

# **BURMESE BORDER CONSORTIUM**

## **RELIEF PROGRAMME**

**PROGRAMME REPORT FOR THE PERIOD  
JANUARY TO JUNE 2001**

Including

**AUDIT REPORT FOR PERIOD JULY 2000 to JUNE 2001**

and

**FUNDING APPEAL FOR 2002**

**August 2001**

# **BURMESE BORDER CONSORTIUM**

## **GOAL AND OBJECTIVES**

### **PREAMBLE**

The Burmese Border Consortium (BBC) is a consortium of humanitarian agencies developed from a consortium of Christian agencies (The Consortium of Christian Agencies) established in 1984 to provide basic food and relief supplies to 9,000 refugees from Burma along the Thailand/Burma border. The refugee population has increased considerably since that time and the BBC and other NGOs have expanded their programmes to meet their needs.

Members of the Consortium believe that all possible steps should be taken to prevent or alleviate human suffering arising out of conflict or calamity, and that civilians so affected have a right to protection and assistance. It is on the basis of this belief, reflected in international humanitarian law and based on principles of humanity, that the members of the BBC offer their services as humanitarian agencies. The BBC will act in accordance with the principles set out in the "Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations in Disaster relief (1994)"

### **GOAL**

To alleviate malnutrition and food insecurity brought about by the ongoing conflict in Burma and provide for the basic human needs of displaced persons along the Thailand/Burma border.

### **OBJECTIVES**

- To ensure that displaced persons from Burma receive adequate availability and access to food to sustain life.
- To ensure that the displaced have adequate shelter and basic commodities for survival.
- To minimise any adverse effects which the presence of refugees might have on Thai communities.

### **ACTIVITIES**

The specific activities that are undertaken to meet BBC programme objectives vary from year to year in response to the displaced situation and services provided by other organisations.

## **POLICIES AND GUIDING PHILOSOPHY**

### **NATURE OF ASSISTANCE**

- To ensure whenever possible the same level of support to all displaced persons regardless of location, ethnicity or religion.
- To provide assistance to the displaced comparable with, and not exceeding the living standards of local communities.
- To improve the availability, access and utilisation of food production capability wherever possible.

## **DELIVERY OF ASSISTANCE**

- To keep staff presence and relief assistance to a minimum in order to respect cultural identity, promote self-sufficiency and minimise aid-dependency.
- To provide assistance through representative refugee relief committees to ensure co-ordination, to avoid duplication and to enhance the capacity of community leadership structures.

## **CO-ORDINATION**

- To provide assistance in co-operation with the Royal Thai Government and in accordance with the regulations of the Ministry of Interior (MOI).
- To co-ordinate activities with agencies that provide health and education assistance through the Committee for the Co-ordination of Services to Displaced Persons in Thailand (CCSDPT) and to support these activities where appropriate.
- To work as a consortium to avoid competition and duplication of assistance between agencies and to maximise access to and use of all member resources.

## **GENDER AND EQUITY**

- To encourage the equal participation of men and women in the planning and delivery of the BBC assistance programme.
- To encourage the participation minority groups in the planning and delivery of the BBC assistance programme.

## **EVALUATION AND INDICATORS**

- To evaluate the programme periodically as a tool for improving the effectiveness of the programme and in accordance with donor requirements.
- To assess achievement of the programme goal and objectives using appropriate indicators. Where possible data will be used from appropriate sources such as nutritional information from the medical NGOs and, where necessary, BBC studies will be commissioned for this purpose.

## **PHASE-OUT**

- The BBC will assist the Royal Thai Government, Burmese authorities and International Organisations in the voluntary repatriation of refugees from Burma as appropriate and when the situation allows.
- The BBC will be dissolved when these aims and objectives become invalid because there is no longer a need for assistance along the Thailand/Burma border or when another organisation takes over the responsibilities of BBC.

## **RISKS AND ASSUMPTIONS**

- The attainment of these goal and objectives might be influenced (positively or negatively) by external factors beyond BBC's control. The presence or absence of epidemics, for example, could have a dramatic effect on the nutritional status of the population. Similarly, the policy of the Royal Thai Government towards displaced persons will have an important effect on the accessibility and level of services that can be provided. Other important factors which may influence BBC's ability to achieve its goal and objectives are Donor commitment to funding the BBC programme, the number of new refugee arrivals, foreign exchange rates and the price of commodities supplied by the BBC each year.

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## 1. SUMMARY AND APPEAL

This report describes the Burmese Border Consortium (BBC) Refugee Relief Programme during the first six months of 2001 and presents an appeal for US\$ 12.5 million for 2002.

The BBC refugee feeding caseload was 135,064 at the end of the June. This was a new all time high, representing an average monthly increase of around 1,200 per month for the period, much the same as experienced throughout the last two years. Although 1,500 of the overall 7,150 increase was due to new arrivals in the Mon/Karen sites across the border, there are probably at least this number of new arrivals in the camps in Thailand who have not registered their presence and are not included in the caseload figure.

Refugees continue to arrive because the situation inside Burma does not improve. The Burmese army is still attempting to take total control of the border areas and eliminate all armed resistance. Villagers living in relocation sites are subject to forced labour and many other human rights abuses whilst those on the run or in hiding as internally displaced are pursued, their food supplies destroyed and, if caught, shot on sight or tortured. There are tens of thousands of IDPs in the border areas and all are potential refugees.

Flight from Burma is becoming more difficult however as the Burmese Army extends its roads and patrols. Thai authorities are also still applying strict admissions criteria, rejecting all except those literally fleeing armed combat at the border. Of 23,229 new arrivals recorded by UNHCR since May 1999, the Provincial Admissions Boards have accepted only 49%. Some 5,478 have been confirmed as rejected and are slated to be repatriated. Overall, Thai policy seems to be aimed at encouraging the refugees to repatriate spontaneously to safe areas, based on a perception that the camps and assistance programmes act as a "pull factor", rather than the reality that human rights abuses in Burma create a "push factor".

The western border was relatively quiet militarily during this period, but the situation was very tense on the northern Shan border. This was due to the Shan resistance attacking alleged Wa drug operations, Burmese Army reprisals, and stand-offs with the Thai Army over border demarcation disputes and counter accusations about drug/resistance activities. The situation is now quiet but Shan refugees continue to arrive in Thailand, a new factor being the relocation of people from the northern Wa area to the Thai border displacing Shan villages.

This was the rainy season stockpiling season again for the BBC programme and also a period of intense programme development. The food consumption/nutrition status survey got underway; progress was made in putting data collection procedures in place both for the production of performance indicators and for analysis of the IDP situation; upgraded tendering and contract procedures were developed including professional quality control testing; and implementation of the 2000 fuel survey recommendations continued with a successful experiment using firewood. Negotiations were made to try purchasing vegetables from local Thai communities as a way of improving Thai public perception of the refugees.

