



International Organization for Migration

# IOM APPEAL (MYANMAR / RAKHINE STATE) (April 2016 - April 2018)



Flood affected family from Rakhine State roofing their house with shelter kit received from IOM.  
© IOM 2015 (Photo: IOM)

15 March 2016

**118,000**

Internally Displaced People

**416,000**

People in urgent need of humanitarian assistance

**1,300,000**

Affected by Cyclone Komen and Floods (nationally)

**Total Beneficiaries  
865,000 individuals**

**IOM APPEAL 19.5 MILLION  
(USD)  
(April 2016 - April 2018)**

**TOTAL 19.5 M**

	Protection	<b>3.5 M</b>
	Health	<b>3 M</b>
	Community Stabilisation and Development	<b>5 M</b>
	Early Recovery and Disaster Risk Reduction	<b>8 M</b>

## SITUATION OVERVIEW

Established in 1951, International Organization for Migration (IOM) is the principal intergovernmental organization in the field of migration with 162 member states. IOM promotes orderly and humane migration management globally and international co-operation on migration issues. IOM Myanmar was established in 2005, with a head office in Yangon and over 600 staff and 12 sub-offices. IOM works actively with a number of ministries and at national, state, township and community levels.

IOM has been active in Rakhine State since Cyclone Giri (2010) with emergency health and shelter support. IOM currently is active in Rakhine State in the fields of Camp Coordination and Camp Management (CCCM) capacity-building support, disaster risk reduction (DRR), WASH, emergency health, reconstruction and emergency relief, and safe migration activities. IOM Myanmar mainly works in five townships – Maungdaw, Myinbya, Pauktaw, Sittwe, and Myebon – which are the most risk prone of natural disasters and which contain the highest number of IDP caseloads.

Rakhine State is the least developed of Myanmar's 14 states and regions and is characterized by widespread poverty, weak infrastructure and a lack of opportunities for employment and income generation. This is exacerbated by the state's vulnerability to natural disasters, and prolonged internal displacement of around 140,000 IDPs as a result of communal violence. The World Bank has estimated poverty incidence in Rakhine to be the highest in Myanmar at 78% - set against a national average of 37.5% - and it is thought that some 416,000 people are in urgent need of humanitarian assistance. Many people from across all communities struggle to gain access to adequate food security, education, healthcare, clean drinking water, and other basic services. For example, it has the lowest percentage of households with access to improved sanitation in the country (48% compared to a national average of 84%), as well as the lowest primary school enrolment rate (71.4% compared to a national average of 87.7%).



## Migration context in Rakhine State



Migrant workers traveling with a truck to another place for job opportunities. © IOM 2015 (Photo: IOM)

Due to chronic poverty, lack of development and employment opportunities, natural disasters, and communal violence, people from Rakhine State are increasingly migrating to other states/regions for work as itinerant day labourers. Seasonal and temporary labour migration to other villages or towns within the state (mostly rural-rural) is also a common phenomenon in Rakhine State. Migration of landless agricultural labourers, or those with a poor quality of land, is a growing phenomenon in Rakhine State.

The inability to access basic services and low levels of socioeconomic development afflict both Rakhine and Muslim populations. As a result, many IDPs and other vulnerable people – especially in central and northern Rakhine State – attempt to flee to neighboring countries. The most recent national census confirms the high

unemployment rate in Rakhine at 10.4% - excluding the entire Muslim population – which is more than three times the national average. This has led to the migration, in particular, of many young people who wish to break the cycle of agricultural work. A recent study revealed that employment-related movement was the main reason for out-migration and that 80% of young people from Mrauk U Township have migrated. This exodus of working-age persons has led to labour shortages in some villages in particular in the farming sectors. The migration of young people is mostly financed by family members whom reportedly pay up to 800,000 kyat for brokers.

While some people migrate abroad with a passport and valid visa, the majority of migrants from Rakhine State do so irregularly, and are as such vulnerable to human trafficking and exploitation. For instance, of thousands of Myanmar nationals who were trafficked to work on foreign fishing boats in Indonesian waters and rescued in 2015, more than 10% were from Rakhine State. Although many are aware of the risks of irregular cross-border migration, they feel that they are left with no choice. In order to maximize and sustain the benefits of safe migration, a system of migration support is necessary to disseminate information on destination countries, safe legal migration channels, the risks of irregular migration, and the key skills required for seeking employment overseas.

Natural disasters and conflict also play a part in migration in Rakhine State. In 2007, Rakhine had a low rate of out-migration (31 per 1,000) and the lowest gross migration rate (36 per 1,000), mostly to other countries such as Thailand, Malaysia and China. In October 2010 Rakhine State was hit by Cyclone Giri, displacing more than 71,000 people and destroying at least 14,000 homes. Following Cyclone Giri in 2010 and the communal violence of 2012, this mass departure of Rakhine people accelerated.



