Early Recovery Network

Multi-Sector Early Recovery Assessment of Kachin & Northern Shan State

December 2015

KMSS

UNDP

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ABOUT UNDP in MYANMAR

The United Nations Development Programme in Myanmar

The United Nations Development Programme (UNDP) is the UN's global development network, working in 177 countries and territories. In Myanmar, UNDP provides support to the national political and socio-economic reforms that underpin the country's transition. UNDP's support is channelled through a programme that seeks to strengthen institutions of democratic and local governance, support the environment and disaster risk management, and support government efforts for poverty reduction over the three-year period 2013-2015.

Early Recovery Network

In 2013 an Early Recovery (ER) Sector was established by the Humanitarian Country Team (HCT) in Myanmar with the aim of integrating ER approaches into the humanitarian response and to build a foundation for integrated programmes that support longer-term recovery. In November 2014 it was recommended that the sector be mainstreamed within the cluster / sector system, and a network approach adopted, with an Early Recovery Network led by UNDP consisting of focal points from each of the clusters. This change in coordination mechanism was in line with global practices and aligned with country capacity. It was motivated by a need to ensure that ER, durable solutions and resilience building are fully integrated into the humanitarian response, the situation in Kachin and Northern Shan having evolved from an acute to a protracted humanitarian crisis.

Partnerships

This ER Assessment methodology was developed through a consultative process with members of the Humanitarian Country Team's Inter-Cluster Coordination Group (ICCG) at both regional and national level. This assessment was identified as a gap in information to plan for long term recovery programming in Kachin and Northern Shan.

The study was carried out in partnership with Karuna Myanmar Social Services who provided 40 fieldworkers and 4 fieldwork supervisors for data collection and qualitative field work. UNDP provided training for the fieldwork supervisors and fieldworkers on survey and participatory methodologies, and facilitation skills.

LIST OF ABBREVIATIONS

ANA	Arakan National Army
ART	Anti-Retroviral Treatment
DDR	Demobilisation, Disarmament and Reintegration
ER	Early Recovery
FGD	Focus Group Discussions
GCA	Government Controlled Areas
HCT	Humanitarian Country Team
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICG	International Crisis Group
ICCG	United Nations Inter-Cluster Coordination Working Group
IDP	Internally Displaced Population
INGO	International Non Governmental Organisation
IRRC	IDPs & Refugees Relief Committee
JST	Joint Strategy Team
KIA	Kachin Independent Army
KIO	Kachin Independent Organisation
KMSS	Karuna Myanmar Social Services
LNGO	Local Non-Governmental Organisation
MMK	Myanmar Kyats
MNDAA	Myanmar National Democratic Alliance Army
MoH	Ministry of Health
NCA	Nationwide Ceasefire Agreement
NCCT	National Ceasefire Coordination Team
NGCA	Non Government Controlled Areas
RANIR	Relief Action Network for IDP and Refugee
RRD	Relief and Resettlement Department
SSA	Shan State Army
TNLA	Ta'ang National Liberation Army
UN	United Nations
UNDP	United Nations Development Programme

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1. EXECUTIVE SUMMARY

This report outlines the results of the Early Recovery Assessment conducted by the United Nations Development Programme (UNDP) in partnership with Karuna Myanmar Social Services (KMSS) in Kachin and Northern Shan States in August 2015. In close consultation with the Inter-Cluster Coordination Group, the assessment, tools and methodology were designed to address a gap in existing information about IDPs in Kachin and Northern Shan, regarding a transition from short term emergency to long term recovery and development.

The assessment composed of a survey of 1805 internally displaced households living in camps and 365 Non-internally displaced households living in host villages. A total of 18 focus group discussions with even numbers of male and female groups were held to gather in-depth insight into men and women's aspirations for return, resettlement and the current living conditions in which they live. Twelve semi-structured interviews were conducted with government officials, directors of non-government organisations, camp committee members and village authorities.

The assessment found that 53% of camp populations in the Better-Off wealth group living in Government Controlled Areas (GCA) and 30% of camp populations living in Non-Government Controlled Areas (NGCA) can be taken off of short term emergency assistance. Cutting-off short-term emergency food and cash assistance would be detrimental to the food security of the Poor and Middle wealth group who compose 47% of the GCA camp population and 70% of the NGCA camp population. Higher levels of vulnerability were found in NGCA due to problems of humanitarian access restrictions and geographical isolation of the camps.

Livelihoods in Kachin and Northern Shan States are characterised by seasonal casual employment. At the time of the assessment, one fifth of the camp population were unemployed and as much as one third worked in casual temporary employment. The Non IDPs living in host villages were equally affected by the difficult labour market characteristics although lower levels of economic vulnerability were found among them as they had land and productive assets to fall back on.

The profile of the camp population shows that a high proportion of the population is within the range of 10 – 19 years of age. These are groups who have already entered the labour markets or will do so within the next 10 years. Employment creation will be needed to absorb this new generation into the workforce so as not to create a greater case load of vulnerable groups. Given the weak condition of the current labour market this may prove to be a challenge.

School dropout rates among the camp population could improve but trends are positive as families are giving greater importance to children's education. Compared to those 18 years and above where dropout rates were at 76%, dropout rates among those between the ages of 5 and 18 were at 8%. The age groups most affected are those between

15 – 18 years of age. In focus group discussions, the dropout rates among internally displaced students were attributed to language barriers, affordability of extra tuition fees and a lack of parental guidance.

The assessment revealed social tensions around education between the IDP communities and host villages that lead to discrimination towards internally displaced students that is extended to the internally displaced population as a whole. This is being driven by additional numbers of IDP students putting extra pressure on local schools that were already experiencing unfavourable teacher-student ratios.

A combination of the lack of meaningful occupation, the lack of privacy and the prolonged stay in camps is affecting the psychological wellbeing of the population. The provision of temporary individual shelters within the camps or government allotted areas, and access to common land for farming could provide a quick fix to relieve the stressful living conditions of the population.

The lack and loss of livelihoods feeds and exacerbates broader social problems, specifically drug abuse, domestic violence, human trafficking and forced and early marriage. Traditional family structures have broken down as males migrate in search of jobs and are exposed to high-risk situations where they are prone to drug abuse. Women and girls are at specific risk of trafficking, forced by the desperate conditions families live in. In addition, males in particularly become vulnerable to forced recruitment in armed forces as they migrate to high-risk areas for jobs such as mining areas.

Low rates in access to health care were found for those living with HIV/AIDS and chronic illness in GCA and NGCA; 59% and 57% respectively. Access to health care is more difficult for camp populations living in NGCA due to the geographical isolation, weaknesses in the health infrastructure and the overall weakness of governance.

The history of conflict and military rule has centralised and strengthened the role of faith-based organisations and civil society in the provision of services to the population. At the onset of the conflict in 2011, civil society and faith-based organisations were the first to reach out to address the humanitarian needs of communities. Local organisations continue to be key in delivering relief services to affected populations. However, the modality of partnership could improve.

Given the elusiveness of a peace agreement, it is likely that local organisations will remain as the main service provider. Donors, United Nations (UN), International Non Governmental Oganisations (INGOs), Local Non Governmental Oganisations (LNGO), government and Kachin Independent Oganisation (KIO) could improve partnership in the delivery of short and long-term assistance that would begin to foster the building blocks for peace. More importantly, partnership entails that the affected population are given a voice in the decisions made that impact their living conditions. Aid policies should be transparent, accountable and relevant to the population it seeks to serve.

2. INTRODUCTION

2.1. Background and Context

Kachin and Northern Shan States are two of the 14 states and divisions of Myanmar. Kachin State is located in the North Eastern part of the country, bordered to the North and East by China and India, to the West by Sagaing Division and to the South by northern Shan State. Northern Shan State lies south of Kachin State, east of Sagaing and Mandalay and shares a border with China.

Kachin and Northern Shan are two of the several states in Myanmar with a history of conflict between Government armed forces (the Tat Ma Daw) and ethnic insurgency/ independence movements, some dating back to independence and beyond. At the root cause of the conflict is territorial control, identity and control over natural resources. The organisation representing the political aspirations of the Kachin people is KIO. It fully funds the Kachin Independence Army (KIA), through tax revenue raised in areas of its control, and through the trading of mineral resources (UNDP, 2015). The conflict between the KIA and the Tat Ma Daw began in 1960, costing many lives. In Northern Shan State, the Shan State Army (SSA), the Myanmar National Democratic Alliance Army (MNDAA) and the Ta'ang National Liberation Army (TNLA) and the Arakan National Army (ANA) has been fighting with the Tat Ma Daw.

In 1994, the military government of Myanmar with the KIO negotiated a written ceasefire. However, political relationships between the KIO and its Government partners deteriorated over the course of the ceasefire. In 2008, the KIO instructed its membership to abstain rather than support the government in a referendum on the constitution, stating that its demands were not being met. In 2011, an attempt broke down to integrate the KIA into a national border control force as part of a process of Demobilization, Disarmament and Reintegration (DDR). The 17-year ceasefire was finally broken and conflict resumed, directly causing hundreds of deaths and precipitating a large-scale population displacement from affected areas.

The KIO subsequently agreed, along with 17 other ethnic insurgencies across Myanmar, to jointly enter into peace negotiations with the Government of Myanmar through a Nationwide Ceasefire Coordination Team (NCCT) in order to try to reach political settlement. As part of this process, bilateral talks between the Government of Myanmar and the KIO in 2013 led to a reduction in the scale and intensity of the conflict and also to an agreement on a return and resettlement framework (OCHA, 2014). Following this agreement however in 2014 there were outbreaks of further hostilities, also involving the TNLA, which contributed to tensions in the peace process and caused new displacement (RANIR, 2015). In June 2015 the broader peace process hit a stumbling block as armed ethnic groups failed to endorse the text of a Nationwide Ceasefire Agreement (NCA) prepared by negotiators. Despite setbacks and the fragility of the security situation, at the time of the assessment in August 2015 the advanced nature of the talks and the agreement on key areas for discussion were positive signs. However, in October 2015 a ceasefire deal was agreed between the Government and eight ethnic insurgent groups, which did not include the KIO or the Kokang MNDAA. This has dampened expectations of an imminent peace agreement and the return or resettlement of IDPs in Kachin and Northern Shan.

2.2. IDPs, Return, Resettlement and Early Recovery

Almost 100,000 IDPs were displaced in 2011, and following prolonged or multiple displacements, they are currently hosted in more than 150 camps or with host families spread across Kachin and Northern Shan. A large majority of these are currently in NGCA. KIO figures from 2012 claim that 78,000 IDPs have taken refuge in KIO controlled areas, the majority of these in 17 camps along the Sino-Myanmar border in Kachin state (RANIR, 2015). However, the population remains fluid as the on-going conflict fuels renewed displacement.

In 2015 the current crisis has entered its fourth year, and the needs of IDPs in Northern Shan and Kachin states have evolved over this time. Housing, livelihood and socio-economic infrastructure has continued to deteriorate or has been destroyed across more than 350 communities that were displaced (RANIR, 2015). In August 2014, the Humanitarian Country Team (HCT) noted that "small numbers of temporary or partial returns have been seen in some camps" but that overall the needs of IDPs vary from resettlement to continued emergency assistance depending upon the local context (HCT, 2014). The 2015 Humanitarian Response Plan notes that "a range of emergency, early recovery and livelihood assistance is needed across all sectors in areas both within and beyond Government control" (OCHA, 2014).

The return and resettlement framework of the 2013 agreement between the KIO and the Government of Myanmar stated that four villages are to be initially selected for return and resettlement as a trust and confidence-building measure for both parties. Following the selection of these villages and the establishment of agreed monitoring mechanisms, it is expected that a successful pilot would lead to an expansion of the policy and wider implementation of the framework. Alongside this framework, in May 2014 the Kachin State Government implemented its own initiative to resettle 113 households from camps in

government-controlled areas to a newly constructed village called Pa La Na. These are positive developments, however the HCT notes that "it is not yet clear when conditions will be conducive for large-scale returns" (OCHA, 2014).

In the event that a ceasefire is fully re-established and the return and resettlement framework is implemented as planned, the humanitarian scenario in Kachin and Northern Shan will quickly change from one where IDP assistance is structured around the camps, and the focus on Early Recovery will increase. Sustained and unimpeded access to the potential areas of settlement, resettlement and return would be required for the international community to provide support for durable solutions; but as long as the necessary conditions of physical, material and legal safety are able to be met, then Early Recovery and resilience programming with a focus on sustainable development will be able to become a priority.

It is in this context that the Multi-Sectoral Early Recovery Assessment has been developed and carried out by UNDP in its role as leader of the Early Recovery Network. The findings are intended to guide planning and project design for participants of the various clusters and sectors to ensure that their responses meet the early recovery needs of the displaced populations of Kachin and Northern Shan States.

3. STUDY OBJECTIVES AND METHODOLOGY

3.1. Objectives

The Multi-Sector Early Recovery Assessment is carried out in partnership with KMSS and in close consultation with the Early Recovery Network, composed of the humanitarian sector or cluster coordination leads. The assessment informs programmes that support the transition to long-term recovery and development in Kachin State and Northern Shan and aims to fill the following gaps in information:

- The impact of the conflict on the livelihoods of internally displaced populations and populations in host communities or surrounding villages;
- The livelihood profile of IDPs and Non-IDPs;
- Coping mechanisms and recovery initiatives;
- Community access to justice, social cohesion, land and property rights and
- Institutional capacities to deliver services.

3.2. Assessment Tools

A desk review of available information on Kachin and Northern Shan was first conducted to inform the scope of the assessment and identify gaps in early recovery information. Three assessment tools were developed in consultation with the Inter-Cluster Coordination Group, composed of Camp Coordination and Camp Management, Education, Food Security, Health, Nutrition, Protection, Shelter/Non-Food Items and WASH cluster or sectors. The assessment tools are:

- **Household Livelihood Survey in Camps and Host or Surrounding Villages:** A structured questionnaire was designed and developed which included modules on livelihood income, migration, expenditures on consumption, assistance, productive and non productive assets, coping strategies, access to markets, protection and health. The survey was designed to capture the livelihood recovery needs of IDP households and Non-IDP households in host or surrounding villages. A total of 2017 internally displaced households were interviewed in addition to 400 households from surrounding or host communities.
- **Focus Group Discussions (FGD) with Internally Displaced Populations (IDP), Non-IDPs, and Key Informants:** The Focus Group Discussions utilized three approaches: a semi-structured questionnaire designed to capture in depth information to validate findings of the household survey; participatory exercises to identify the wealth breakdown in communities; and scenario planning for community development, IDPs preferred place of return and resettlement, and Non-IDPs vision of village development. In total, 18 FGDs were conducted in 6 IDP camps and 6 surrounding

villages representing urban, rural, government controlled and non-government controlled areas.

- **Key Informant Interviews with Service Providers:** Discussions were held with government and non-state actors with the view of understanding their perceptions and the functioning of services provided to both IDPs and Non-IDPs. The UNDP Local Governance Mapping results in Kachin and Shan State was also used to frame interviews with service providers.