BBC recruited two more staff to help with these tasks and now has 21 positions compared with only 14 three years ago. But the programme still remains very efficient. Administration costs are estimated at 5.2% for 2001 and total programme costs around baht 4,000, or US\$ 90 per refugee per year.

BBC experienced a serious cash flow problem for two months during the period, but projected funding levels are satisfactory for the rest of this year. Baht 545 million is currently anticipated against projected expenditures of baht 522 million and a funding target of baht 566 million including a one-month cash flow balance.

**This report presents a budget and appeal for 2002 totalling baht 565 million (US\$ 12.5 million) representing an increase of 8% over 2001.** The budget assumes that new refugees will continue to arrive at a rate of around 1,000 per month as experienced during the last two years

BBC programme costs have increased only 16% over the last three years whilst during this same period the feeding case load has increased 25%, staffing levels 50% and purchases of such items as cooking fuel and building materials by 100%. The programme is now more efficient, but the main reason for this is that prices have fallen and remained low. The exchange rate is also 15% more favourable. If, in 2002, rice prices and exchange rates returned to 1998 levels, the budget would be 665 million or US\$16.5 million, requiring another 33% increase in funding. For the moment prices and exchange rates seem likely to remain weak, but they are very volatile. These figures demonstrate the sensitivity of the BBC budget to factors beyond its control and that at some time in the near future there could be a dramatic increase in funding needs.

## **2. REFUGEE SITUATION DURING THE FIRST HALF OF 2001**

The refugee population receiving relief assistance from BBC at the end of June was 135,064, yet another all-time high, representing an increase of 7,150 since the beginning of the year. Of this increase, 1,523 was due to an annual recount of refugees in the Mon resettlement sites and the Karen camp at Htee Wa Doh across the border. The increase in the camps in Thailand was 5,627, or just under 1,000 per month. The map on the facing page shows camp population changes during the period.

### **a) New Arrivals**

The last BBC 6-month report noted that there had been a decrease in the rate of new arrivals during the previous period as compared with the past two years. It was not clear why this was happening because there had been no apparent change in Burmese Army tactics. It was surmised that seasonal changes such as heavy rains and the availability of food at harvest time might be affecting refugee flows and that increased Burmese Army road building and patrols may be restricting the refugees' ability to cross into Thailand.

The apparent lower rate of arrivals continued into 2001 but it later became clear that perhaps the real situation had not changed much at all. Human Rights abuses by the Burmese Army against villagers across the border have certainly not let up, but fleeing Burma and registering in the camps in Thailand has become more problematic. The Thai policy to accept only those "fleeing fighting" has not been relaxed and instructions have been given to camp committees not to allow any increase in camp populations. As a result, refugees tend to split up and come in small numbers both to avoid SPDC patrols and not to attract the attention of the Thai Authorities. When they do arrive, many do not register themselves for fear of being sent back. It is likely that there are at least 1,500 new arrivals in the camps not recorded in the totals shown on the map. If this is confirmed, the real rate of arrivals in the camps in Thailand was around 1,200 per month, or much the same as in recent years.

### **b) Admissions to Asylum**

As reported last time, Mrs. Ogata, then United Nations High Commissioner for Refugees, visited Thailand in October 2000 and asked the Royal Thai Government to review the process for admitting new refugee arrivals. Specifically she requested a broadening of the current admissions criteria, which is to accept only people "fleeing fighting", and a clear role for UNHCR on the provincial Admissions Boards.

There were no changes in procedure during this period and the "fleeing from fighting" criteria was applied strictly by the Provincial Admissions Boards. According to UNHCR's statistics, 23,229 persons have sought admission to Thailand since the MOI/UNHCR headcount registration was carried in May 1999, through June 30<sup>th</sup> 2001. Of these, 11,438 have been accepted (49%), 6,728 have been rejected (29%) and 5,063 (22%) still await consideration by the Provincial Admissions Boards.

UNHCR considers that the 6,728 rejected cases have legitimate fears of persecution if they return to Burma and has appealed for reconsideration of the decisions. So far 5,478 have been reconfirmed as rejected and 267 were "repatriated" last year.

The concern now is the fate of the rejected caseload still in the camps (6,461) and the growing number of new arrivals not being declared. It is understood that National Security Council policy is that all rejected cases must be repatriated, but it is not clear how or when this will be done. The current policy seems to be based on a perception that the problem of new arrivals is one of a "pull factor" due to the camps, rather than the reality of a "push factor" due to the human rights situation across the border.

### **c) No more "Incidents"**

Thankfully there have so far been no further additions to the string of unfortunate security incidents involving Burmese armed elements which began with the Burmese Embassy siege in October 1999 and ended with the shooting of 6 Thai villagers in Suan Phung District in December 2000. These incidents created a very negative Thai public perception of Burmese refugees and migrants and a tendency throughout 2000 to blame them for all of Thailand's woes.

Map with populations June 2001

The situation changed quite dramatically in 2001 when the Burmese and Thai armies found themselves in direct conflict along the northern Shan State border due to resistance activities, drug problems and border demarcation disputes (see i) below). The result was a return to old-fashioned nationalism with both Thailand and Burma recalling old enmity and blaming each other for the conflicts. Following a visit of Prime Minister Thaksin Shinawatra to Rangoon in June, the situation has become quiet again and normal diplomatic relations have been restored. But there is now better understanding of the real nature of Burmese Army activities in the border regions, a more sympathetic press towards the refugees and fewer exaggerated accusations made against them.

#### **d) Maneeloy Burmese Student Centre**

After the Ratchaburi Hospital incident in January 2000, the National Security Council decided to close Maneeloy Burmese Student Centre and resettle the entire caseload overseas. The international community responded very positively and, as of 30<sup>th</sup> June, 2,110 persons had been resettled to Third Countries. The official population was down to 377 and about half of these had already been accepted for resettlement.

It is expected that most of the residual case-load will be resettled in the coming months, but there are perhaps an additional 300 or 400 "illegal" residents in Maneeloy who are not eligible for resettlement. About half of these are UNHCR "Persons of Concern (POC)" and half are others who have sought asylum in the camp. UNHCR's position is that the POCs should be transferred to border camps whilst the others are likely to be subjected to Thai immigration law.

Unfortunately there are many UNHCR POCs in Thailand, in Maneeloy and hiding elsewhere, and many other Burmese asylum seekers who are not recognised or registered anywhere such as those in Maneeloy. At the moment there are no satisfactory solutions for these people. Many of them are ethnic Burmans who could not easily fit in with the other ethnic nationalities in camps along the border. Others have had conflicts with the leadership of communities on the border, and yet others would find survival difficult as single persons in what are largely community-based camps. It is likely that many of the "illegals" in Maneeloy will have little choice but to "disappear" as the legal caseload leaves and their support comes to an end.