## Protection



IOM assisted trafficked Myanmar fishermen for their return home. © IOM 2015 (Photo: IOM)

**\$ 3.5 million**

Funding required

Target no. of individuals:

**125,000**

The drivers of irregular migration from Rakhine State, where significant numbers from all communities have left, are not unique. The Rakhine

State Emergency Coordination Committee (ECC) recently estimated 10,000 Rakhine were leaving the state each month. Men, predominantly from central and southern Rakhine State, increasingly travel to other parts of Myanmar to work as itinerant day labourers. IOM has recently assisted a large number of trafficked Rakhine men return home safely, as many had found themselves recruited by brokers and then sold to human traffickers who exploit them as

fishermen on boats off the coasts of Thailand, Malaysia and Indonesia. In the absence of durable solutions to the IDP crisis in Rakhine State, there continues to be large numbers of IDPs are undertaking irregular maritime migration to other countries in the region, especially Malaysia.



## Protection (Cont:)

For the Muslim communities who lack legal channels for migration, many have chosen to engage migrant smugglers to assist them in travelling abroad via the Bay of Bengal. Approximately 54,000 people undertook irregular maritime journeys through South-East Asia in 2014 with the vast majority—an estimated 53,000 people— departing from Bangladesh or Muslims departing from Northern Rakhine State. The first quarter of 2015 saw 25,000 people depart from the Bay of Bengal – double the number from the first quarters of 2013 and 2014 – with an estimated 300 of these dying at sea. Human trafficking originating in Rakhine State has become an acute regional issue with migrants at high risk of perishing at sea and becoming the victims of trafficking networks. The recent crisis in the Andaman Sea/Bay of Bengal and the discovery of encampments in Thailand and Malaysia highlight the scale of the human rights abuses which migrants are routinely subjected to.

As a basis for policies addressing the drivers of irregular and forced migration, comprehensive research and data initiatives are essential to gather quantitative and qualitative data on migrants' and other vulnerable mobile populations' profiles, needs, expectations, vulnerabilities and intentions. This includes the need to gather and analyze more data on irregular migration routes as well as motivations for using certain routes over others, for example, the importance of diaspora networks and family reunification along specific corridors. Investment in better understanding of and combatting migrant smuggling and human trafficking is also paramount. In addition to adapting migration management policies to contemporary realities, combatting drivers of irregular and forced migration also needs to involve both stabilization and development programmes in source communities and along migration routes that are sufficient in scale and scope. Such programmes should target communities that face particular stresses or risks related to irregular and forced migration. The proposed approach to addressing irregular maritime movements originating in Myanmar is an integrated program that employs a 'whole of State' approach to provide support for all populations in a comprehensive way. The proposed approach is guided by the recommendations from a variety of regional dialogues. IOM will apply a phased multi-year approach including immediate, mid- and long-term interventions.

IOM is seeking to:

- **Build capacity for improved migration governance** by providing counter-trafficking training, material and equipment; providing technical advice in investigation and prosecution for law enforcement officials; liaising with Union and State governments to promote effective management of immigration and counter-trafficking efforts.
- **Collect and analyse data** that focuses on the human dimension and includes primary data collection on migrants' needs, vulnerabilities and motivations; the capacity building activities at regional and national level in data-management and evidence-based policy making; conducting a multi-sector assessment on conflict as a driver for irregular migration, including regional analysis of irregular migration flows; communication patterns, sources of information and factors influencing journeys.
- **Increase awareness regarding the dangers of irregular migration** by conducting information campaigns, including mobile campaigns and migrant response and resource mechanisms, leaflets, posters, individual counseling, community meetings, focus group discussions, online and social media projects; providing information on legal migration channels, as well as of the rights and obligations of both States and migrants; engagement with diaspora communities.
- **Enhance resource and response capacities in countries of origin and transit** by conducting capacity building activities for the provision of reinsertion and community based reintegration; conducting community stabilization programs, including attention to post-return monitoring to ensure sustainability and access to information on legal migration possibilities.
- **Direct assistance to vulnerable and stranded migrants** by strengthening access to healthcare, legal support, shelters and funding for support to Victims of Trafficking and other vulnerable and stranded migrants; enhancing resilience capacities and alternative livelihoods through psychosocial support; reintegration support, vocational training and capacity building of national authorities and other key stakeholders.