3.3. Sampling Methodology

A two step clustering technique was applied to a camp profiling list. The two step cluster technique resulted in 7 clusters which group camp populations by similarities such as their locality (urban, rural), Township, State, GCA or NGCA. A total sample of 1,805 households representing each cluster with a confidence interval of 95% and a 5% margin of error was calculated from each cluster and the sample within each cluster stratified by locality, NGCA or GCA, State and Township. The sample will thus be representative of the internally displaced population by State, Township, locality and KIO or Non KIO controlled areas. In addition, a total of 365 Non-IDPs living in host or surrounding communities were included in the survey.

3.4. Limitations of the Study

The focus of the assessment is specifically on the impact of a lack of human, social, financial, physical and natural capital of population groups on their livelihoods, in order to determine the vulnerability of households. The assessment is able to provide sex and age disaggregated data on livelihoods. However, it could not cover intra-household gender dynamics such as roles and responsibilities, decision-making, or asset ownership, which would require a specific gender assessment.

As the conflict disrupted family structures with most males seeking livelihoods outside of the IDP camps, it was difficult to ensure that male and female respondents were equally represented. As a result, the survey captured a greater number of female responses in contrast to male responses. In addition, the assessment was not able to cover a representative sample of IDPs living with host families and non-IDP host families due to challenges in identifying their locations.

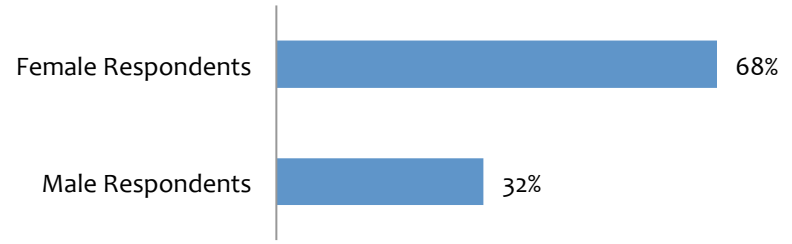
Recent clashes between government and ethnic armed forces has also meant that population movement remains fluid as villagers flee from violence and return out of their own accord. Due to the conflict, areas around Sumprabum and Machanbaw Townships in Kachin, Kokang in Northern Shan were inaccessible and were therefore excluded from the assessment.

4. FINDINGS OF THE ASSESSMENT

4.1. Respondents by Sex

Despite a roughly equal male/female balance in the camp populations (see 4.3 below) the survey had a higher proportion of female respondents. This was due to the absence of many males during the daytime, as they sought work outside the camps.

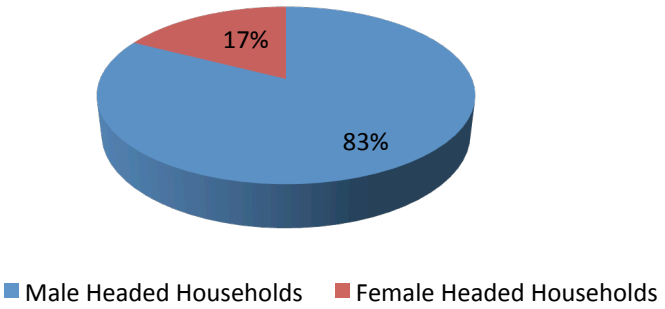
Percentage of Respondents in the Sample by Sex



4.2. Sex of the Head of Household

When respondents were asked who the head of the household was, the vast majority appointed male members as the head of the household. This is consonant with local socio-economic and cultural gender roles and relationships.

Percentage of Household Head by Sex



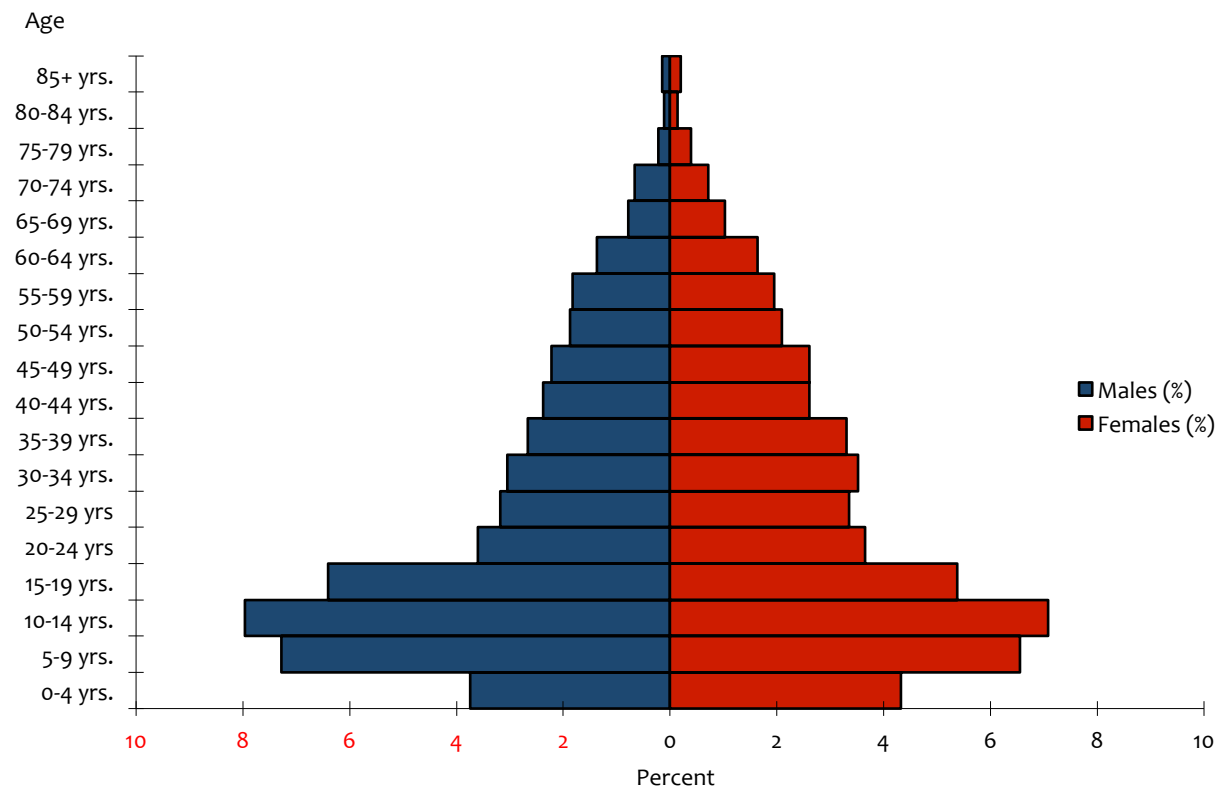
4.3. Age Pyramid of the Camp Population

The demographic breakdown of the camp population shows a classic youthful expansive population pyramid, with a demographic bulge in the 5-19 age range. The

implications of this include a high proportion of dependent children within the population, and also a large cohort entering or about to enter the workforce. The low percentage ranges children in the 5-9 age range to the 0-4 age range may indicate a recent reduction in the birth rate, or an increase in infant mortality.

Camp Population by Sex	
Total Number of Males	**37,521**
Total Number of Females	**38,441**

Sex & Age Structure of the Camp Population



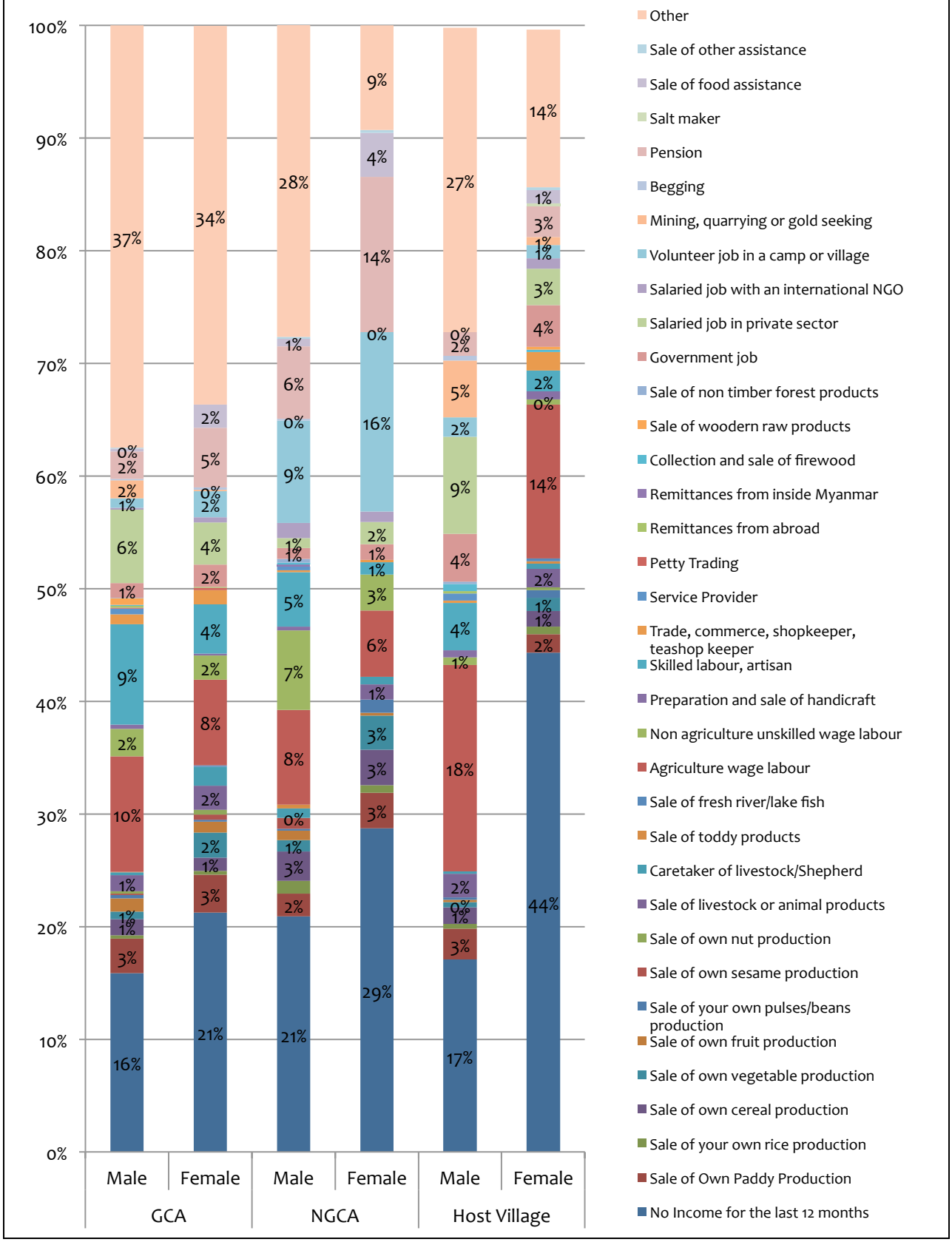
4.4. Employment

The survey data shows that unemployment levels - the number of people reporting that they had received no income over the previous 12 months - were high, especially in NGCA, and especially among women in NGCA and within host villages. The unemployment rate was reported as 16% for men in GCA, compared with 29% for women in NGCA and 44% for women in host villages. Women in host villages tended to source employment from agriculture and casual wage labour where as in NGCA, women tended to find employment in government jobs or as skilled labourers such as tailoring.

A significant percentage of people responded using the "other" category of employment - 37% and 34% for men and women in GCA respectively, and 28% for men and 9% of women in NGCA. This group specified that they carried out casual wage work, engaging in different kinds of temporary employment throughout the year, none of which could be considered as a major primary or secondary source of income for their families. This reflects the widespread availability of informal, irregular or illegal work, and is also a reflection of the instability of employment throughout the year, due to seasonal and unpredictable labour markets. Significantly more individuals in GCA compared to NGCA and Host Villages specified 'other' as the type of work they were employed signifying greater difficulty among IDPs in GCA in securing at least one source of stable employment in these access areas regardless of IDP or Non IDP status.

As noted in Section 4.3 above, a significant proportion of the current population has entered or will be entering the labour force in the next 5-10 years. There is already a need for employment creation measures, and more will be needed to absorb this generation into the workforce. It is crucial that planning and funding mechanisms take this increase in the working age population into account.

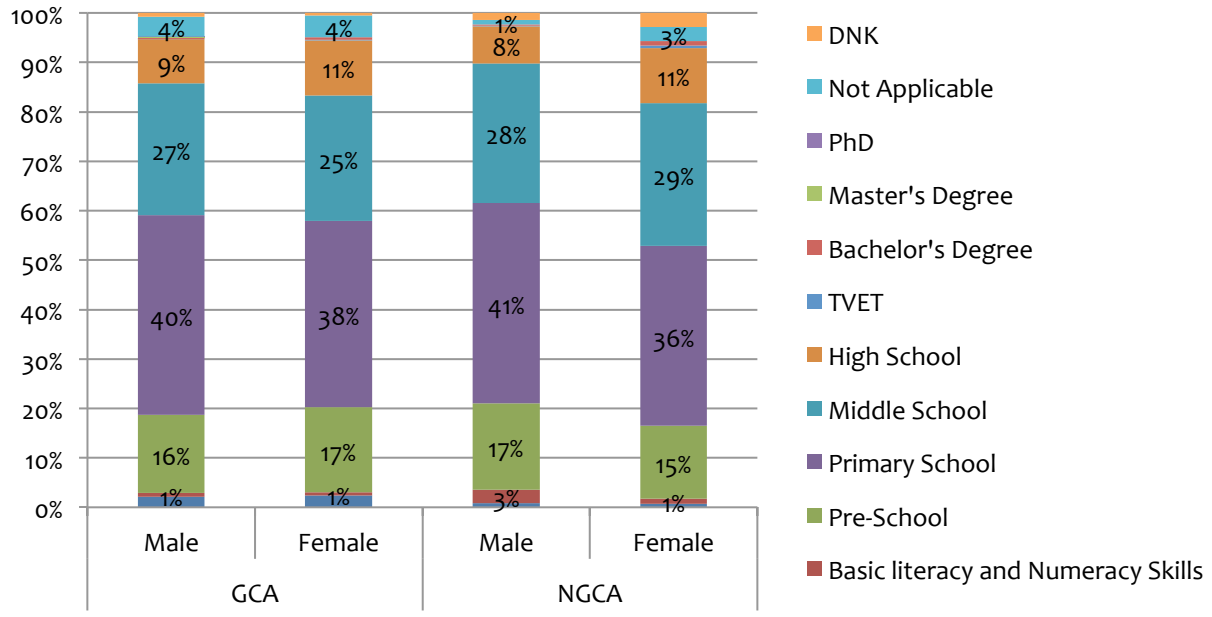
Camp Population Employment by Sex and Area



4.5. Education

The study examined the educational levels achieved by the camp population under the age of eighteen. The data covers children of all ages, many of whom will continue their education, therefore it does not provide an overview of final attainment levels - this is indicated in Section 5.3 through analysing dropout rates. However, the results do show universal basic literacy and numeracy, and they also show no significant gender gap in education. Differences between male and female educational levels are small enough to be attributable to the particular makeup of age ranges for each gender.