#### **e) Camp relocations**

Speculation about camp relocations continued during the period but no major relocations took place:

- Although the Thai authorities have repeatedly stated that Mae Kong Kha camp will have to be relocated out of the Salween National Park no suitable alternative site has been found. Some Thai authorities are suggesting that the camp should be left where it is.
- Nu Po is on forest reserve land but there are apparently no immediate plans to relocate the camp.
- Tham Hin camp has a population density around 4 times greater than the next most crowded camp. During Mrs. Ogata's visit last October, she stated that she considered Tham Hin camp to be unacceptably over-crowded. During June there were serious outbreaks of dengue and typhoid in Tham Hin and the international community has pushed for the camp to be relocated. A potential alternative site has been identified just a couple of kilometres away but so far no decision has been made to move the camp.
- The small camp at Chumporn receives NGO assistance but the population was not registered by MOI/UNHCR in 1999. During 2000, over half of the population asked to be relocated to other camps to join family members but in June the Thai authorities stated that the entire population would be relocated to Ban Don Yang. The move has yet to take place.

However, after more than twelve months of speculation, the Thai authorities did relocate sections of Ban Don Yang camp to adjoining land away from the road that crosses the border at Halochanee, but closer, almost adjacent, to the border. The move was undertaken in spite of appeals from the Camp Committee, UNHCR, diplomats and NGOs who consider the new sections to be much too close to the border.

## Don Yang Pictures

#### **f) Ler Ber Her**

Ler Ber Her is a small settlement of displaced Karen on the banks of the Moei River who chose not to enter Mae La camp after having being attacked by SPDC/DBKA troops in 1999. BBC supported this group at a former location (Mae La Pho Hta) and, for a while, at Ler Ber Her, but withdrew support in December 2000 because of concerns about the security of this location. There was another attack on Ler Ber Her on 17<sup>th</sup> July during which the population again fled into Thailand. These people were again given the option of moving into Mae La camp but have again apparently chosen instead to move back across the river.

#### **g) Repatriation Rumours**

As reported last time, rumours of unofficial repatriation plans persisted throughout 2000, at times creating considerable tension in some of the camps. These have continued during 2001, heightened by the presence of Thai officials in both Nu Po and Mae La camps who are offering "repatriation counselling". Refugees are apparently being encouraged to return to "safe areas" and being offered cash/assistance incentives.

So far there has apparently been no direct pressure on the refugees to return and few, if any, have volunteered. However there does seem to be a political will to pursue the safe area concept. The plan seems to be to encourage spontaneous repatriation without involving UNHCR or adopting international norms for voluntary repatriation. Halochanee is promoted as some kind of "model" for these safe areas and suggestions are being made that other International Organisations such as the International Organisation for Migration (IOM) might be engaged to help provide jobs and create "self-sustaining" communities.

The problem is that, even if Halochanee could be considered a success, it was created as a result of a cease-fire agreement between the New Mon State Party resistance and SPDC. It is controlled by the MNSP and the Burmese Army has no access under the terms of the cease-fire agreement other than with approval in advance. For the Karen and Karenni there is no cease-fire agreement and the safe areas apparently being promoted are under DKBA/SPDC control. These sites would offer no security for people who might be accused/perceived as being KNU or KNPP sympathisers. The safe area proposals do not take into account the real nature of the ethnic problem in the border areas.

#### **h) Illegal Workers**

It is estimated that there are still at least a million illegal Burmese migrants in Thailand and during the first half of the year there were regular roundups and deportations through Mae Sot at a rate of over 10,000 per month. It is generally acknowledged however, that most of those deported return very soon after, if not immediately.

There are many UNHCR POCs and other unregistered refugees amongst the illegal migrants and these are particularly vulnerable during deportations. In Mae Sot though, the Immigration Authorities continue to be aware of this danger and offer UNHCR access whenever POCs declare themselves.

During this last year the Government has permitted a relatively small number of illegal migrants to register for jobs in restricted employment sectors. At the time of writing this report, this policy is under review prior to an August 31<sup>st</sup> deadline. It seems that consideration is being given to increasing the number of workers to be registered and opening up new job categories with minimum salary and employment standards. This would be welcome news to those who could benefit.

As mentioned in the last report, IOM (International Organisation for Migration) carried out an assessment of the health situation for migrant workers in 2000, in co-operation with the Ministry of Public Health and at the invitation of the MOFA (Ministry of Foreign Affairs). This assessment studied the health problems of migrant workers and the threat they represent to the Thai people, whilst at the same time recognising the contribution made by migrants to the Thai economy/society. The Royal Thai Government has recently approved pilot projects recommended by the study, providing assistance to the Thai health/community support system. Hopefully these projects will demonstrate that there are creative ways to improve the lives of Burmese in Thailand in ways that are also of benefit to the country itself.

#### **i) Shan refugees**

Although the Shan refugee situation has still not been officially acknowledged, conflicts along the Shan border early this year has brought more attention to their plight.

**IDP Pictures**

SPDC abuses against the civilian population in Shan State have been every bit as bad as in the other border states. There has been a steady flow of Shan refugees into Thailand since SPDC (then SLORC) began a major village relocation programme affecting over 300,000 people in 1996. The Shan Human Rights Foundation estimates that over 120,000 refugees have entered Thailand since 1996 and at least 3,500 new arrivals were reported in Fang District alone during the first 6 months of this year. Most of these people are living and sometimes working in the fields and orchards of the three northern-most provinces of Chiang Rai, Chiang Mai and Mae Hong Son. It is difficult for these refugees to sustain themselves as work is seasonal and often poorly paid and access to schooling and health care is very limited. They are also very vulnerable, subject to abuse by their employers, arrest and detention.

The Shan border hit the newspaper headlines in February when SPDC fired shells into the Thai border town of Mae Sai. This was a consequence of fighting between the Shan resistance (Shan State Army, SSA) and Burmese/Wa troops. Burmese/Wa troops had been repelled after occupying a base inside Thailand. The SSA had declared an anti-drugs policy and had been attacking Wa/SPDC drug routes. Thailand was accused of supporting the SSA. There followed a series of tense stand-offs in which counter-accusations flowed across an ill-defined and disputed border. This fighting resulted in another category of Shan refugees, those fleeing directly from the battle areas. There have been three or four camps each with a few hundred refugees, but these refugees return when the fighting stops.

