in English, Myanmar and now Kachin on the role of the Cluster and donor briefings. The Cluster's website is a vital platform for dissemination of information and is updated and populated with new information, weekly.<sup>11</sup>

Due to the humanitarian crisis in Rakhine, resources originally designed for *this* Cluster had to be diverted elsewhere. An international Cluster Coordinator did not arrive till August 2013 and advocacy at the state level remains modest. The Cluster Coordinator is working on obtaining clearly identified counterparts on both sides.

<sup>11</sup> See <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/default.aspx>

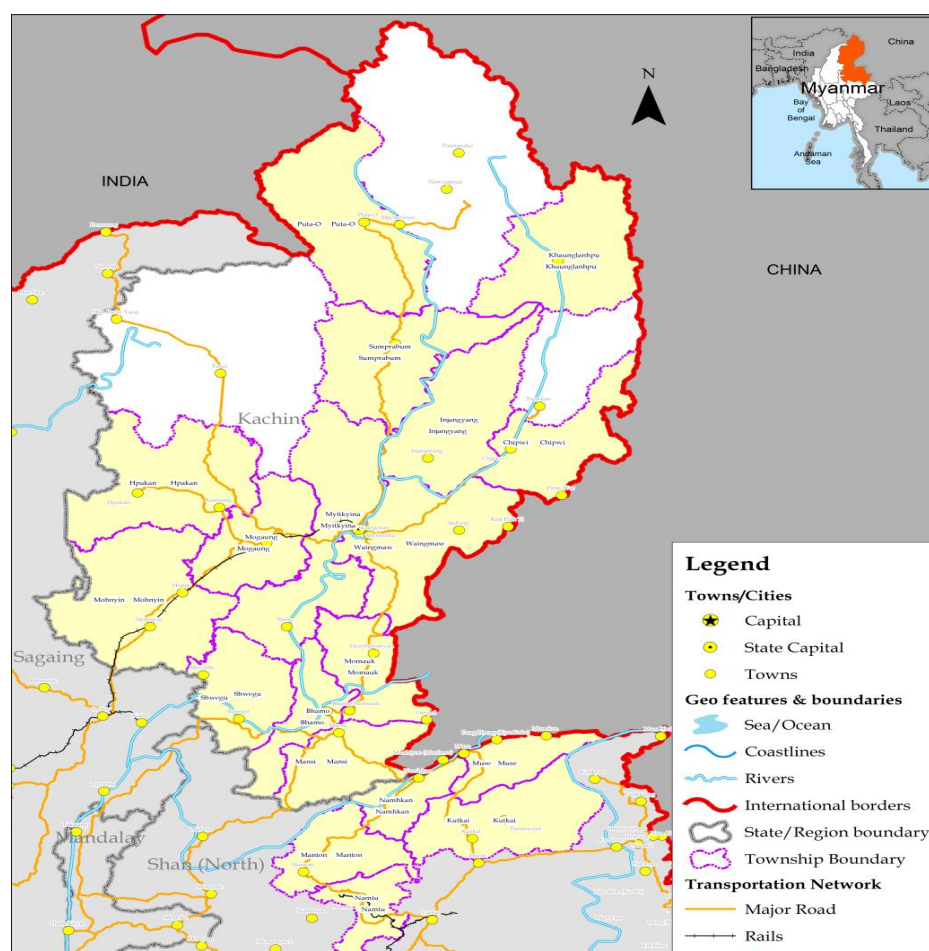




The most pressing advocacy points for *this* Cluster are:

- Both sides to the conflict reach a sustainable peace agreement to enable IDPs to achieve durable solutions in safety and dignity, an integral part to any agreement;<sup>12</sup>
- A focus on all operational shelter partners, national or international, to adhere to internationally recognized minimum standards for temporary shelters, notably safety and size;
- Donors to scale-up support not only to meet shelter needs but also to WaSH to ensure the provision of both can be delivered in a coordinated manner, allowing for new sites to be opened reducing overcrowded of camps and WaSH facilities built before sites are occupied.

## Map of Kachin & Northern Shan States



<sup>12</sup> "Finding a durable solution to internal displacement is a gradual and often long-term process of reducing displacement-specific needs, not an event. A durable solution can be achieved through: 1. Return and sustainable reintegration: Return to prior residence from which the IDP was forced to flee or leave (place of origin or habitual residence). In the Kachin context, return will be to homes from which people have been forced by the recent violence. 2. Settlement elsewhere and sustainable integration there: in the Kachin context, this includes movement to areas with which an IDP is linked by reason of his or her history, but does not preclude movement to another area. 3. Sustainable local integration: integration in the areas where IDPs have taken refuge, either with host communities or in camps. A combination of the three options can also lead to a durable solution. Therefore, an initial local integration does not affect a right to return or movement to another place." See *HCT Framework on Durable Solutions to Displacement in Kachin State - Recommendations from the Humanitarian Protection Working Group to the Humanitarian Country Team*.