Educational Levels of Population Under 18 Years of Age



4.6. Wealth Breakdown

Using household expenditure information as a proxy measure for income, the study grouped the population into three wealth categories; Poor, Middle and Better Off. These are relative terms, intended to capture some of the differences in wealth in the population, in a context of very high levels of overall poverty across Myanmar and therefore a very low wealth ceiling. In other words, the margin between Poor and Better Off is small.

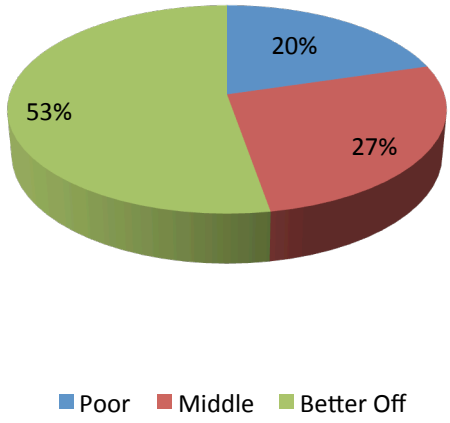
The Poor Wealth Group threshold was based on the cost of the minimum food basket to fulfil 2100 kilocalories for their survival. In this case, the average cost of 13.5 kg rice, 1.8 kg pulses, 0.9 kg oil and 0.15 kg salt in August which is equivalent to 9678 Myanmar Kyats (MMK) per month per person rounded off to 10,000 MMK/per person/month. The threshold was applied to the monthly per capita expenditures of households i.e. households with expenditures below 10,000 MMK was considered poor. Once the survival threshold was set,

the cases were isolated and the remaining expenditure data was ranked according to cut off points at the 33rd percentile to form the Middle and Better Off Group.

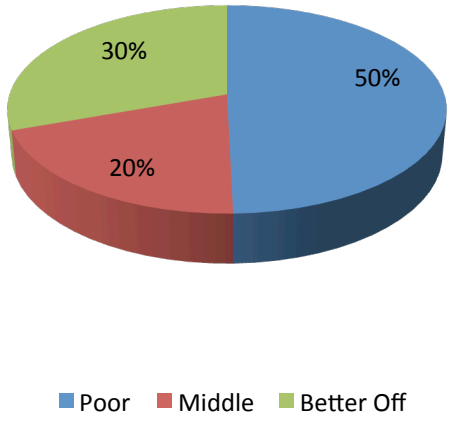
The 33rd percentile cut-off point established the threshold for Middle Group at households whose expenditures were between 10,000 MMK per person per month and below 18,000 MMK per person per month. The Better-Off group households had expenditures over 18,000 MMK per person per month.

Significantly more IDPs households in NGCA fell in the Poor wealth category: 50% as compared to 20% in GCA and only 9% of Non IDPs living in host communities. IDPs living in NGCA were more likely to be economically vulnerable in comparison to those living in GCA and Non-IDPs living in host communities.

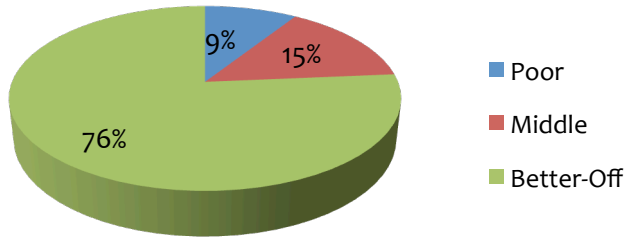
Government Controlled Areas



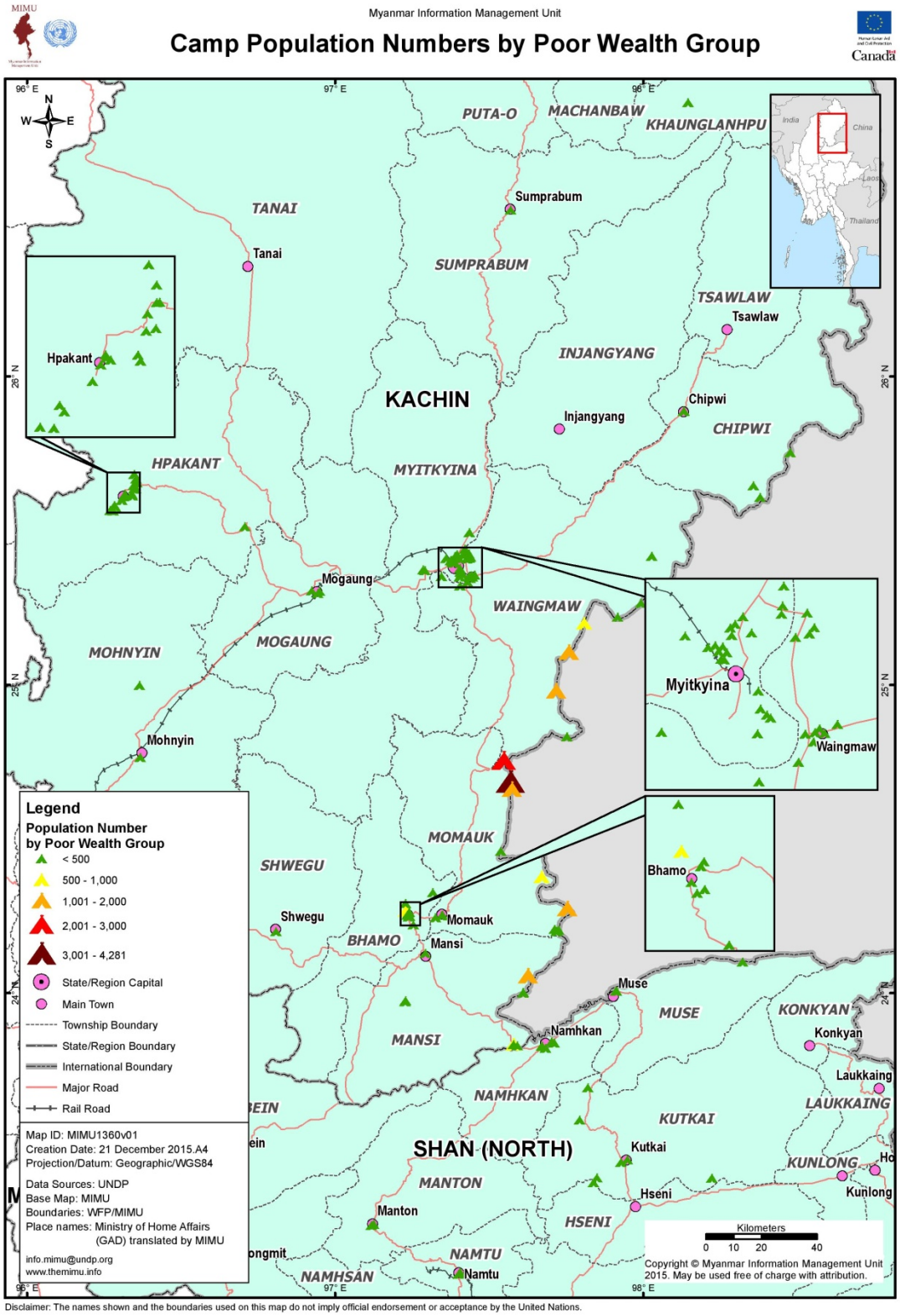
Non Government Controlled Areas

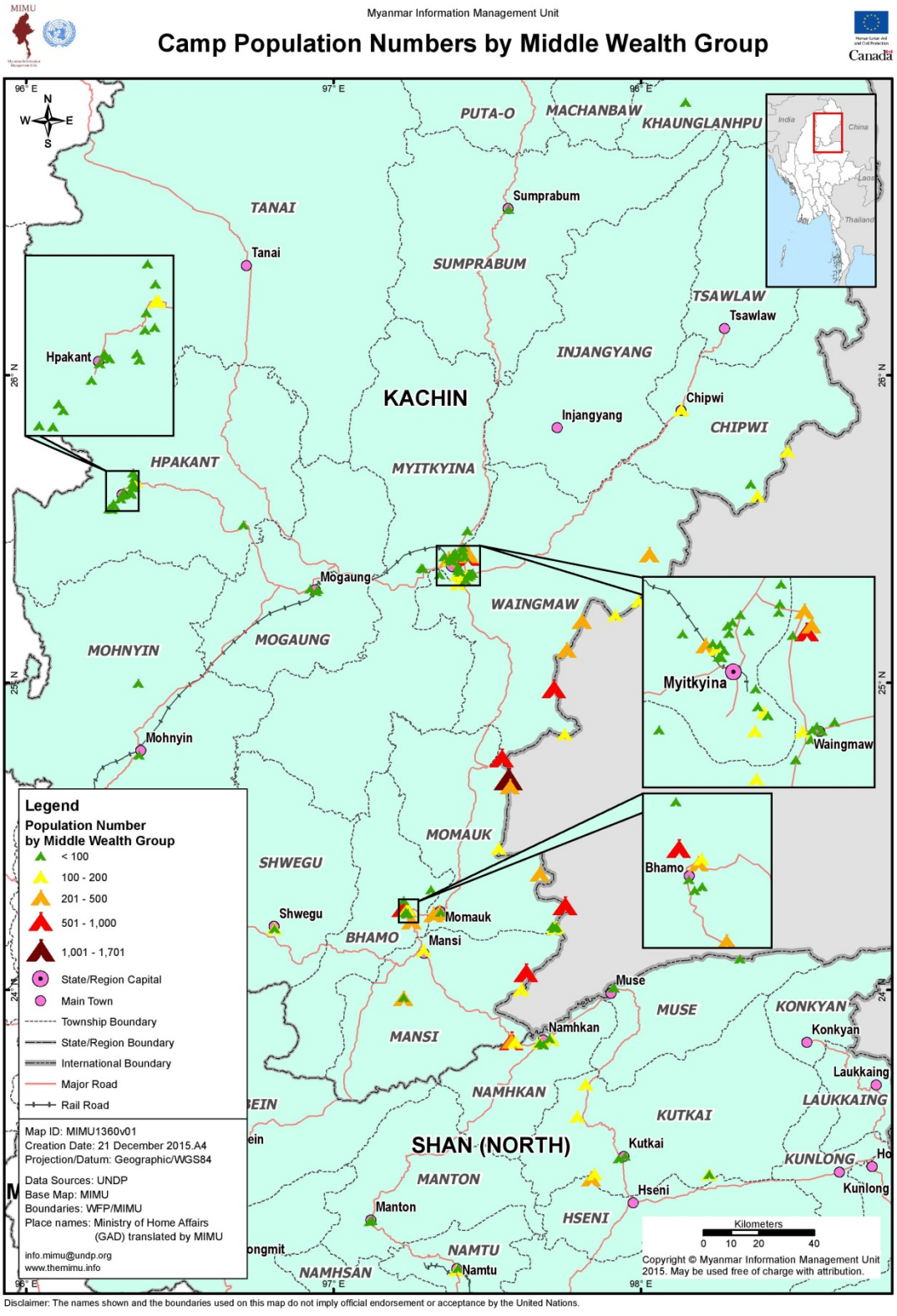


Wealth Breakdown of Non IDP Households Living in Host Communities



4.7. Geographical Areas of Vulnerability




Myanmar Information Management Unit
Camp Population Numbers by Middle Wealth Group
MIMU
Canada
PUTA-O
MACHANBAW
KHAUNGLANHPU
TANAI
Tanai
Sumprabum
SUMPRABUM
TSAWLAW
Tsawlaw
INJANGYANG
Injangyang
Chipwi
CHIPWI
KACHIN
Hpakant
HPAKANT
MYITKYINA
Mogaung
WAINGMAW
Myitkyina
Waingmaw
MOGAUNG
MOHNYIN
Mohnyin
MOMAUK
Bhamo
SHWEGU
Shwegu
Momauk
BHAMO
Mansi
Muse
MUSE
KONKYAN
Konkyan
Namhkan
MANSI
Laukkaing
LAUKKAING
NAMHKAN
KUTKAI
SHAN (NORTH)
Kutkai
KUNLONG
Kunlong
MANTON
Hseni
Manton
HSENI
NAMTU
Namtu
NAMHSAN
Legend
Population Number by Middle Wealth Group
< 100
100 - 200
201 - 500
501 - 1,000
1,001 - 1,701
State/Region Capital
Main Town
Township Boundary
State/Region Boundary
International Boundary
Major Road
Rail Road
Map ID: MIMU1360v01
Creation Date: 21 December 2015.A4
Projection/Datum: Geographic/WGS84
Data Sources: UNDP
Base Map: MIMU
Boundaries: WFP/MIMU
Place names: Ministry of Home Affairs (GAD) translated by MIMU
info.mimu@undp.org
www.themimu.info
Kilometers
0 10 20 40
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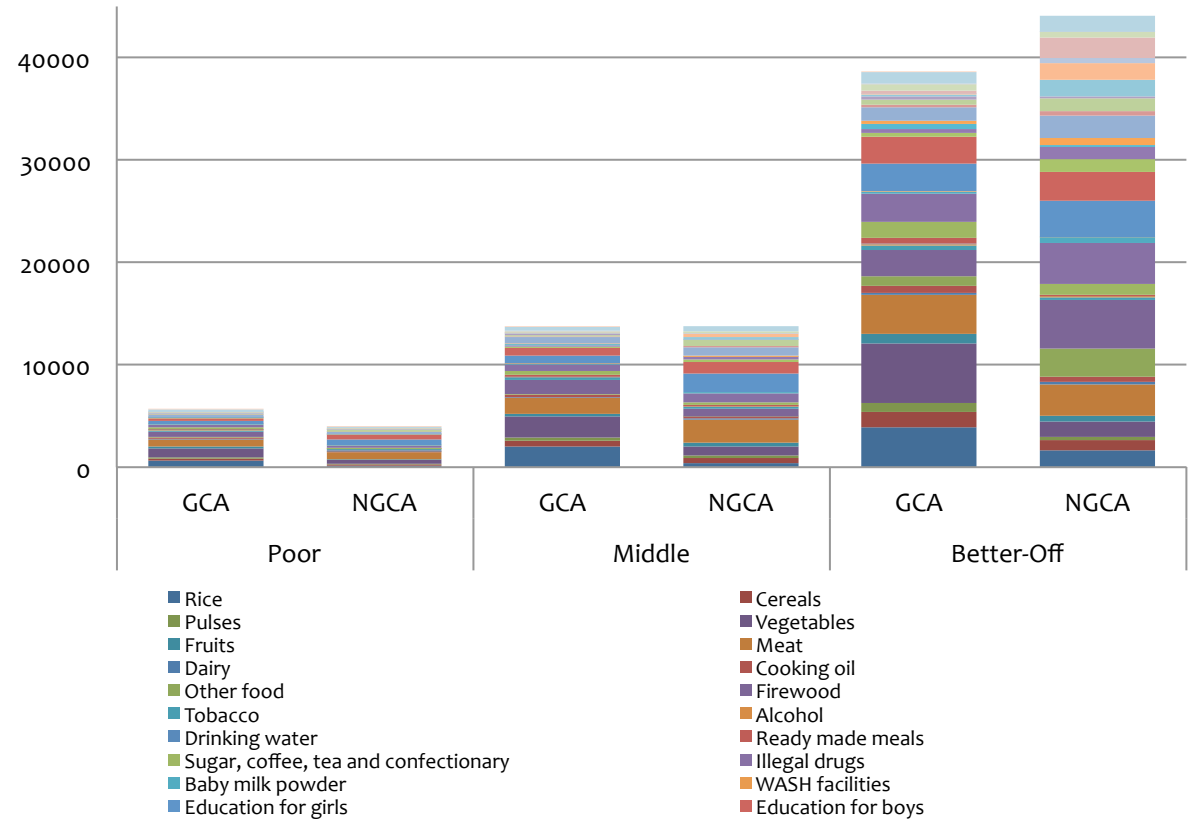
4.8. Food & Non Food Expenditures

There is a wide variance between levels of expenditure, and a wide range of types of expenses. Those in the lowest wealth group have unsustainably low levels of expenditure on food.