A third and perhaps potentially much larger recent category of Shan refugee is Shan villagers displaced by people being moved from the northern Wa area in Shan State adjacent to the border with China to the Thai border opposite Chiang Rai/Chiang Mai. As many as 250,000 people are said to be scheduled to be relocated and as many as 50,000 to 100,000 may already have been moved during the last year. It is claimed that the move is to reduce poppy production near the northern Wa area and to allow the people to grow coffee and other crops in fertile areas near the Thai border. But the relocation area is also where the major Wa amphetamine factories are said to be located and land is being confiscated from local Shan villagers to accommodate the migrants. No estimates of the numbers of refugees are available yet but a large number of Shan villages is affected.

On 30<sup>th</sup> March NGOs were warned by the MOI that assistance to Shan people was not permitted but subsequently some small-scale help was requested. The issue of Shan refugees is a major concern to the local authorities affected and at least now there is more willingness than previously to discuss this issue.

#### **j) Internally Displaced**

As mentioned earlier, new refugees continue to arrive in Thailand more because of a "push" factor, due to Burmese Army abuses inside Burma, rather than any "pull" factor created by the presence of camps and access to international assistance. Most of the refugees arriving have been living for some time as Internally Displaced Persons (IDPs), trying to hang on before being finally forced to give up and leave.

The IDP situation is grim. Anything up to a million people might have been affected by village relocations during the last 5 years and hundreds of thousands have been displaced, now living in resettlement sites, or in hiding, moving frequently to avoid Burmese Army abuses. This year the Burmese Army has been ruthlessly chasing IDPs, destroying any food supplies found, shooting or torturing those caught up with. They return repeatedly to stop people from re-establishing themselves. The Karen estimate that in Karen State alone there are 120,000 IDPs in hiding or on the run. All of these are potential refugees. This does not include many more that are living under SPDC control in the resettlement sites where they are used for forced labour and otherwise abused. Many of these also find ways to escape and become refugees.

There is currently still little that can be done to resolve the IDP problem. The SPDC denies that it exists and there is virtually no access to the affected areas from inside the country. The only assistance being provided is whatever the ethnic groups themselves are able to deliver. This amounts to very little compared with overall needs. Only a change in SPDC tactics or external intervention could solve this problem and neither looks likely at this stage.

The major obstacle to addressing the IDP problem is that the situation is largely hidden and inaccessible to independent observers. However there is actually a wealth of information which has been collected over the last few years and efforts are now being made to systematically transcribe this informal information to create a computer database for analysis. Hopefully this will provide a more credible tool to demonstrate the full scale and nature of this problem and open the way to a more focussed response.

### 3. BBC PROGRAMME DURING THE FIRST HALF OF 2001

Background information on the BBC, including the organisational structure, is given in Appendix A. The relief programme is described in Appendix C.

#### a) Staffing

The last 6-month report described a number of activities for which the BBC may have to consider recruiting new staff because of increasing demands from donors for monitoring and documentation.

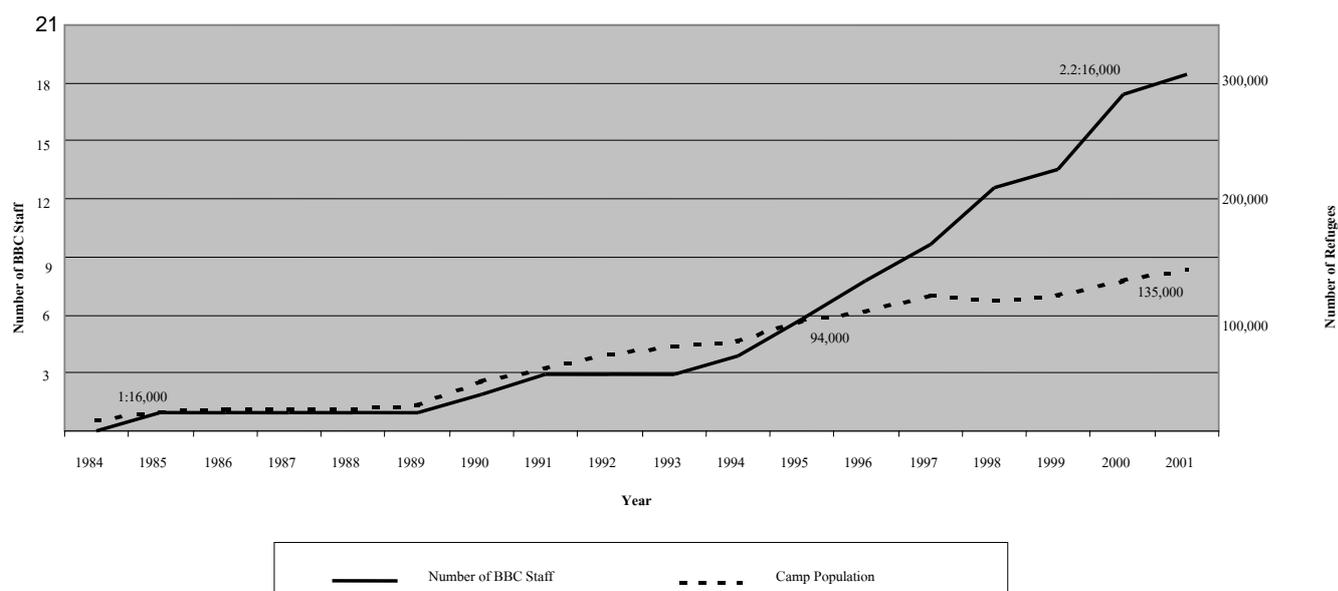
During this period two new positions were created. A Purchasing Assistant was recruited to handle all the paperwork created by introducing competitive tendering throughout the border with independent quality control inspections. And a temporary position of Data Analyst has been created to help train and set up a data bank of IDP information. This position may become permanent when the initial results of the analysis are available and ongoing tasks can be more clearly defined.

Jay Lubanski, the Project Co-ordinator, left BBC early in July. This position will not be continued as such, but it is likely that some of his tasks will be assigned to one or two new staff positions. One possibility is the recruitment of a Food Security Co-ordinator (as discussed in m below) and another possibility might be someone to cover the Shan border should the possibility of providing assistance to Shan refugees arise.

Another possibility anticipated at the time of writing the last report was that BBC would recruit Field Monitors to collect monitoring information on supply deliveries and distribution. Current thinking is that, for the time being, existing staff can undertake this task. However, this is still subject to review and if Field Monitors are required then these would likely be recruited in 2002.

Currently BBC has 21 staff (8 male: 13 female and 9 expatriate: 12 Thai) with the Project Co-ordinator position vacant. BBC policy has always been to maximise refugee responsibility for the programme and to minimise BBC staff levels. Figure 3.1 shows ratio of BBC staff to the number of refugees since 1984. Staffing levels were more or less constant at around one staff per 16,000 refugees for first 11 years, but have more than doubled to 2.2 staff per 16,000 since 1995. This was initially because BBC's workload increased significantly after the camp consolidations in 1995 when the refugees became much more aid-dependent and bureaucratic demands increased due to the security situation. But in the last couple of years the increase has been due to donor requirements for more reporting and analysis, and the production of programme performance indicators.