## Health



IOM providing health services to the migrant workers in mobile clinics.  
© IOM 2015 (Photo: IOM)

**\$ 3 million**

Funding required

Target no. of individuals:

**75,000**

Health services both inside and outside of the IDP camps in Rakhine are limited, particularly in northern Rakhine. Both IDPs and surrounding

communities have only limited access to basic health care services. Most women give birth at home and access to emergency obstetric care (EmOC) is severely limited. In Rakhine, U5MR (Under 5 Mortality Rate) is 75/1,000 compared with 52/1,000 nationally and the MMR (maternal mortality ratio) is 320/100,000 compared with 200/100,000 nationally. The majority of the displaced population continue to rely on essential health care services provided by

humanitarian partners due to limited access to a Government run health care facilities. There are only two hospitals in Rakhine (Sittwe and Myaung Bwe) that receive referral patients from IDP camps with Muslim populations.

In Northern Rakhine (Maungdaw and Buthidaung), access to health facilities, especially secondary, remains restricted for the local population. Access to health services requiring immediate treatment and medical management and barriers such as “out of pocket expenses” for transportation fees and hospital stay pose a huge challenge and burden for the population of Northern Rakhine. The majority of women do not seek general health care mainly because of a lack of money, distance, and transport which is related to cost and financial barrier.

IOM will build on its existing work in Myanmar and in Rakhine State to support health systems using a “whole of township” approach with a focus on supporting Maternal and Child Health and Primary Health Care approaches. This approach will not just focus on temporary service provision, but rather look at addressing chronic health system deficiencies and work closely with State and Township Health Departments, and all communities, to address critical gaps in health service availability and accessibility.

### IOM is seeking to:

- **Improve health service facilities** by infrastructure repairs and refurbishment, equipment, medicines, supplies.
- **Improve health service capacity** including training of Basic Health Staff, Volunteer Health Workers and Village/Camp Health Committees.
- **Reduce barriers to health service access** by reimbursing costs for transport and treatment, improving referral mechanisms.
- **Increase community outreach and engagement** by supporting Community Health Workers, working with Village/Camp Health Committees and conducting community health education and awareness.
- **Support Township and State Health Departments** to deliver and improve health services for all including provision of technical, material and operational assistance as required.
- **Improve data collection and monitoring** emphasising MNCH and communicable disease surveillance including supporting Early Warning and Response Systems (EWARS)
- **Monitor access to health services** among and between communities including documenting outcomes and analysing discrepancies
- **Advocate for improved health access and service deliveries** for all communities at local, state and national levels.
- **Link with humanitarian and development** initiatives including promoting multi-sectoral coordination with CCCM, WASH, Livelihoods, DRR and others.



## Community Stabilisation and Development



Migrant youth learning sewing techniques during vocational training provided by IOM. © IOM 2015 (Photo: IOM)

**\$ 5 million**

Funding required

Target no. of individuals:

**40,000**

The majority of the 140,000 IDPs who were moved to IDP camps following communal violence in parts of Rakhine State which erupted in June 2012

people have now spent over 3 years in extremely difficult conditions. The majority of Muslims in Rakhine State are awaiting citizenship verification (UNHCR estimates that more than 800,000 individuals in Rakhine State lack citizenship), they also lack even the most basic rights including freedom of movement, which effectively denies them adequate access to education, health services and employment

opportunities - including on their own land. Additionally, recent analysis of available information on affected populations in isolated and host communities indicate that as many as 36,000 other individuals have also been adversely impacted, either directly, socially or economically, with no or very limited access to basic services including markets, education, healthcare or DRR assistance to prepare for the monsoon season. Beyond the IDP caseload, an unspecified number of people belonging to families hosting IDPs have exhausted their coping mechanisms and require targeted assistance.

One of the other key elements of the development challenges facing Rakhine State is the limited scope of livelihood prospects and opportunities for income generation. This has created a cycle of food insecurity and indebtedness where food insecure households take out loans to meet immediate needs. The situation contributes significantly to the instability that constitutes a major push factor for irregular migration. Compounding the already challenging circumstances is the impact of natural disasters on livelihoods. Farmers are affected by cyclones through damage to crops/paddy fields, livestock, seeds and key assets, with the result that they often experience difficulty restarting their farming and cultivation activities. Similarly, fishermen are at risk of losing their vital equipment and having their boats damaged in cyclones or storm surges. As a consequence of these vulnerabilities, many households have come to rely on surrounding natural resources (coastal mangroves, forestry and resource extraction) to survive, thus contributing to the depletion of these important reserves. Such subsistence-driven natural resource extraction has also contributed to intra- and inter-community conflicts as a result of disputes related to logging and practices contributing to the destruction of aquatic habitats in coastal areas.