The data show a significant difference in the average household level spending between Poor and Better Off groups. Comparisons between these three levels of wealth breakdown indicate a greater level of inequality in NGCA, with the NGCA Poor group spending on average less and the NGCA Better Off group spending on average more than their counterparts in GCA. In terms of expenditure on nutrition, we can see a wide range from 1,500 MMK in the poor NGCA group and 2,900 MMK in the poor GCA group - well below the survival threshold of 10,000 MMK - to over 18,600 MMK in the Better Off GCA group.

Average Household Size by Wealth Group and Access Area		
Wealth Group	**GCA**	**NGCA**
Poor	6.00	5.50
Middle	5.54	5.41
Better-Off	4.87	4.89

Individual IDP Expenditures in MMK / month by Wealth Breakdown and Access Area



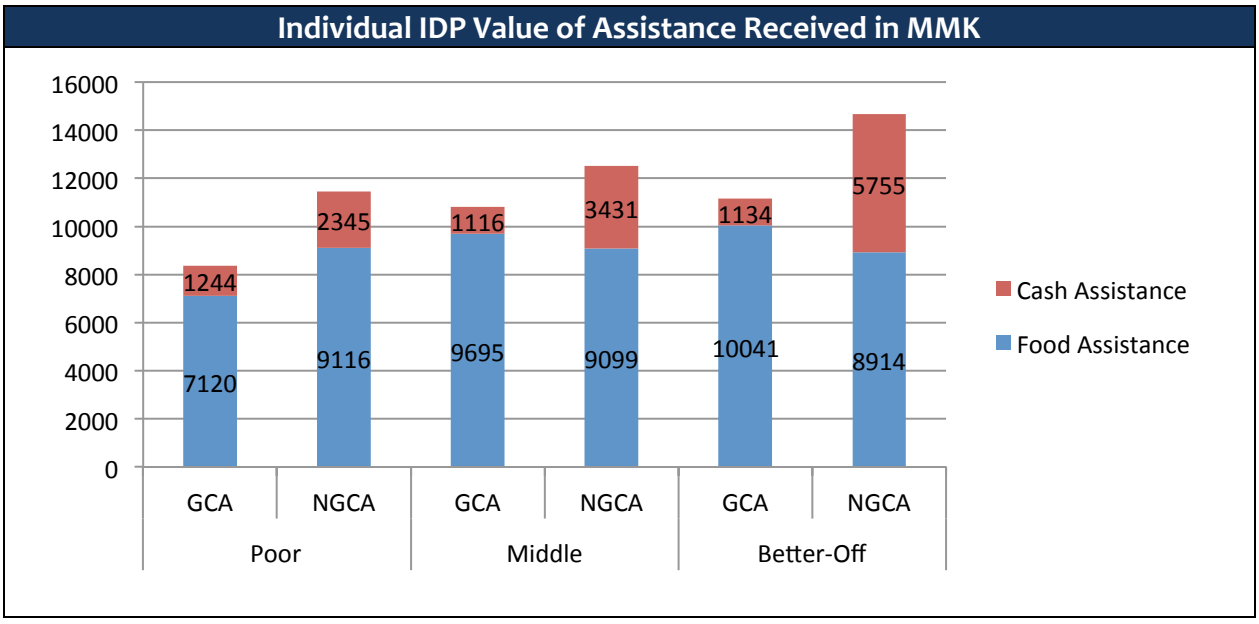
4.9. Assistance

Food and cash assistance are necessary to prevent a large majority of the population from becoming food insecure. Those individuals with expenditures over 18,000 MMK per month may be able to transition off short-term emergency assistance.

The population was asked how much assistance they receive both in terms of food and cash. The reported values are below, broken down by region and by wealth groupings.

Food and cash assistance provides significant protection for the Poor and Middle wealth group from falling into food insecurity. Food assistance is either consumed to protect their basic food needs or sold for cash to cover their non-food needs. The diversity in their expenditure suggests that food assistance is being at least partially sold to cover their non-food expenditures.

The Better-Off wealth group regardless of access area have expenditure levels exceeding the survival threshold. Even if assistance was used to cover other expenditures, if assistance was removed, they would continue to live well above the survival threshold. The better-off wealth group could potentially be graduated away from short-term emergency assistance.



4.10. Coping Strategies

The timing of the survey coincided with cuts in the food aid package as emergency relief assistance was diverted to respond to floods in affected areas of Myanmar. The majority of households regardless of access area reported that they cut expenditures on food in the previous month as a response to a lack of income. The majority of households

overwhelmingly reported reducing expenditures on food in order to cope with income shortages. A higher percentage of households in the Better-Off wealth group reported cutting food expenditures compared to the Poor wealth group. The Poor wealth group was already living on a small income margin and therefore, many were unable to make further cuts in food expenditures. The same can be said of those living in NGCA as lower rates of cutting spending are seen in NGCA as compared to GCA.

Percentage of IDPs who answered positively to using the following coping mechanisms in the past month as a response to a lack of income...		
Reducing food expenditures		
	GCA	**NGCA**
Poor	46%	42%
Middle	55%	46%
Better-Off	60%	57%
Reducing expenditures on clothing		
Poor	28%	26%
Middle	33%	20%
Better-Off	44%	23%
Defaulting on loan payments		
Poor	6%	4%
Middle	2%	13%
Better-Off	5%	20%

In focus group discussions, participants were asked how they would cope if there was a new crisis and no agency to assist them. The common response among male respondents was to seek out an employer and look for wage work while female respondents reported cutting expenditures on luxury goods. Camp leaders reported that the most of the camp population did not want to be dependent on assistance. Most of them wanted to be self-reliant and get on with their normal livelihoods.

4.11. Preconditions and Preferences for Return and Resettlement

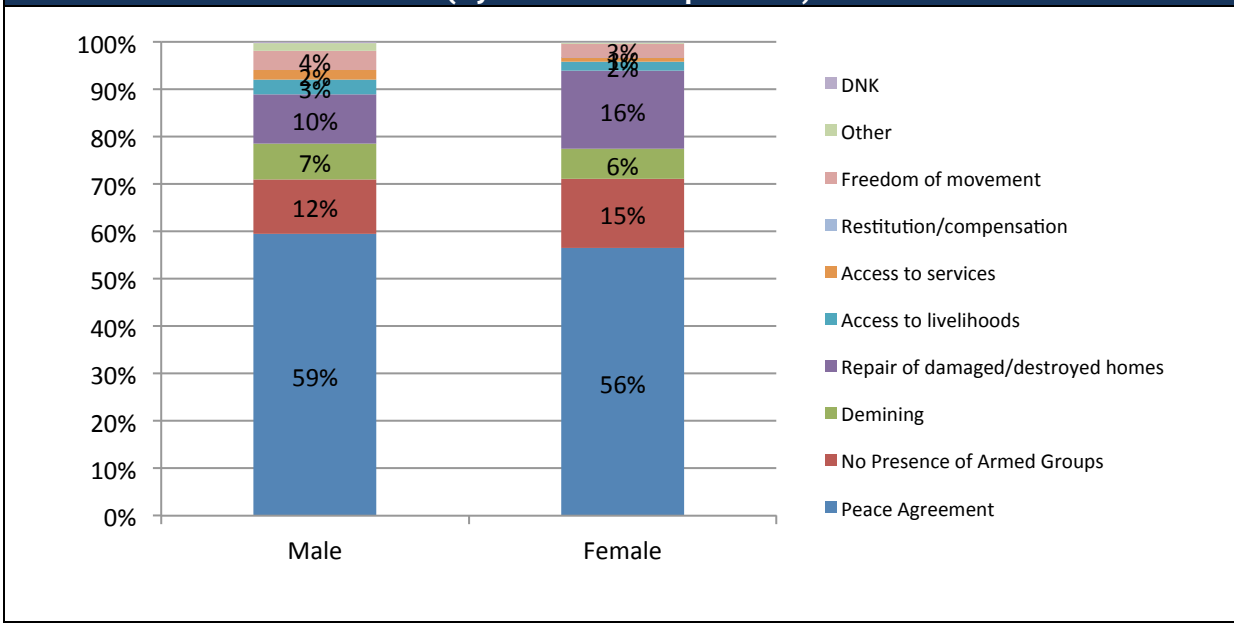
IDPs overwhelmingly prefer to return to their place of origin. A peace agreement is the most important precondition for their return and resettlement.

When asked what were the most important preconditions for return and resettlement, security and political stability took precedence. Fifty-nine per cent of men and 56% of women said that a peace agreement needed to be in place. The second and third most popular answers, with almost equal proportions of respondents, were the absence of

armed groups and the repair of damaged or destroyed homes (12% and 10% respectively for males, 15% and 16% respectively for females).

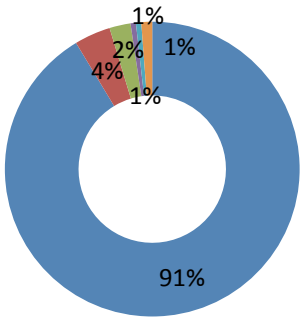
With regard to the preference of location in which to be resettled, the vast majority of respondents chose their village of origin (91% of men and 89% of women). A small number (4% of men and 6% of women) said they would prefer to remain in their current location, and an equally small number preferred alternative locations.

What is the most important precondition for return and resettlement? (By sex of IDP respondent)

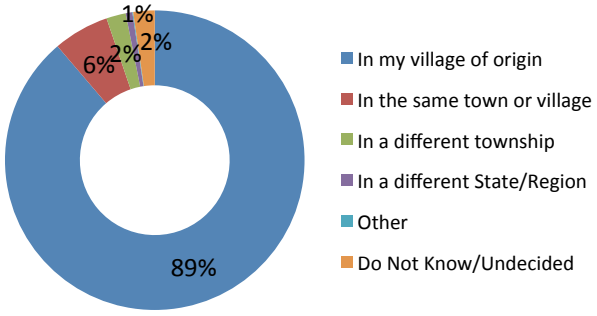


If there was peace and security and on the condition you can keep your property in your place of origin, where would you prefer to be resettled?

Male IDP Respondents



Female IDP Respondents



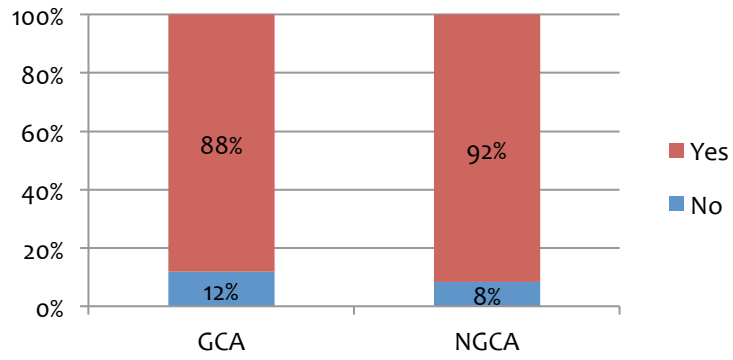
4.12. Access to Cultivated Land

Around 9 out of 10 households own land for cultivation but the majority are prevented from accessing it by the security situation. Demining will be a priority need for return and resettlement.

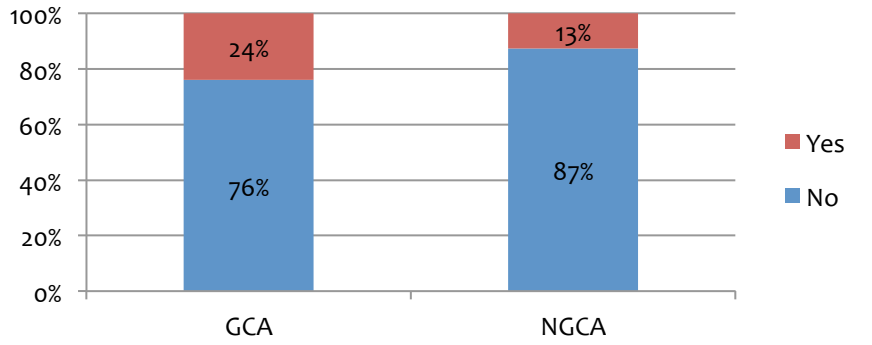
Eighty-eight percent of respondents in GCA and 92% of respondents in NGCA said that their household owned land for cultivation in their place of origin. Of those respondents who owned land, 24% of GCA respondents said that they were able to go back intermittently to cultivate crops. The number in NGCA was lower, only 13%. The reasons given for not being able to return to cultivate their land were very similar in both regions; both populations overwhelmingly cited security issues rather than a lack of resources, specifically the presence of armed groups and land mines or unexploded ordinances (93% in GCA, 97% in NGCA).

The issue of landmines or ordinance was cited by 39% of respondents in both regions as the main reason for not being able to cultivate their land, however only 6% of men and 7% of women identified demining as a precondition to resettlement (see Section 5.0 above). This may indicate that in the event of a peace agreement, many of the population will return to their homes with landmines still present on their land.

Does your household own any cultivated land in your place of origin?