Figure 3.1: Ratio of BBC Staff to Refugees



## b) Rations/Nutrition

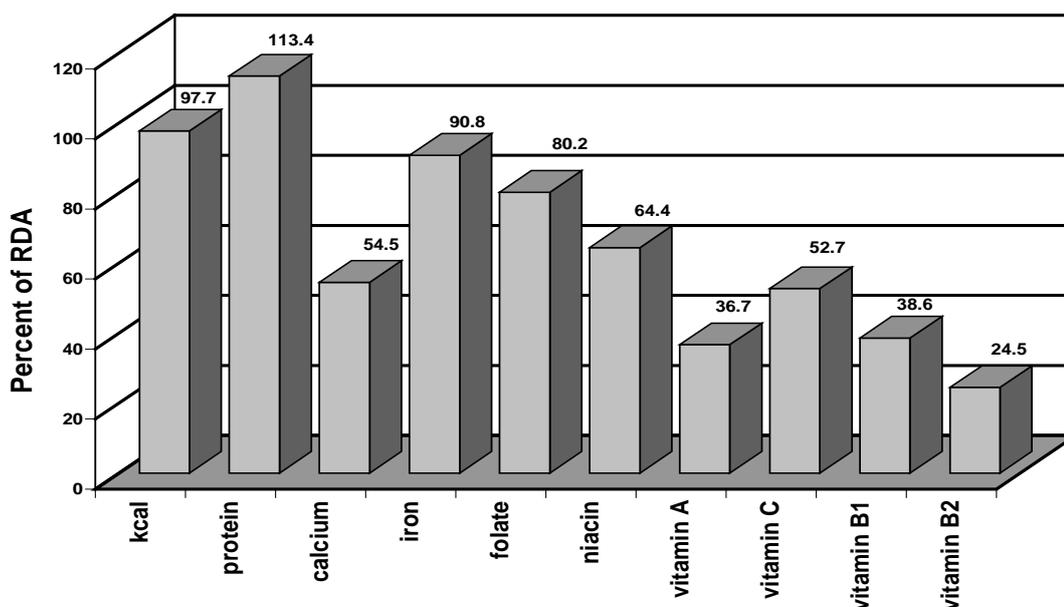
BBC recruited a Nutritionist in October 2000, who began working with the Institute of Nutrition, Mahidol University to plan a food consumption/nutrition status survey. The survey was scheduled to begin in January in Tham Hin camp but, because of the security situation, was postponed until February and the location changed to Mae La.

The survey entailed one week of detailed interviews with families on food intake and sources, as well as a clinical examination of pre-school children in the selected area. The main objective was to give factual data on what the refugees are actually eating so that any necessary changes to the basic BBC food basket can be recommended to the MOI. The survey aimed particularly to look for any micronutrient deficiencies now that the refugees have become increasingly aid-dependent. The survey was also designed to help identify health and nutrition programme indicators.

Preliminary draft results of the study have only just been received and are still being analysed. However Figure 3.2 below shows the average household intake of calories and nutrients as compared to the Recommended Daily Allowances (RDA) goals for Healthy Thais (1989). Intake includes both BBC ration foods and any other foods procured in or outside of the camps by the households.

The preliminary results indicate that average overall calories and protein intake are close to or above the RDA goals, but that other nutrients, particularly calcium and vitamins A, C, B1 and B2 are well below the goals (Vitamin A tablets are distributed to all children every 6 months but this is not reflected in the survey).

**Figure 3.2: Average Household Food Intake in Mae La Camp**



It must be emphasised that these results are preliminary. BBC will await final survey analyses and complementary data on child nutrition status and clinical examinations before considering changes in the ration or other interventions to address these issues. The food consumption/nutrition status survey will be extended to another camp, this time in Mae Hong Son province, during the second half of 2001.

## c) Indicators

BBC is committed to developing indicators to assess the achievement of its programme objectives and work began at the end of 2000. However, producing indicators for assessing all of BBC's activities will be a large task and will require putting in place many new data collection procedures. It is therefore necessary to prioritise this work at this stage. It has been decided to focus initially on producing indicators to measure the achievement of BBC's main objective of ensuring that the displaced persons receive adequate availability and access to food to sustain life. These will primarily comprise health/nutrition indicators and indicators measuring the effectiveness of the delivery and distribution of supplies.

**Food Consumption Survey pictures**

Figure 3.3 sets out a preliminary Logframe for the BBC Programme showing the priority Performance Indicators and the proposed Means of Verification. Work is now under way setting up systems to collect the various data required.

The health/nutrition impact data will come from two main sources: the food consumption/nutrition survey as described in b) above, and from the NGO medical agencies working in the camps. All of the medical agencies collect health and nutrition data, but the standard and completeness of data collection varies from camp to camp. To address this problem CCSDPT has recruited a Data Analyst to help set up a health information system for the border. The Data Analyst commenced work in July and is responsible to the CCSDPT Health Sub Committee currently chaired by the BBC Nutritionist. This database will enable regular border wide health and nutrition status reports to be written and will provide the information required for BBC health/nutrition indicators.

The delivery and distribution indicators will come from a combination of camp records, BBC monitoring records and quality control inspection results. This will involve standardising and upgrading reporting procedures border wide. This is sensitive work. The Refugee Committees have accepted the huge task of receiving, storing and distributing supplies for the last 17 years and a high level of trust has been built up with the BBC staff. It is important to maintain this sense of responsibility by emphasising that improved reporting and systems are required for the purposes of mutual accountability rather than because of any doubts or mistrust from the past. BBC is working closely with the refugee committees and new camp registers and reporting forms are being trial tested. It is hoped to have these revised and in place by the end of 2001.

These Indicators will be the priority for the rest of 2001. Indicators for other activities such as the provision of shelter and assistance to Thai communities will be developed later as time and resources allow.