### IOM is seeking to:

- **Conducting livelihoods, market, training/skills, and agriculture assessments to identify long-term potential to build livelihoods capacity.** Conducting an agricultural assessment to identify crops, livestock and businesses around which additional income can be generated through skills training; developing a skills training package, including TOT materials, related to the selected crops, livestock and businesses; conducting a jobs and market assessment to identify main non-agricultural employers of youth and community members. The assessments will be matched with **providing quick impact grants according to the community development plan (and the newly developed or improved agricultural products)** by 'quick impact' grants to increase community resilience for villages.
- **Strengthen food security by training farmers in sustainable agricultural practices,** providing them with seeds, livestock and equipment, and lessons on irrigation and land rights. There will be a focus on income generation including skills training, business trainings, information and technical assistance relating to mangrove protection, and prioritisation of SME development. Farmer field schools will provide training to agricultural workers and other initiatives, such as seed banks, farmer cooperatives, equipment pooling, and resource centres, will improve the capacity and resilience of agriculture for the community. Similarly, there will be a focus on market access and identification of improved seeds.
- **Improve community cohesion and stability** by interlinking protection, health and disaster risk reduction related intervention into sustainable community stabilisation and community development. The intervention aims to build communities who are resilient against natural disasters, climate change, social and economic stress.
- **Support inclusive community decision making** through democratic community processes and support a lively civil society.
- **Support communities and the RSG in targeted infrastructure development,** that supports economic growth and resilience.



## Early Recovery and Disaster Risk Reduction



### \$ 8 million

Funding required

Target no. of individuals:

### 625,000

Rakhine State is particularly vulnerable to the impact of tropical cyclones – in particular the townships of Sittwe and Maungdaw. Local communities interviewed on hazards and

risks recently identified cyclones and associated storm surges as the primary hazards in the 13 coastal townships of Rakhine State. Lessons Learned from the response to floods triggered by cyclone Komen showed that the preparedness for such events is inadequate. The low development indicators and the complex humanitarian situation in Rakhine contribute significantly to the vulnerability of

local communities and thus, as seen after cyclone Giri, to the prevalence of dangerous migration patterns. Among the groups most vulnerable to the risks associated with natural disasters are casual labourers, fishermen, small farmers, widows and women, and persons with a disability. Many lose their income-generating assets and are forced to borrow money at high interest rates from predatory lenders, or migrate out of Rakhine State, leaving behind women and children to cope with further risks including displacement in an unfamiliar location, human trafficking, related exploitation, and GBV more generally.

#### IOM is seeking to:

- **Improve readiness to prepare and respond to natural disasters** by developing disaster management plans; improving evacuation strategies and analyses of risks; providing coordination and technical assistance for community-based DRR initiatives.
- **Improve construction practices for increased protection** by providing technical support; increasing skills; and advising the RSG.
- **Increase awareness and preparedness among the public** by developing and updating a DRR communications strategy; promoting positive traditional practices; and developing public education campaigns and materials. Develop early warning systems by developing training courses and early warning procedures; linking RSG agencies; and increasing use of relevant technologies
- **Increase mangrove protection on the coastline** by supporting reforestation efforts; providing training on new eco-friendly livelihoods and for officials on mangrove rehabilitation; providing technical support for the development of state-wide mangrove reforestation plan; improving community-based warning tools; and developing strategies to increase incentives for increasing and maintaining mangroves.
- **Support communities affected by natural disasters to meet immediate needs** by working closely together with partners to identify needed items for immediate relief after the impact of a disaster event; provide trainings and develop standard operation procedures on storage and release of relief items.
- **Support the RSG to develop mass evacuation strategy on State level and on micro level**, recognising the diverse risk profile of Rakhine, reaching from cyclones to tsunamis. Support communities to develop community based responds mechanisms and capacity.
- **Provide emergency prepositioning** of Shelter kits, WASH kits and family kits for 20,000 people, and support the development of 4 decentralised emergency preparedness warehouses managed by the RSG accessible by all Rakhine communities.

## Total Appeal: \$19,500,000

#### CONTACTS

Preparedness and Response Division

✉ [prd@iom.int](mailto:prd@iom.int)

☎ +41.22.717 9271

Donor Relations Division

✉ [drd@iom.int](mailto:drd@iom.int)

🌐 <http://www.iom.int>

IOM Myanmar ✉ [iomyangon@iom.int](mailto:iomyangon@iom.int)

318(A), Ahlone Road, Dagon Township, Yangon, Myanmar.

☎ +95 1 210 588, +95 1 230 1960~2 🌐 <http://www.iom.int>