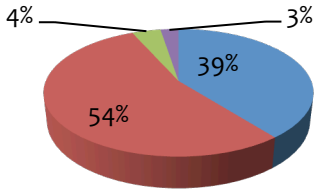


Percentage of IDP households who go back to cultivate land

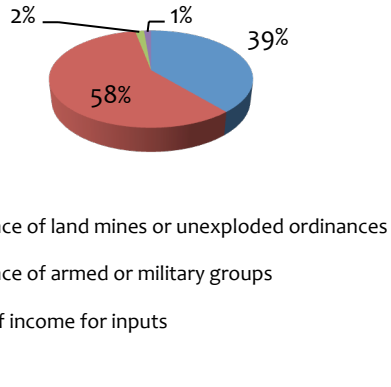


Reasons for not going back to land for cultivation

GCA



NGCA

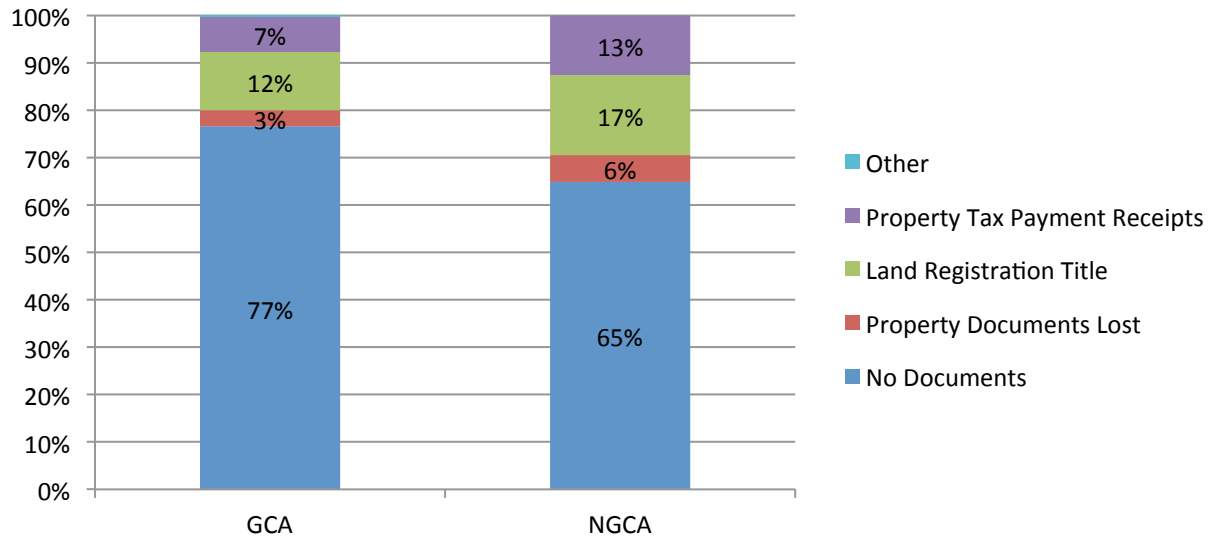


In the long term, access to cultivated land may be affected by land registration and tenure issues. Regardless of access area most IDPs who reported holding cultivated land had no property documents as proof.

Overall, throughout Myanmar, land is often not formerly registered. Under the 2008 Constitution, land is ultimately owned by the government and the Farmland Law attempts to put a tenure system in place through the provisions of land use certificates and registration. The government can rescind land use rights at any point if it deems that the conditions of the land use were not met and it can also confiscate so-called vacant, fallow and virgin land under the 2012 Vacant Fallow Virgin Land Act. In GCA, land use certificates are issued through the Settlement and Land Records Department under the General Administration Department. Land registration documents are also issued by the KIO. However, most IDPs are reluctant to divulge ownership of these documents for fear of arrest.

Given the overall insecurity of land tenure and the lack of documentation supporting tenure in possession of IDPs, plans for return of IDPs to their village of origin therefore need to address the implications of this issue in both GCA and NGCA.

Type of Property Documents Owned

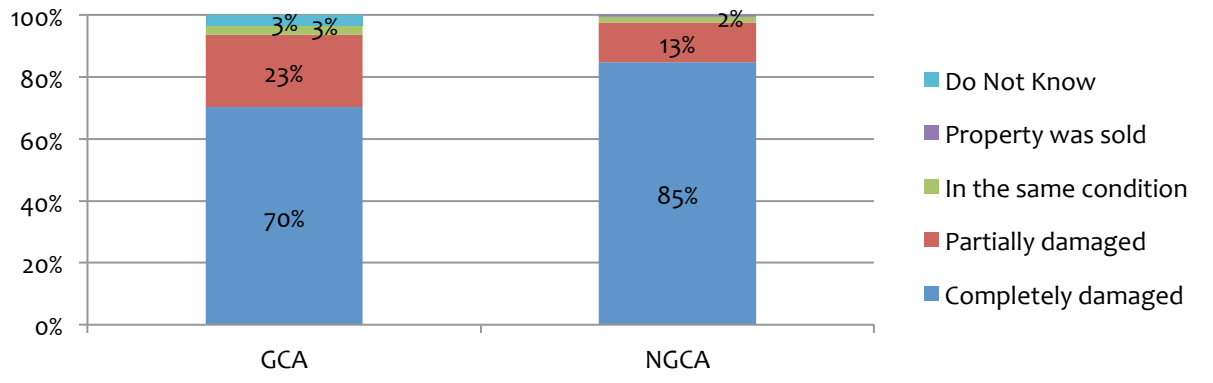


4.13. Shelter

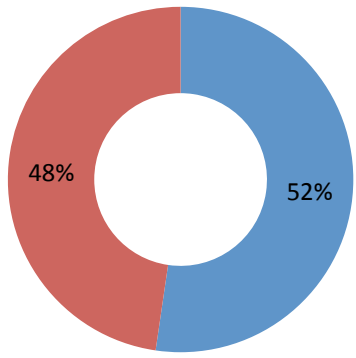
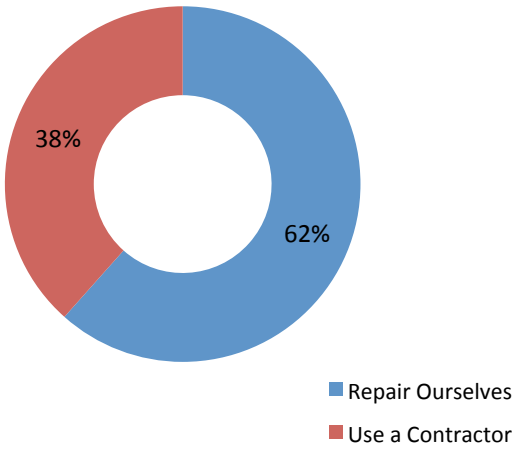
Damage to homes is widespread and significant. In general, IDPs prefer cash to repair homes themselves.

Ninety-three per cent of respondents in GCA and 98% of respondents in NGCA reported that their homes were either totally or partially damaged. The preference of the majority was to repair homes themselves rather than hire a contractor: by 52% in GCA and by 62% in NGCA. The clear overall preference for assistance was to receive cash rather than materials, although this preference was less strong in NGCA (57% compared to 71% in GCA).

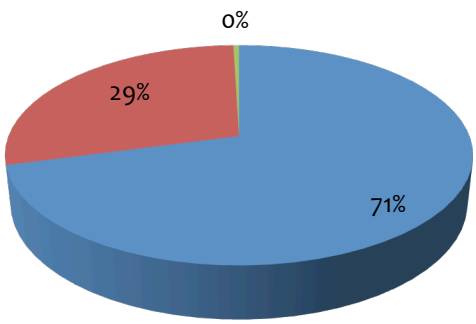
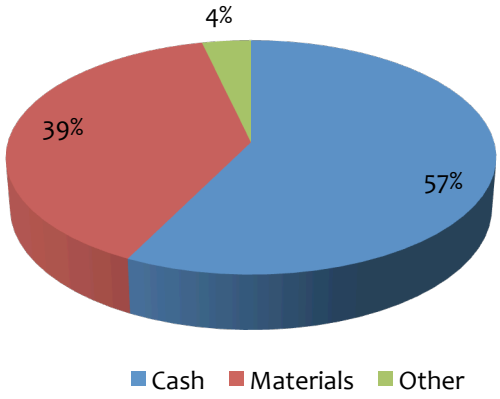
What is the condition of your home in your place of origin?



If your home in your place of origin needs repairs, do you prefer to repair yourself or use a contractor?

GCA	NGCA
	

What type of assistance do you prefer to help you repair your home?

GCA	NGCA
	

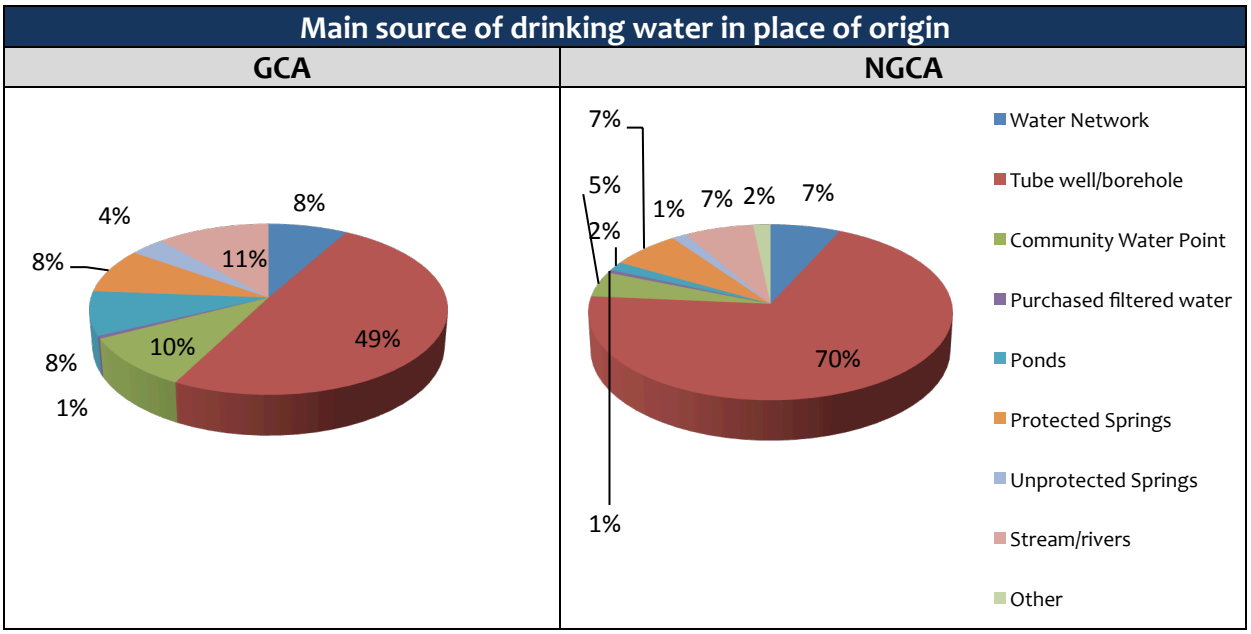
In focus group discussions, tensions within the IDP community were reported, arising as a result of the proximity of shelters to one another and the lack of privacy. Camp leaders repeatedly expressed that the prolonged stay in the camps has reduced the morale of the population and that depression was common. One camp leader suggested that if shelters could be reconstructed to form individual family shelters, it could relieve some of the community tensions and provide more dignified living conditions for the IDPs. Key informants identified reconstructing individual shelters as a challenge; securing financial resources and land availability were the two major obstacles.

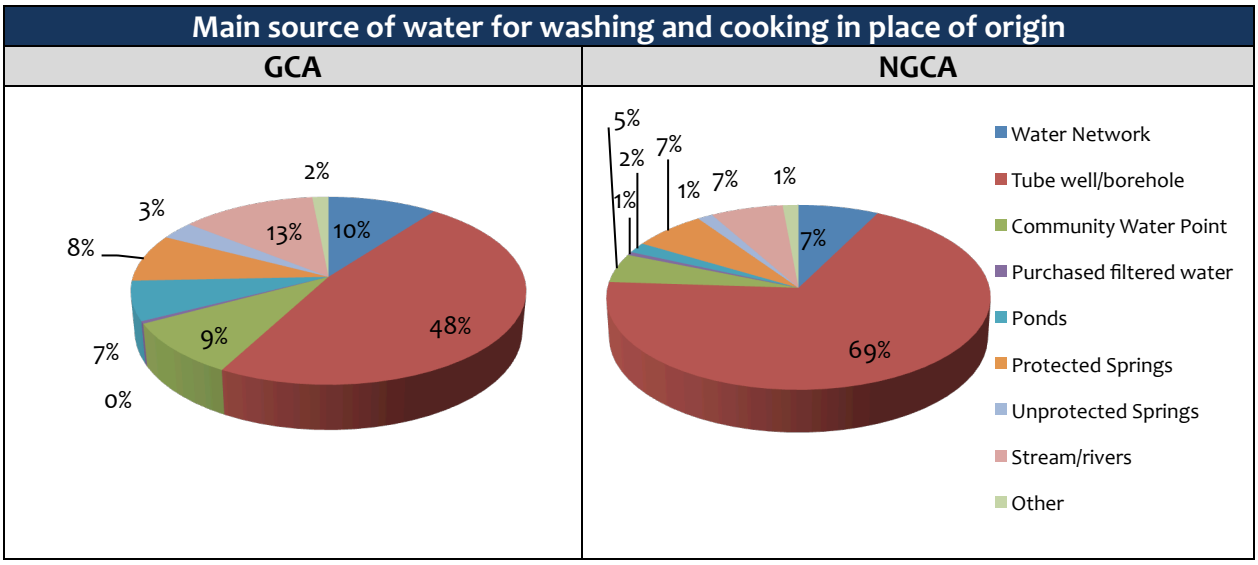
4.14. Water, Sanitation & Hygiene

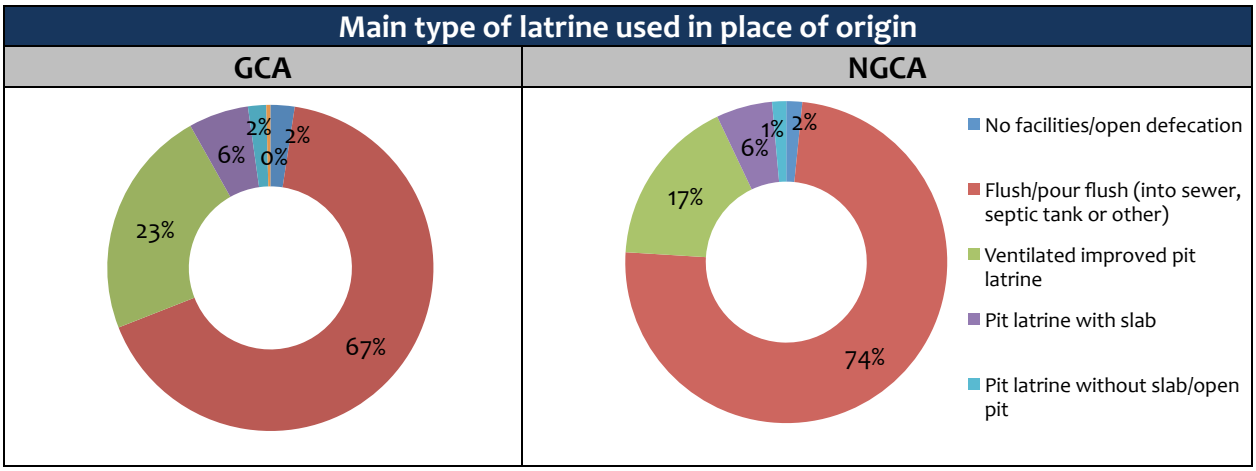
IDPs' place of origin relied on a single water sources for all water uses; the majority using wells. More than two thirds of respondents used flush latrines.