Meanwhile BBC has, since mid-1999, presented statistics on the number of malnourished children receiving supplementary feeding from the medical NGOs at their clinics. Statistics for the first half of 2001 are presented in the Figure 3.4:

**Figure 3.4: Number of Cases of Malnutrition amongst Children under 5 Enrolled in Supplementary Feeding Programme: January – June 2001**

Camp(s)	Jan		Feb		Mar		Apr		May		Jun		Average		Pop <sup>n</sup> < 5 yrs	% of Pop <sup>n</sup>	
	M	S	M	S	M	S	M	S	M	S	M	S	M	S		M	S
Camps 2, 3, 5	12	-	15	-	15	-	12	-	13	-	15	-	14	-	2,552	0.54	-
Mae Kong Kha	7	-	8	-	7	-	6	-	8	-	12	-	8	-	1,956	0.38	-
Mae Ra Ma Luang	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1,246	0.01	-
Mae La	10	6	16	1	13	2	15	1	18	1	30	4	17	2	5,050	0.33	0.04
Umpiem Mai	3	-	3	-	3	-	3	-	4	-	5	-	3	-	2,151	0.15	-
Nu Po	14	-	11	-	10	-	10	-	16	-	16	-	13	-	1,148	1.12	-
Don Yang	14	-	9	-	8	-	9	-	11	-	14	-	11	-	475	2.28	-
Htee Wa Doh	3	-	3	-	4	-	5	-	5	-	5	-	4	-	213	1.96	-
Halochanee*	12	-	14	-	16	-	14	-	19	-	25	-	17	-	733	2.27	-
Tham Hin	7	-	8	-	6	1	6	-	5	-	6	-	6	-	1,106	0.56	0.02
<b>Total:</b>	<b>82</b>	<b>6</b>	<b>87</b>	<b>1</b>	<b>81</b>	<b>3</b>	<b>79</b>	<b>1</b>	<b>98</b>	<b>1</b>	<b>127</b>	<b>4</b>	<b>92</b>	<b>2</b>	<b>16,630</b>	<b>0.55</b>	<b>0.01</b>

M = moderate malnutrition (<80% WFH), S = severe malnutrition (<70% WFH)

\*BBC only provided rice at 33% full rations to Halochanee Mon resettlement camp and Htee Wa Doh

The figure shows the number of malnourished children registered for feeding at the beginning of each month in each camp. The number of (moderately) malnourished patients attending for feeding is very small, representing only 0.55% of the under 5 year old population in the camps. This compares with an average 0.7%, 1.2% and 1.5 % in the previous three 6-month periods respectively. The statistics relate only to those patients who appear at the clinics and do not necessarily give the complete picture

#### d) Gender

Gender issues have come into focus through the current series of CCSDPT protection workshops (see e below). BBC's policy is to encourage equal participation of men and women in the planning and delivery of the programme, but the camp committees remain overwhelmingly dominated by men. At one of the protection workshops attended by women's organisations, refugee committees, NGOs and UNHCR, there was no consensus on how to address this issue or whether in fact it was a priority. BBC field staff, however, has regular contact with the women's organisations and encourage visitors and donors to meet with the different groups.

Figure 3.3. Logical Framework of BBC Programme

<b>GOAL: To alleviate malnutrition and food insecurity</b>			
<b>Objectives</b>	<b>Performance Indicators</b>	<b>Means of Verification for Monitoring and Co-ordination</b>	<b>Assumptions and Risks</b>
<p><b>Objective:</b></p> <p>To ensure that the displaced persons receive adequate availability and access to food to sustain life</p>	<ol style="list-style-type: none"> <li>1. % children &lt; 5 with wasting malnutrition</li> <li>2. % children &lt; 5 with signs of xerophthalmia (vitamin A deficiency)</li> <li>3. % population diagnosed with clinically apparent thiamine deficiency (vitamin B1)</li> </ol>	<ul style="list-style-type: none"> <li>• Common data collection               <ol style="list-style-type: none"> <li>i. children &lt; 5 enrolled in supplementary and therapeutic feeding programmes (excluding new arrivals)</li> <li>ii. clinical incidence of thiamine deficiency</li> </ol> </li> <li>▪ Nutrition survey               <ol style="list-style-type: none"> <li>i. children &lt; 5 weight/height measurements</li> <li>ii. clinical examinations for vitamin A deficiency</li> <li>iii. actual nutrient intake</li> </ol> </li> <li>• Medical agency data               <ol style="list-style-type: none"> <li>i. screening and clinical incidence of vitamin A deficiency</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>- RTG policy allows appropriate level of services</li> <li>- No sudden massive influx of new arrivals</li> <li>- co-operation from medical agencies</li> <li>- Absence of epidemics</li> <li>- No camp attacks</li> <li>- People able to supplement diet, e.g., plant/forage/earn income</li> <li>- Access denied due to weather/RTG policy</li> </ul>
<p><b>Output:</b></p> <p>All the displaced persons in camps will receive basic food basket and adequate cooking fuel</p>	<ol style="list-style-type: none"> <li>1. % distribution points that are readily accessible to all recognised population recorded by camp committee and at convenient times</li> <li>2. Ration provides av. 2,100 kcals/person</li> <li>3. % recognised camp population receive the rations planned</li> <li>4. % of commodities meeting the quality specifications agreed upon by BBC and the suppliers</li> </ol>	<ul style="list-style-type: none"> <li>• Go-down locations monitored:               <ol style="list-style-type: none"> <li>i. No of refugees per distribution point</li> <li>ii. Furthest walking distance from distribution point</li> </ol> </li> <li>• Nutritional analysis of ration</li> <li>• Up-to-date population figures - registered &amp; new arrivals</li> <li>• Stock and Distribution records</li> <li>• Household records at distribution point</li> <li>• Monitor ration books.</li> <li>• Random checks on ration distributed after distribution</li> <li>• Quality – SGS reports,</li> <li>• Acceptance by camp committee</li> </ul>	<ul style="list-style-type: none"> <li>- No sudden massive influx of new arrivals</li> <li>- No camp attacks</li> <li>- Access denied due to weather/RTG policy</li> </ul>
<p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>• purchasing, delivery, distribution of supplies</li> </ul>	<p><b>Inputs:</b></p> <ul style="list-style-type: none"> <li>• funding, logistics, monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Funding receipts/expectations.</li> <li>• Tendering               <ol style="list-style-type: none"> <li>i. % of purchases tendered</li> <li>ii. Average no of bids</li> </ol> </li> <li>• Delivery – Delivery slips c/f Purchase orders</li> </ul>	<ul style="list-style-type: none"> <li>- Donor commitment to funding</li> <li>- No camp attacks</li> <li>- Access denied due to weather/RTG policy</li> </ul>

BBC's latest recruitments have evened out the gender balance within its own staff overall, but in the field there is only 1 full time female employee. The other female staff are all involved in technical support or administration.

#### e) Protection

As reported last time, CCSDPT and UNHCR jointly organised a workshop around the theme 'protection is a shared responsibility' in August 2000 and subsequently set up a CCSDPT/UNHCR protection working group including 5 NGOs (BBC, IRC, JRS, MHD, MSF). During 2001, the working group organised 2 sector specific protection workshops around the themes of 'Education' and 'Food, Shelter, Water and Sanitation' and also another workshop on 'Sexual and Gender Based Violence' (SGBV). It is planned to carry out workshops on 'Health' and 'Assistance to Communities outside Camps' before the end of 2001 and then the working group will recommend to CCSDPT how to proceed further.