The population was asked for information about the main source of water in their place of origin for drinking, and for washing and cooking. The results for each type of use were almost identical, showing that communities do not use separate water sources for separate uses. In GCA almost half (49%) of respondents reported that their water came from tube wells or boreholes, with the remainder split roughly equally between the local water network, community water points, ponds, springs or rivers. This pattern was repeated in NGCA, except that a greater proportion (70%) used wells or boreholes. The majority of respondents reported using flush or pour flush latrines (67% in GCA and 74% in NGCA) with the remainder using pit latrines.

Main source of drinking water in place of origin





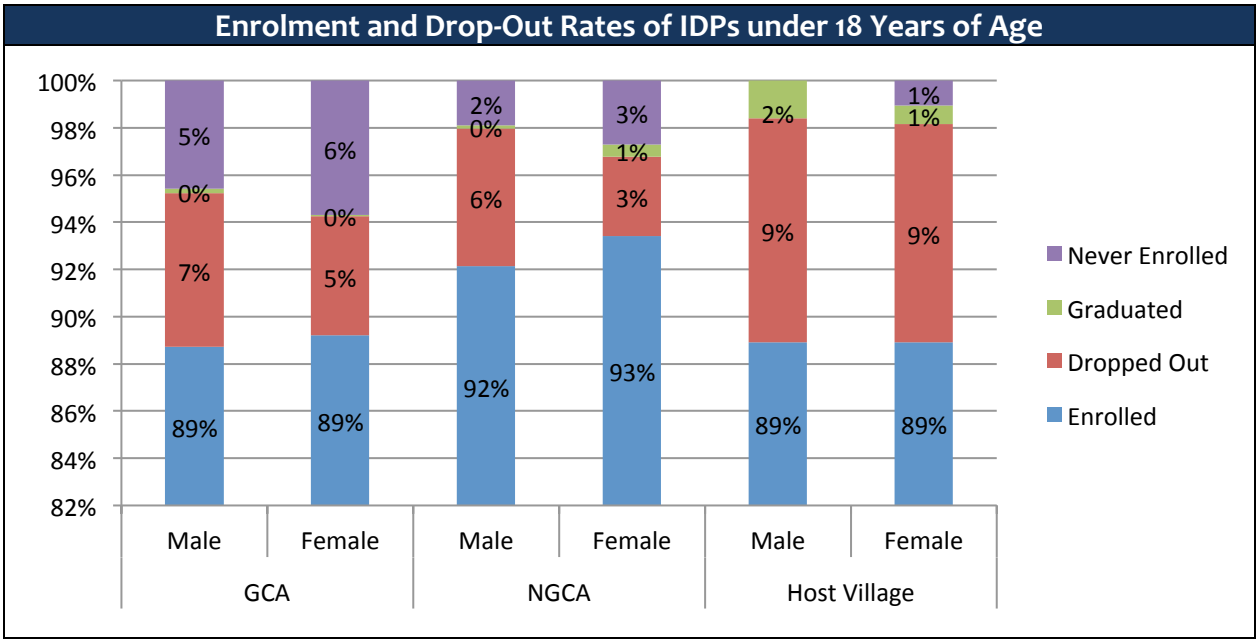


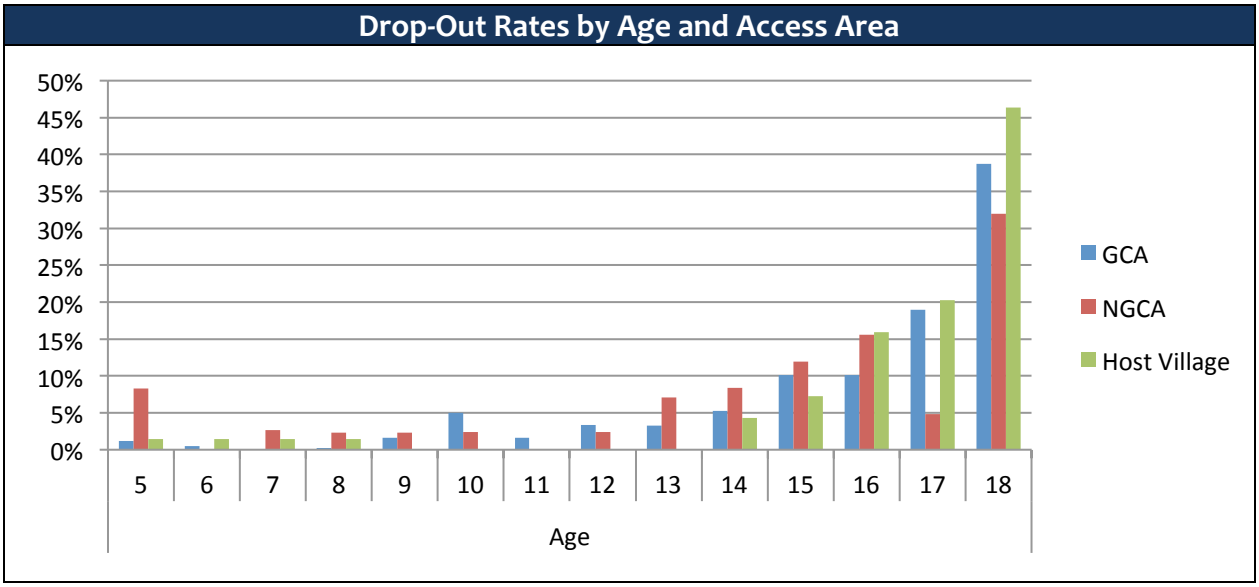
4.15. Education

Reconciling education systems in GCA and NGCA in the long term is imperative to addressing current and future dropout rates among youths. In the medium term, solutions are needed to address overcrowded classes, ease social tensions between IDP and the population living in host communities, language issues that affect attainment and lack of funds to pay for school.

Enrolment rates of the population under the age of 18 are similar when broken down by access area, with slightly lower rates in GCA (89% are enrolled in GCA compared to 92 -93% in NGCA). There is no significant difference in enrolment and dropout rates between males and females in either access areas. When dropout rates are compared across the age range we can see that they are in the low single digits until the age of around 13, at which point they increase steadily up to school leaving age at 18, where they reach 38% in GCA and 32% in

NGCA. In recent years, the education of girls and boys has been given greater importance by families. Among households over 18 years and above, overall dropout rates stood at 76%, where as current overall dropout rates among those 18 years and under stood at 8%.





Focus group discussions validated the findings that children of high school age were more likely to drop out of school. Three main issues were raised: overcrowding in classrooms; language issues; and an inability to pay fees. Together, they appear to be creating tension between IDPs and the host communities, and leading to discrimination towards IDP students (and IDPs more broadly).

The ratio of teachers per student was reported to be between 60 and 70 students for every teacher. Host communities who were experiencing unfavourable student - teacher ratios in the first place, have been further burdened by the influx of displaced students.

Students from NGCA were also reportedly dropping out because they were unable to catch up to the curriculum and matriculate, due to differences in language. Although the curriculum in NGCA schools closely follows the government curriculum, language issues meant that displaced students were at a disadvantage in preparing for the matriculation exams; a reason for the large proportion of displaced students of high school age group to drop out.

Some IDPs also struggle to bear the cost of the extra tuition fees demanded by the school. In some cases, these students were singled out during assembly and scolded in front of the rest of the students. In another camp, IDP students were only allowed to attend half-day classroom sessions rather than the whole day sessions with the rest of the students.

In focus group discussions, the affordability and quality education is only one part of a wider structural problem in communities. When asked what young girls and boys specifically needed to do to prepare them for the job market, respondents reported that availability of jobs in the first place was a prerequisite. Female respondents in NGCA, cited employment in safe and secure places for female youths and male respondents in NGCA cited peace and development in local areas are needed for both male and female youths in preparation for their entrance into the labour market.

4.16. Health

Access to health care is an absolute priority issue for the whole population, and requires a response across both GCA and NGCA. However NGCA populations are more vulnerable due to their geographical isolation and a weak health department which requires support to improve access.

Access to primary health care and treatment of HIV/AIDS and chronic illnesses is generally a problem throughout Myanmar. In 2009, the Ministry of Health reported that only 29% of people living with HIV (an estimated 70,000) are able to receive anti-retroviral treatments (ART) with an estimated 30% rise in the number of people in need of treatment by 2013 (MoH, 2011). The government, international and national non-government and private entities all recognise the magnitude of the epidemic.

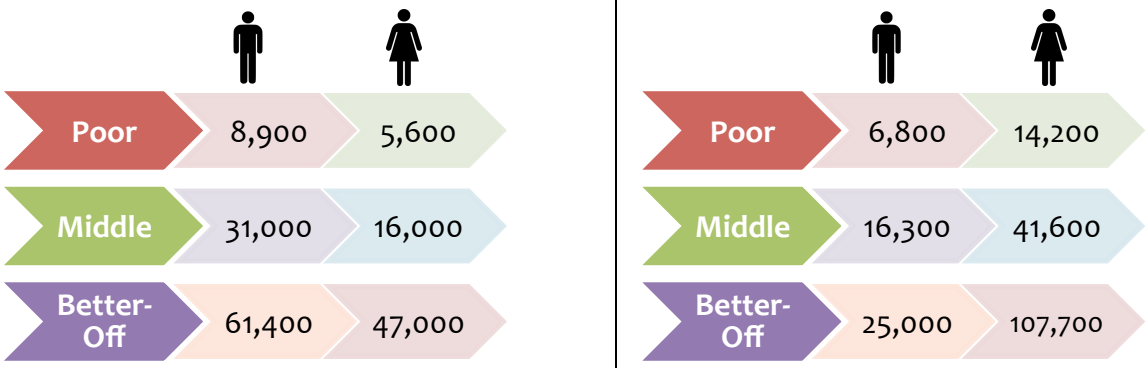
Although the perception is that health care in GCA has improved, the health care system in terms of infrastructure and equipment remains poorly resourced (UNDP, 2015 and MoH, 2011). Additional challenges include scarcity of human resources in rural and remote areas, poorly developed communication and transport facilities, widespread poverty forcing

people to engage in unsafe behaviour in high-risk environments and geographical isolation (MoH, 2011).

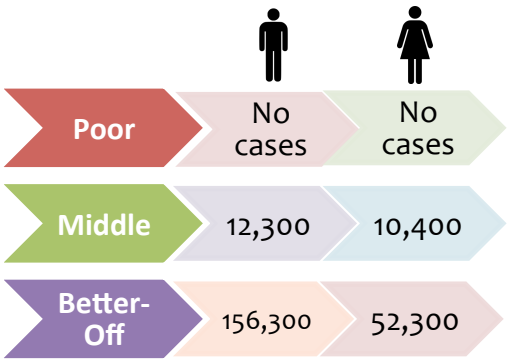
A. Health Expenditures

For both males and females under 5 years of age regardless of access area, a significant rise in wealth correlated directly with greater expenditures on health. In GCA and in host villages, expenditures on health among males under 5 years of age was significantly higher compared to females. In NGCA this was the opposite, expenditures on health for girls was significantly higher compared to boys under 5 years of age. The reasons for the gendered difference in health expenditures between GCA and NGCA are unclear. The figures do not signify the type of health care accessed in GCA and NGCA that may influence expenditures of girls or boys access to health and no conclusions can be drawn regarding social norms that may favour one gender or another in either access areas.

IDP Households Biannual Expenditures on Health for Members Under 5 Years of Age (in MMK)



Non IDP Household Biannual Expenditures on Health for Members Under 5 Years of Age (in MMK)



Healthcare expenditures among those 5 years and above varied between males and females and in access areas. In NGCA, the Poor wealth group tended to have lower health care expenditures for females compared to the Middle or Better-Off wealth groups. This signifies that IDP families tended to priorities expenditures on male health compared to female health when income is scarce. Focus group discussions particularly in NGCA rural areas revealed an imperative need for improved emergency medical services and pre and post natal care for women. One women in a camp reported that as a result of lack of access to health care, she gave birth at home to a stillborn baby.

IDP Household Biannual Expenditures on Health for Members Above 5 Years of Age (in MMK)

	GCA		NGCA	
	Male	Female	Male	Female
Poor	9,800	9,400	15,500	6,600
Middle	14,500	19,100	14,500	28,100
Better-Off	45,000	39,100	44,700	76,700

Non IDP Household Biannual Expenditures on Health for Members Above 5 Years of Age (in MMK)

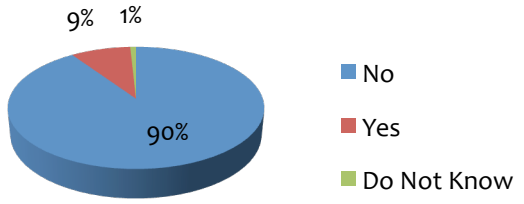
	Male	Female
Poor	5,000	8,300
Middle	8,200	16,900
Better-Off	102,000	60,300

B. Chronic Illnesses & HIV/AIDS

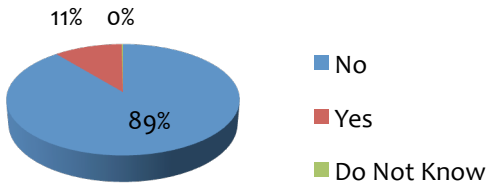
Nine percent of households in GCA and host villages and 11% of households in NGCA reported chronic illness amongst their members, with a slightly higher incidence in GCA (1.3 people per household compared to 1.09 in NGCA).

Do any of your family members suffer from chronic diseases requiring long term treatment?

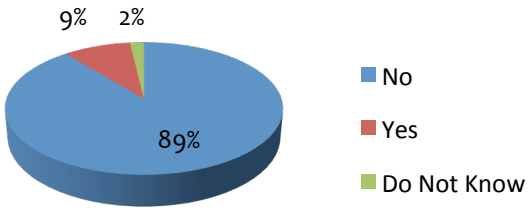
GCA



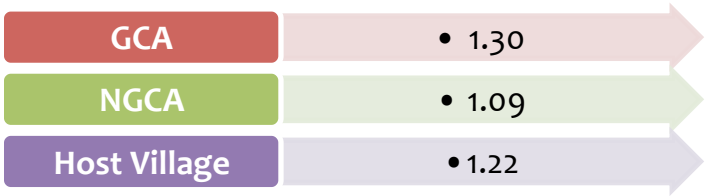
NGCA



Host Village



Average Number of Members with Chronic Illnesses in Households with Cases



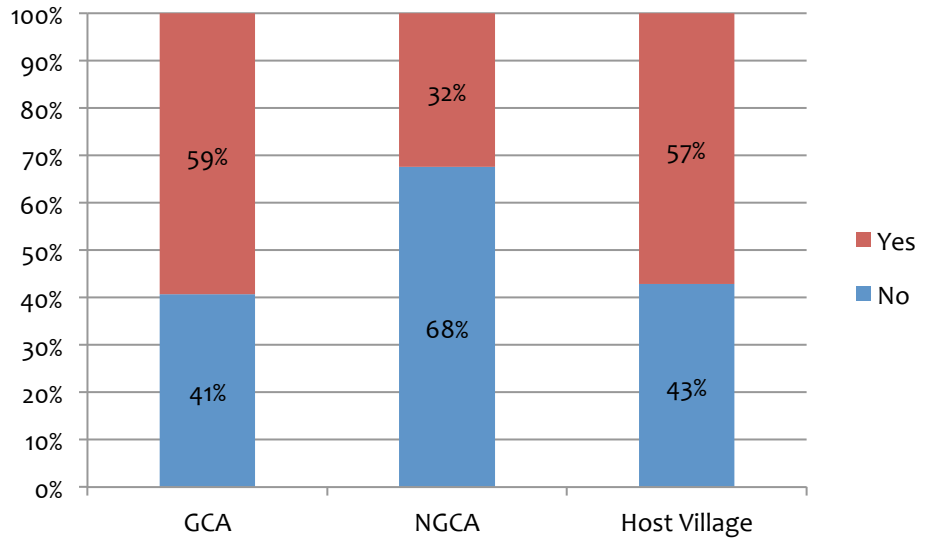
A quarter of households reported that one or more members had taken an HIV/AIDS blood test. Of those willing to disclose the results, the proportion of households with at least one member testing positive for HIV/AIDS was 79% in GCA and 64% in NGCA.

Have you or any of your household members taken an HIV/AIDs test?	GCA	NGCA	Host Village
No	75%	75%	77%
Yes	25%	24%	23%
Do Not Know	0%	1%	0%
Total	100%	100%	100%

Total number of members testing positive for HIV/AIDS	GCA	NGCA	Host Village
0	21%	36%	8%
1	42%	27%	47%
2	22%	23%	27%
3	4%	5%	10%
4	5%	3%	4%
5	4%	5%	0%
6	2%	0%	4%
7	1%	0%	0%
8	0%	0%	0%
Total	100%	100%	100%

Access to treatment for HIV/AIDS and chronic illnesses is more difficult in NGCA, with 68% of respondents saying they did not have access to such treatment, compared to 41% in GCA. Although the health department of the KIO is stepping up efforts including building hospitals in Laiza centre, the gap in unmet health care needs in rural communities and camp areas is still wide.

Have you or any of your family been able to access health services for HIV or other treatment for chronic diseases?



4.17. Protection

The lack and loss of livelihoods in communities has a catalytic effect on human trafficking, forced and early marriage, drug abuse and domestic violence The lack of livelihoods in local areas force males to leave their communities for work and migrate to areas where they are prone to high risk environments for drug abuse, forced recruitment and their personal safety and security.

A. Access Restrictions

When questioned about access, some issues were reported with accessing places of work. The most common reasons given were fear of personal safety in GCA, and poor road conditions in NGCA. The fact that more access issues were reported for work reflects patterns in which males are travelling longer distances outside the camps in order to try to find work, making it more likely that they will encounter problems.

During the past 6 months did you or any of your family have difficult accessing the following…?								
	Workplace		Market		School		Health facility	
	GCA	NGCA	GCA	NGCA	GCA	NGCA	GCA	NGCA
No	83%	82%	97%	88%	96%	93%	98%	91%
Yes	17%	14%	2%	9%	4%	4%	2%	6%
DNK	0%	3%	0%	3%	0%	3%	0%	3%
	100%	100%	100%	100%	100%	100%	100%	100%

Main reasons given for difficulty accessing…								
	Work place		Market		School/University		Health facility	
	GCA	NGCA	GCA	NGCA	GCA	NGCA	GCA	NGCA
Access Restrictions	19%	21%	9%	12%	11%	7%	9%	0%
Fear of Personal Security	39%	16%	17%	8%	18%	21%	9%	4%
Poor Road Conditions	13%	45%	10%	55%	27%	59%	7%	76%
Lack of National Registration Card	3%	2%	0%	3%	0%	0%	0%	0%
Land Mines/Unexploded Ordinances	1%	2%	0%	0%	2%	0%	0%	0%
Presence of Armed Forces	9%	5%	0%	12%	0%	7%	0%	0%
Threat of sexual assault	0%	2%	0%	0%	0%	0%	0%	9%
Other	15%	7%	64%	9%	42%	7%	74%	11%
Total	100%	100%	100%	100%	100%	100%	100%	100%

B. Human Trafficking

There is general recognition among civil society organisations that human trafficking, linked with forced marriage, is a problem among families in desperate economic situations. One key informant noted that the patterns are changing. It used to be young girls who fell victim to traffickers, but these days the victims include women in their 30s and they are often trafficked by people who are close relations. According to one key informant, a community-based network exists with reporting mechanisms to the KIO; and there is a network of Kachin families in China working to detect trafficking and conduct search and rescue operations for women who have been trafficked. Focus group discussions revealed that women are most vulnerable around border areas where Chinese police are present, in addition to when they are working alone or anonymously on their farmlands.

C. Forced Recruitment

Key informants from civil society organisations expressed their powerlessness in preventing or protecting families from forced recruitment. One key informant stated:

"What can we do? They have guns."

Community based mechanisms are almost absent. Camp managers issue letters certifying the status of a person as an IDP and where they come from but it only provides a small measure of protection. One camp leader recounted that there was a case of a 50 year-old man who was forced to work as a porter for the Tat Ma Daw. The camp management committee sent a letter of complaint to the government but there was no response and no information that anyone was held accountable.

In NGCA it was also reported that working in extraction mines were areas where boys and men were particularly vulnerable to forced recruitment by armed forces. One key informant reported that the KIA are aware of the laws protecting civilians but forced recruitment remains a risk and a high concern for families whose male members go to work in the mines.

D. Forced and Early Marriage

There was a variety of attitudes towards forced and early marriage among different key informants. The socially acceptable age for marriage is 18 years of age for both males and females. The lack of sexual and reproductive health education and access to contraceptives results in unwanted teenage pregnancies. Since having babies without a husband is socially unacceptable, the solution is for youths to marry early. One male key informant reported that if the male refuses to marry, compensation is provided but that this was not the solution.

E. Domestic Violence

Interviews with male camp leaders reveal a weakness in reporting and referring survivors to services. If addressed at all by the camp leaders, the camp committees resolve the problem through a traditional practise in which a contract is drawn between a couple agreeing the abuse will no longer occur. In one camp a particular problem was unresolved through the traditional justice system, and the woman approached the government women's affairs department to seek divorce or separation from her husband. In one case, the woman stayed in the camp with the children while the husband left, while in another case, the husband stayed in the camp while the woman and her children left to live with other family members. One key informant reported that:

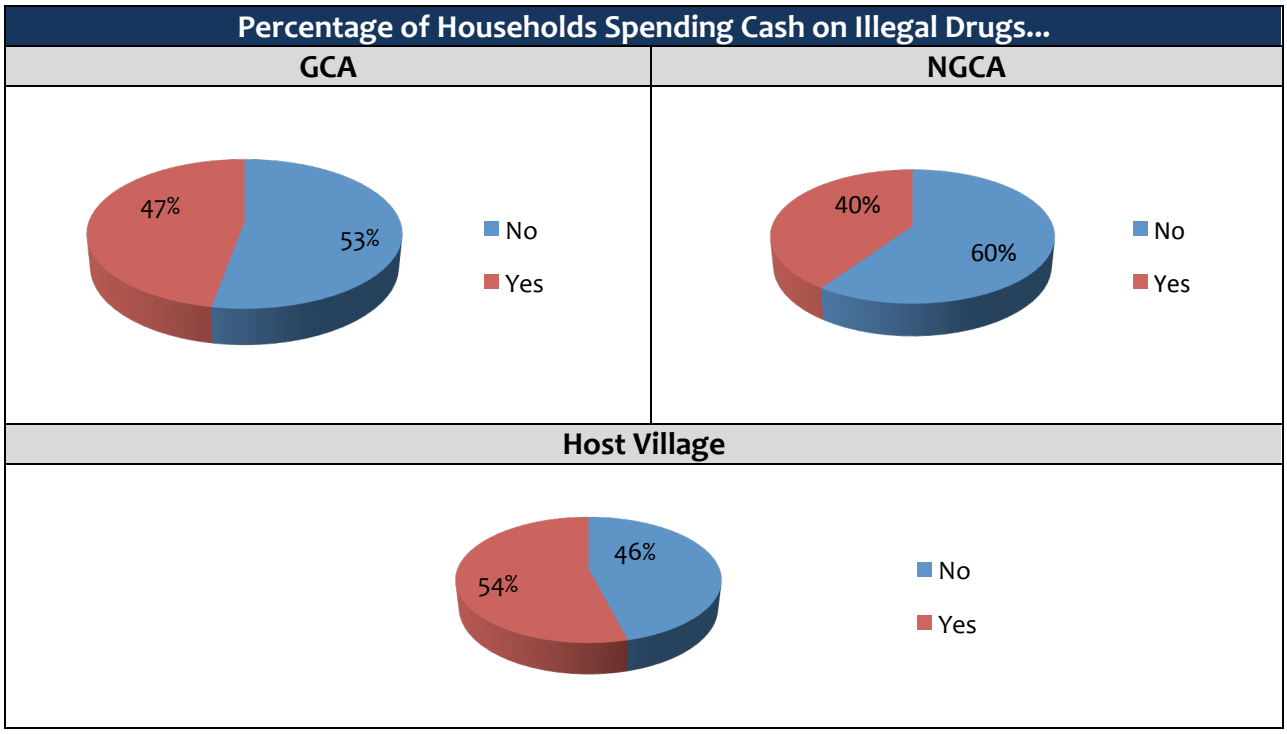
"Stressful living conditions and alcohol abuse among men is the source of domestic violence. Domestic violence unless it is obvious or severe is unreported and ignored by the community."

Referring to NGCA, one male key informant reported that most cases of domestic violence concern rape and are largely ignored by the community or dealt with by forced marriage. The Kachin Women's Association in NGCA are vocal on campaigning against sexual violence and will refer women to the judicial committee if survivors seek redress; however, in most cases survivors do not seek redress. In the past, when women sought redress, cases were handled by men who lacked the sensitivity or skills to manage them. The judicial committee's approach has since reportedly changed to one that aims to protect rather than accuse survivors.

F. Drug Use

Across the population regardless of population status, there is evidence of significant substance abuse (at least 40% of households). It is likely that these figures are underreported and do not reflect the actual number of drug users per household. Both the lack and loss of livelihoods in Kachin and Northern Shan have been attributed to a breakdown in family structures as men migrate to look for jobs away from home; including at the mines where men and boys become more prone to drug abuse away from family and social support systems.

Lower levels of drug expenditures were found in camp populations compared to host villages. This is likely to be a result of restrictions and measures introduced and upheld by camp committees.



Key informants raised the issue that the anti-drug campaign has taken a violent and abusive turn in both NGCA and GCA. Referring to GCA, one key informant reported that while visibly effective in cleaning up the streets, he objected to the approach the movement has taken and said the following:

"The community based anti-drug movement… it is very good but their objectives have changed and they are becoming abusive and violent."

One key informant referring to the drug campaign in NGCA reported the following:

"KIO sees drugs as a problem which needs eradication. When we deal with the drug patient, we should not deal with them, the same as the syndicate. Drug users are the patient and syndicate are the businessmen."

Both key informants stated that addressing the problem by reaching out and rehabilitating drug users is more preferable than criminalizing them as an approach to dealing with the problem in communities. Social norms around women's roles also make it difficult to address the problems of drug use among females. One female camp leader noted that outreach to women who use drugs in camps to access rehabilitation services was difficult; the scale of the problem is unknown and female users are largely hidden amongst the population.

G. Access to Justice

When disputes arise among and between IDP families, the families will first try to resolve the dispute themselves. The first points of contact if the dispute remains unresolved are the camp wardens. If the camp wardens are unable to resolve the problem, then the case is taken to the camp committee or camp leader. If the case still remains unresolved then the families are directed to the church. In some cases, families will bypass the other mechanisms and go directly to the church to resolve problems. In GCA the police were never called upon to resolve a problem nor were there any reported cases of households using the formal justice system.

In the NGCA, a judicial system is in place. While there is no court at the village level, the village council have some limitations on the extent in which they can judge over family issues or criminal cases. There are judicial court offices at village tract level which have been given some power to judge, fine and sentence but they also have a provision that if the applicant is unhappy with the judgment, they can also file a case at the upper court level - the central judiciary office which holds the power to make a final decision. From the central court, there is also a process of appeal tothe Kachin Independent Council, the supreme body. Currently, the law in which judgements are ruled are vague but is said to be rooted in colonial-era British law.

H. Missing Documents

Missing documents are an issue only for a minority of the population, as on average around 90% of people have their registration cards, national identification cards and birth certificates. For the remaining 10%, the lack of documentation poses clear protection concerns in terms of a threat to personal safety due to being unable to provide identification on request. Lack of documentation could also prevent population from seeking access to basic services or redress and compensation for losses in future.[1] For those living in NGCA, renewing or replacing documents is a challenge as it requires travelling to GCA, and movement between NGCA and GCA is restricted.

Are any members missing the following documents?						
	Registration Cards		National Identification Cards		Birth Certificates	
	GCA	NGCA	GCA	NGCA	GCA	NGCA
Not Missing	89%	85%	91%	86%	87%	85%
Missing	10%	12%	8%	11%	8.5%	12%
DNK	1%	3%	0%	2%	4.5%	3%
Total	100%	100%	100%	100%	100%	100%

[1] Source: Protection Analysis of Kachin and Northern Shan, 2015. Unpublished

5. INSTITUTIONAL CAPACITIES TO DELIVER SERVICES

5.1. Local Organisations

Established with the initial objective of supporting community development in Myanmar, in 2011 local organisations' operations became reoriented to respond to the emergency needs of the population. Churches were the first point of refuge for many populations and as such, local faith based organisations became the main service providers for the displaced, building on their long term outreach and access to the communities.

During key informant interviews, grievances were raised that the relationship between the international community and local NGOs is one of convenience rather than partnership. Local organisations' perception was that while they did most of the humanitarian leg work delivering assistance to communities, there was little or no transfer of knowledge or capacities by international organisations. International organisations were perceived to swallow overhead costs, to create an unnecessary level of hierarchy between donors and aid agencies, monopolising relationships with donors that local organisations could otherwise have benefitted from. While the humanitarian coordination mechanism was welcomed, local organisations expressed a need to go beyond convening coordination meetings, to a mutually beneficial partnership where international organisations also worked towards building the capacity of local organisations to deliver services in the event international organisations phase out.

In an effort to strengthen the leading role of local organisations in relief services the Joint Strategy Team (JST) was created, with representatives from the Kachin Baptist Convention, Kachin Relief and Development Committee, Karuna Myanmar Social Services, Metta Development Foundation, Shalom Foundation, Wunpawng Ningtoi and BRIDGE, and developing a two-year strategy for 2013 – 2015. As the crisis enters its fifth year and a ceasefire agreement between the KIA and the Myanmar government remains elusive, it is unlikely that local organisations will cease relief service provisions in the near future. Cuts in emergency donor assistance however also require that these local organisations prepare for a shift towards a long term programmatic approach relevant to the needs of the affected population. The following section outlines the capacity gaps identified by local organisations for the delivery of services in the future.