Areas of concern in relation to the BBC programme are:

- Why do refugees go outside the camps (e.g., foraging for food, and income opportunities), what are the risks involved, how do they make decisions on risk taking and why the surrounding areas of camps make refugees vulnerable to abuse.
- Payment of refugee workers - is it transparent? Should it be in kind as voluntary contributions from other refugees or should it be in the form of a stipend. BBC is seeking to address this issue in its programme through the camp administration fund (see Appendix C, q).
- Potential discrimination by camp committees (e.g., allocation of land during relocations) - how to achieve equitable representation of the camp population on the camp committees in relation to gender, ethnicity and religion?

#### f) Environment

As described in Appendix C, BBC has been supplying cooking fuel and building materials since 1995 when the first large camp was established at Mae La. These supplies were introduced incrementally, but by 2000, all camps were being supplied with "full" rations of cooking fuel and, since this year, all camps have been supplied with construction materials for annual repairs to the shelters as well as to build shelter for new arrivals. These items will represent about 20% of total BBC expenditures in 2001.

#### Cooking Fuel

Since last year BBC has been implementing the May 2000 recommendations of the UHNCR consultant's review of BBC's cooking fuel supplies as set out in the last 6-month report. Progress is as follows:

Figure 3.5: Implementation of UNHCR Fuel Study Recommendations (May 2000)

Recommendation	Achieved to date	Ongoing work	Comments
1. Better Stoves	In place in MHS province	Train Karen at Karenni Stove Project	Staff to be identified to supervise implementation
2. Improve cooking methods	Not yet	Other NGOs/home visitors?	No capacity for BBC to do this
3. Family curve distribution	In place in all camps except MHS province	Introduce in Mae Hong Son province	
4. Increase avg. fuel ration	Included in family curve distribution calculation	Finished	Ration range now 7.0-8.0kg/month
5. Increase sawdust charcoal	Not possible yet. Unable to locate reliable sawdust suppliers	Continue looking through tendering process	
6a. Improve quality control - Camps	Improving camp recording systems	New forms/systems being field tested	
6b. Improve quality control - Suppliers	Supplies for Umpiem and Mae La checked by SGS.	SGS checks to be extended to all camps	
7. Introduce tendering	Tendering in place for all camps	Check capacity/products of new suppliers	
8. Investigate firewood option	Experiment ongoing in Tham Hin Camp	Trial to be extended to Karenni Camp 3 and Umpiem Mai	Target all non-stockpile camps

Most of the recommendations have now either been, or are being, implemented with the exception of extending the improved cooking stoves to Tak, Kanchanaburi and Ratchaburi Provinces. This was a task for the BBC Project Co-ordinator and BBC is now reconsidering how to implement this after his departure from BBC.

The Tham Hin firewood experiment is considered to have been a success. 50% of the camp cooking fuel energy needs has been supplied as firewood since December and this has proven acceptable to the local Thai authorities, the refugee committees and the camp population. At this level BBC can save 34% on costs as compared with supplying 100% charcoal.

However firewood is much more bulky to transport and store and much more time consuming and difficult to distribute. It is also not known whether adequate supplies are available border-wide. BBC has therefore requested permission from MOI to continue the experiment in Than Hin and to extend it to trial camps in Mae Hong Son (Karenni Camp 3) and Tak (Umpiem Mai) in November. If successful it is hoped to introduce firewood to all the non-stockpile camps at least during 2002.

## **Building Materials**

This year was the first year that building supplies for house repairs were supplied systematically to all camps, but it has proven difficult to procure adequate and consistently good quality supplies. There are many restrictions on cutting bamboo in Thailand and even though it is sourced whenever possible from commercially grown plots there are restrictions on transporting it between provinces. It is difficult for suppliers to access resources that are legal and corruption and quality are major concerns. More consideration will be given to this before the distributions are planned for 2002. More work will be done on researching alternative sources, possibly in co-ordination with the Forestry Department.

### **g) Supply Purchasing/Tendering**

Competitive tendering has now been introduced border-wide for rice, mung beans, cooking oil, cooking fuel, mosquito nets, blankets and sleeping mats which represent about 90% of all BBC commodity purchases.

During the last 6 months BBC engaged an EURONAIID consultant to help revise the language and specifications for all documents and advise on all other aspects of BBC tendering and purchasing procedures. The new documentation and procedures are now in place and hopefully meet all ECHO standards. The new procedures include advertising tenders internationally and opening all bids in the presence of a tendering committee.

The BBC tenders/contracts all the monthly supplies on a six monthly basis except for the stockpile camps where separate tenders are called for the stockpile periods. The work entailed in advertising and evaluating tenders and then contracting and supervising suppliers is extensive and the new Purchasing Assistant is responsible for co-ordinating these tasks. The Programme Administrator and the Purchasing Assistant attended an IRC training on Logistics and Procurement in July.

### **h) Quality Control/Monitoring**

In the past BBC relied on the Refugee Committees to check the weight and quality of supplies, with staff carrying out random checks and occasionally sending samples for laboratory analysis. The food basket contains every-day items familiar to all that handle and consume them. Appearance, smell and taste are generally adequate to determine quality. Refugee Committees set aside sub-standard, under-weight supplies and the suppliers willingly replaced them.

Independent quality control inspections are, however, a requirement of ECHO contract procedures and for the ECHO 2001 contract BBC has employed SGS Thailand to check all supplies. This involves checking one in ten of every sack/container of rice, mung beans, cooking oil and one in twenty five sacks (30kgs) of cooking fuel delivered to Umpiem Mai and Mae La camps. Checks are made on weight, packaging and quality as per contract.

The introduction of inspections created many logistical problems at first mainly because supplies are checked at the loading point and are normally delivered over a 3 to 5 day period depending on when trucks are available. It was not cost effective to have inspectors waiting around whilst BBC paid daily charges. But the suppliers were very flexible and most of the problems have now been ironed out. Inspections have become relatively routine, adding 1.6% to the cost of supplies. The amounts tested and the costs of testing for the first four months are shown in Figure 3.6.