5.2. Engagement with Government Authorities

The relationship between government authorities and local organisations was mixed. While some organisations perceived relationships with the government as positive, others perceived it to be more challenging. Local NGOs gauged their relationship with the government by the number of incidents in which humanitarian access was impeded to non-government controlled areas. Key informants claimed that despite having authorisation letters from the State Chief Minister granting them access, they were often prevented or

restricted from passing. They perceived that State level government had little authority over decisions regarding access, and that advocacy for humanitarian access is more effective when directed at the Union level authorities. Organisations that reported a positive relationship with the government both at Union and State level attributed it to greater levels of dialogue and engagement; and to adopting a less hard line approach to advocacy to a more humanitarian principled approach. Organisations who took this approach recognised that it potentially undermined other organisations' relationships with the government and reduced their access, as well as potentially reducing their humanitarian space.

The assessment was conducted at a time when there were high expectations that the KIA would be party to the signing of the NCA leading to progress in peace talks and the eventual return and resettlement of IDPs. At the time of the interviews, local organisations did not perceive an eventual transfer of responsibilities of relief services to the government. Lack of confidence and mistrust in the government's will to work in the beneficial interest of the Kachin population was repeatedly expressed. One director of a local organisation operating solely in non government controlled areas stated:

"Even if the government brings goods or assistance to the IDPs the KIO won't accept for them to come into their controlled area because they will say, you tortured me, you killed me, you attacked and now you're bringing both the carrot and stick, how come? If you bring the carrot… ok if you bring a stick ok… but why do you bring the two…"

A director of another organisation said that it was too early to imagine a scenario in which the government took over responsibility for relief efforts, at a time when the present population are still affected by the conflict. They noted that:

"In future, even if the government takes over relief services, there will always be a space for civil society organisation as a check and balance on the government."

Local organisations' engagement with the Relief and Resettlement Department (RRD) of the Union Government is limited to informing the department about their activities and conducting advocacy on the issue of resettlement. Dialogue on return and resettlement plans with RRD takes place through the Joint Strategy Team. Although some organisations recognise that the RRD is open to coordination, they do not try to foster a close working relationship with the NGOs. One organisation attributed this to the departments' lack of funding which was confirmed by interviews with the RRD Director. Others admit that the long history of conflict with the government has strained the relationship with NGOs. Referring to the Durable Solutions Framework, there is a fear that civil society organisations will be left out of the relief and resettlement plans in favour of an increase in the role of the government.

"JST has to be included from the beginning. We were provided with the draft document. Agencies that were given priority were the government. Of course, the government needs to be involved, but the situation with the government has always been a problem. It can also jeopardize the work that we do especially when the government is given a stronger decision making role."

5.3. Engagement with the KIO and the IDPs and Refugees Relief Committee

The IDPs and Refugees Relief Committee (IRRC) of the KIO functions with the dual purpose of an official coordinating body for relief services and camp management in non government controlled areas. Local organisations' engagement with IRRC is limited to informing or requesting formal permission to deliver assistance in NGCA. One organisation director stated that there was a lot of room to improve both local and international organisations' engagement with the IRRC and suggested the following:

"[The IRRC] do not have a separate plan for return and resettlement but they have their humanitarian principles and they share the JST's plan on how they would like to see return and resettlement... before we go ahead with a plan, I would like to see more sessions where we can brainstorm, deliberate and have a dialogue together."

Many IDPs in NGCA fled from areas of conflict between KIO and Government forces in order to seek refuge under KIO protection. It is the aspiration of the KIO to take responsibility for delivering services in Kachin State in the future. It is therefore imperative that the international community and local organisations establish a joint mechanism involving the KIO and the Myanmar government. One key informant reported that the international community is perceived as reluctant to engage with the KIO and that when they do engage they are seen as doing so in order to pursue their own individual agendas. The informant concluded:

"We are really concerned that every agency has their own plan of how they will implement return and resettlement. There should be a distribution on who does what and which roles. All the programmes should support the peace process. We also have to avoid a chaos of NGOs competing with each other."

5.4. Institutional Capacities of Local Organisations

Having responded to the emergency needs of the displaced population in Kachin and Northern Shan States for the last 4 years, the large majority of organisations have been dependent on short term emergency donor funding through international partners. As such, local organisations repeatedly expressed that their organisations have been negatively affected by the cuts in humanitarian assistance.

Local organisations face a high staff turnover as they often struggle with the demands of delivering emergency assistance. In addition, retaining staff in the long term is a challenge with the lack of financial continuity. Although human resource policies and recruitment processes within organisations can be weak, the unpredictability of the conflict and inability to compete with international agencies' salary scales poses further challenges to recruiting skilled and experienced staff.

The reliance on short term funding has also limited the transfer of knowledge and skills between international organisations and local organisations' programmatic approaches. Monitoring and evaluations are either conducted by the international organisation themselves or international external consultants, with limited involvement of the local partners. This has meant that local organisations are removed from the practise of programme learning.

The lack of local staff capacity to gather evidence and needs based information for programme planning was also identified as a key gap. As a result, most local organisations fail to strategically plan programmes beyond one year and little foresight is given to how these organisations plan to position their operations in the long term and secure funding.

Needs assessments are generally conducted at community level through Camp Management Committees or through church leaders and this level of the community's participation was considered adequate. Each camp has a 3Ws matrix organised by the camp committee in which organisations can access to identify gaps in emergency needs and respond accordingly.

There was an apparent reluctance to move towards a needs based targeting so as to graduate households from dependency on emergency assistance. Despite this, some organisations have taken steps towards livelihood programming. However, there is a lack of coherence on assessing livelihood needs and the methodologies for monitoring and evaluating on how relevant or effective the livelihood activities are in generating wealth for households.

5.5. Government Engagement with Local and International Organisations

Government heads of departments recognised after a long history of centralised authority and decision-making, that there is a need to improve and introduce participatory approaches in development planning. The RRD recognises the importance of civil society organisations in supporting data collection, the delivery of assistance, their outreach, knowledge and trust of the communities. Staff capacity and limited budget allocations are given as the main constraints in delivering assistance to the population. In its current state, the RRD views the role of civil society as complementary to their own role particularly in meeting gaps that they are unable to cover and accessing non government controlled areas.

There is potential for the international community to nurture this relationship between the RRD and local organisations rather than creating additional layers and hindering the engagement of civil society organisations with government counterparts. One staff of a civil society organisation reported the following:

"The return and resettlement strategy [of the Joint Strategy Team] was presented to the central committee of KIO and they fully endorsed the plan. When the time comes we have to coordinate with national level. At national level we were told [by the government] to coordinate with [unnamed UN agency] and the government will instruct at state level..."

While the director of the Relief and Resettlement Department believed the relationship between the international community and the RRD was positive, the Director of Planning believed that coordination could improve and suggested the following:

"There would be better coordination between NGOs, international community, government and faith-based organizations if coordination meetings were held every 3 or 6 months."

Indeed at Township, State and Union level, the RRD has reported that they have developed a plan for return and resettlement and that improved transparency and coordination is needed to ensure the participation of all concerned parties (civil society, government and KIO) in the plan; but also most importantly, that the plan reflects the aspirations and desires of the affected population.

There is also recognition from both local NGOs and government, that the presence of international community is needed. Both local NGOs and government believes that the international community currently has a role to play in imparting the skills and knowledge to local government and non government counterparts for service delivery in the future. According to the government authorities, only when livelihoods and the security situation have stabilised after one or two years should the international community phase out its role. Both the RRD and the Director of the Department of Planning stated that in the event the international community phases out its role, they are prepared to take over.

For local NGOs in particular, the international presence is important as a witness to rights abuses. However, local organisations repeatedly expressed a desire that the international community take a stronger advocacy role with the government on issues of human rights in order to add their voice and support.

6. CONCLUSIONS

With no imminent signs of a ceasefire agreement between the conflicting parties in Kachin and Northern Shan, plans for return and resettlement remain on hold. It is crucial that relief agencies take steps forward to provide a dignified form of assistance; one that promotes the self-reliance of IDPs.

The impact of the conflict on the livelihoods of these IDPs has been significant. The livelihood profile of IDPs and Non-IDPs is complex and varied. Around 21% of the population are economically inactive, and as much as a third are engaged in unofficial, informal, casual work. Of the identifiable income-generating activities, skilled and unskilled agricultural wage labour is the most common. Males especially are being forced to travel further and for longer periods in order to find work. However, the Non-IDPs living in host communities are as affected as IDPs by a labour market characterised by seasonal casual employment.

For the Poor and Middle Wealth groups, immediate cuts in emergency assistance would be detrimental to their food security. Short-term assistance should be complemented with longer term livelihood assistance to promote IDPs' exit out of aid dependency. Targeting assistance based on needs rather than status is imperative. In camps, the involvement of the affected communities is needed to make sure that the provision of aid is transparent and social tensions within camps avoided. In areas where markets are available, mainly in urban settings, cash transfers appear to be the most appropriate form of short term assistance. Evidence shows that households prioritise food and non food needs at different times. While household expenditures on illegal drugs is a concern for cash transfers, it is as much a concern in distributing in-kind food and non-food items as households will resell assistance they receive for cash.

Coping strategies among IDPs in the Poor wealth group are overstretched. Recovery initiatives are only possible by accessing stable employment and livelihoods. The degree of economic vulnerability among the population also lowers with increased access to land and assets; exemplified in the lower rates of poor wealth groups among host communities as compared to the camp population. In the short term, securing access to temporary land for households to resume farm activities could contribute to building their resilience. In the long term, ensuring access to cultivated land in their place of origin for those who previously relied on agriculture land; securing land registrations will be crucial upon their return or resettlement.

As the lack and loss of livelihoods perpetuates issues of protection, community based mechanisms is insufficient to address the root cause of the problem. Enhanced access to justice for civilians necessitates respect for human rights and international humanitarian law by all armed forces and impunity for the violation of these laws should be tackled. They are the first step in building confidence towards peace and reconciliation.

In the current political environment, impartiality is key to ensuring early recovery programming integrates peace building efforts. It requires increased efforts by the international community and national NGOs to ensure that the KIO is equally included and supported in all decisions regarding current relief service delivery and future return and resettlement plans.

7. RECOMMENDATIONS FOR FUTURE ACTION

7.1. Overall Recommendations

A. Donors, UN, INGOs, LNGOs, government and KIO could improve partnership in the delivery of short and long term assistance that would begin to foster the building blocks for peace. Although efforts at national and regional levels are made to improve coordination, data sharing and consensus building, problems are largely caused by competition over scarce funding and questionable transparency in decision making. A true partnership model entails creating an environment conducive to strengthening trust and consensus building among humanitarian and development actors. More importantly, often those who are affected by aid policies are far removed from the decision-making process. A true partnership model is one that is accountable and engages the participation of the affected population in policy decisions which have a direct impact on their living conditions.

B. Providing livelihood opportunities, prioritizing job creation and access, focusing on youth, to create and protect employment is relevant to the needs of the camp population and its host communities. In situations of protracted conflict, relief agencies can find themselves doing more harm to the psychological and social fabric of individuals and communities when they adhere rigidly to an emergency relief model of service delivery over extended periods of time because this is the only way to fund their work. Over an extended period, a short-term relief model threatens to undermine the dignity, agency and cohesion of its target population.

The need to graduate internally displaced families from emergency assistance is more relevant today. Until such a time when the environment is conducive for private sector development, international donors are required to contribute to their fair share of funding appeals for longer term programmes aimed at creating greater self reliance. Aid should be provided impartially and based on needs.

C. Support to local and regional governance structures is needed to develop an effective social protection system. A needs-based modality for assistance involves moving away from status based targeting and blanket distribution of aid to one that looks at an appropriate package of assistance based on socio-economic criteria of households. Support and alignment with local and regional governance structures, both KIO and Union government, could pave the way for a larger social protection system; one which does not entrench the situation between GCA and NGCA.

7.2. Specific Sector Recommendations

In addition to the overall recommendations mentioned above, some broad recommendations are listed below based on the results of the assessment and the conclusions of a Myitkyina level workshop held with the participation of local and international organisations and state government officials to identify a joint response framework for Early Recovery programming:

A. Food Security and Livelihoods

- Develop a needs-based targeting system with relevant KIO and Union government departments, in addition to local and international organisations and the communities, to identify an appropriate package of assistance for IDPs.
- Where markets are available programming could be adapted to provide the target population with a more dignified form of assistance; one that allows them to make choices on how to prioritise their household needs.
- Emergency cash or food assistance should be complemented with cash grants for livelihood assistance. The cash grants should be large enough for households to invest in small businesses.
- Households considered Better-Off should be moved away from emergency food assistance to longer term livelihood assistance
- Identify common land around IDP communities that could potentially be used for farming.

B. Shelter/Camp Coordination & Camp Management/Non Food Items

- Provide temporary individual shelters (on church land or government designated land) that would allow for a more dignified and private form of living space for IDPs.
- Target new non-food items through cash or in kind assistance to the most economically vulnerable groups within the camps.
- Develop a loss and damage database for villages of origin to facilitate documentation of and compensation for losses in preparation for return and resettlement.
- Collaborate with government on minimum standards for shelter reconstruction in place of origin

C. Water Sanitation & Hygiene

- Monitor WASH running costs in camps to develop a rational mechanism for households living in camps to contribute to the maintenance of WASH facilities and water distribution.
- Establish a voucher scheme for IDP contribution to WASH facility maintenance (provision of vouchers to those who continue to need emergency assistance and graduate those who do not require emergency assistance).
- Provide technical support to local governments (municipalities) and where needed, infrastructure in place of origin for WASH facility construction.

D. Education

- Reconcile education systems across NGCA and GCA to ensure equal access to education for all.
- Provide temporary school shelters in villages with severe overcrowding in schools.
- Improve teacher student ratio in host communities.
- Provide additional tutoring for IDP children to assist with language issues and matriculation.
- Provide special education services for children with special needs.
- Include psychosocial support for teachers and students in school to reduce discrimination and social tensions between IDP and host communities.

E. Health

- Extend the coverage of quality health care in rural areas through the provision of mobile or fixed clinics, especially maternal, paediatric and geriatric health clinics.
- Assess vaccination coverage and extend immunization programme in NGCA for children under 5 years of age.
- Scale up provision of health services to people living with chronic illnesses and HIV/AIDs

F. Protection

- Build the capacity of non-state armed actors, military or law enforcement with regard to civilian protection and ensure respect for and adherence to proscriptions on child recruitment.
- Government and KIO with the support of agencies should initiate demining, mine mapping, mine marking or warning systems in places of origin as a confidence building measure for return and resettlement.
- Ensure traditional and formal justice systems respect minimum protection standards.
- Establish a formal monitoring and reporting mechanisms for protection issues that would support a legal aid and counseling system.

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