**Figure 3.6. Results of SGS Quality Control Inspections, Umpiem Mai and Mae La, March to June 2001**

Commodity	Quantity Purchased	Quantity Tested	Tested	Rejected	Testing Cost (baht)	Commodity Cost	Testing %of cost
Rice (MT)	3,329	3,325	99.9%	0%	257,540	23,524,227	1.1%
Mung Beans (MT)	202	185	91.7%	0%	39,590	5,867,280	0.7%
Cooking Oil (ltr)	202,200	204,426	101.1%	0%	39,590	4,852,800	0.8%
Charcoal (MT)	1,624	1,281	78.9 %	0%	400,715	12,990,160	3.9%
Totals:					737,435	47,234,467	1.6%

- Notes:**
1. Sample tested was one in ten sacks/drums except charcoal with one in 25 sacks tested.
  2. Target was to test 100% of all deliveries. Some beans and charcoal were delivered direct to camp without checking.
  3. Cooking oil containers contain more than 200 litres as ordered.
  4. No supplies were rejected as below standard

Although most of the supplies have easily passed the checks, BBC considers them to be a useful safeguard, particularly when introducing new suppliers and for stockpiling when the refugee committees only check quality at the time of distribution. Checking every truck of supplies does however seem excessive, especially when all supplies have been found to be within specification. During the second half of 2001, BBC will therefore experiment with sample checks for all contracts in all the remaining camps for the next tender period.

#### **i) Other Administrative changes**

Apart from upgrading the tendering and purchasing procedures, BBC has for some time also been reviewing and upgrading all other forms used in programme administration. This has included adding Thai, Karen and Burmese language translations as appropriate. This work was completed during the period and all new and revised forms are now being field-tested.

Since 1999 BBC has been gradually centralising all invoice payments in Bangkok. As shown in Table 8.1a, 90% of all expenditures were paid for in Bangkok during this 6-month period, up from 85% in the previous 6 months and just 12% back in 1998.

#### **j) IDPs**

BBC recruited a temporary Database Co-ordinator from the Asian Research Centre for Migration, Chulalongkorn University in May, to assist the ethnic groups set up a computer databank of IDP information. BBC's consultant demographer returned to run a training course on data management, collection and computer entry and the Data Analyst is now overseeing the keying in of data collected over the last two years, providing additional training as required. The ethnic groups are also testing more extensive and standardised data collection forms aimed at facilitating more detailed and comparative analysis.

It is hoped that some preliminary analysis of past data will be available by October and also some feedback on the effectiveness of the extended data collection forms. Once the usefulness of the databank can be assessed and the capacity of the ethnic groups to process the data is known, a strategy will be worked out to consider effective ways of using the databank for advocacy purposes.

#### **k) Affected Thai Villages**

As described in Appendix C, the BBC continues to support requests for assistance to Thai communities. Much of the support goes to Thai authority personnel involved in camp security. But BBC also supports emergency and development requests. During this period, BBC support included sports equipment to schools in Suan Phung District, support for a drug rehabilitation programme in Sop Moei, and rice for villagers affected by the location of Nu Po camp.

## Quality Control Pictures

BBC also supported TBCAP (Tak Border Communities Assistance Programme) during the last two years to carry out a survey of displaced persons living in Thai/Karen Communities in Tak Province. This survey is now complete indicating a high level of displaced persons in the 12 sample villages. It was anticipated that BBC would support TBCAP to continue with an ongoing development programme to address the needs of these communities. However, it was mutually agreed at the beginning of the year that TBCAP does not have the capacity to plan and undertake such a programme and has since closed its operation. The survey however has been useful in creating NGO interest in working with the affected villages and a number of initiatives are ongoing.

As mentioned last time, BBC has been requested to consider purchasing supplies from local villages as a way of improving relationships Thai public perception of the refugees. Whilst viewing this as potentially problematic, BBC has agreed to purchase vegetables for Tham Hin Camp from villages in Suan Phung District on a trial basis starting in July. The initial objective will be to buy 1,800 kgs of vegetables per month (1 kg per family). Only vegetables with a reasonable storage period such as cabbages, eggplant and cauliflower will be considered. The experiment will be carefully monitored and, if successful, possibly extended to other areas. If so, this would be done in the light of the findings and recommendations of the food consumption/nutrition survey.

#### **l) Safe House**

The Safe House continues to provide health care services to deported immigrants in Sangklaburi. Whilst patients are still referred there for recuperation purposes, the Safe House Manager and her five staff and mainly occupied providing services to the chronically ill. The appropriate medications introduced by the consultant psychiatric nurse have provided more stability for the patient's conditions and community activities have become participatory. Patients learn to weave, sew, garden and look after themselves. Continued improvements to the infrastructure have also helped to ensure that women patients are more secure. Their dormitory is now secured at night and indoor bathroom facilities are provided.

The local Thai authorities have become more active in the Safe House's activities. A local police intelligence officer has offered his services to help locate the families of any Thai patients at the centre. He has already located the sisters of one of the long-term patients. The patient was reunited with his family, who had given up all hope of ever seeing him again. They were extremely grateful to the Safe House manager for the compassionate care she had provided their brother. The Army manning a nearby checkpoint has also become involved in the Safe House programme by assisting in setting up fish ponds at the centre, providing an alternative source of income and food.

#### **m) Food Security**

At the beginning of 2000, MOI introduced a new policy of encouraging NGOs to support projects enabling refugees to grow vegetables and livestock for their own consumption. Previous to this seeds had been distributed as requested and some small agriculture initiatives had been undertaken in some camps, but this new policy enables a more comprehensive approach. During the last year a number of NGOs have set up training courses and small agriculture support projects in a number of camps.

With increased focus on the nutritional status of the refugees and results beginning to emerge from the food consumption/nutrition survey, BBC is considering how to effectively support food security activities as a way of supplementing BBC rations and targeting any identified micronutrient deficiencies. BBC is currently collecting information on all agricultural activities being undertaken in each camp by NGOs and refugee communities.

It has been suggested that BBC should assume a co-ordinating role, possibly recruiting a Food Security Co-ordinator. The Co-ordinator would help identify potential food security projects and support border wide distributions of such items as seeds and fruit trees. Ongoing BBC policy and activities will be agreed during the second half of 2001.

#### **n) BBC Advisory Committee**

The BBC Advisory Committee visited the programme and met with the BBC Board and management in March. From a list of suggested issues, the AC chose four areas to make recommendations on; Visibility; IDPs; Budget, Finance and Governance; and Advocacy. Their report was sent to all Donors in April. Visibility is mentioned below and this, with IDPs and Advocacy, will be discussed with at the Donors Meeting in October.

One issue presented was the possibility of strengthening the Board by electing “outsiders” with specific skills such as Finance or Secretary. This is currently under consideration and will be discussed by the Board during the second half of 2001.

#### **o) Visibility**

In April, at the suggestion of the BBC Advisory Committee, the BBC Board adopted a formal “visibility” policy which is set out in Appendix C. This is in effect an “invisibility” policy reaffirming BBC’ longstanding policy of maintaining a low key, anonymous profile on the border.

Meanwhile, to comply with ECHO grant requirements, BBC has for the first time ever printed ECHO logos on all rice, mung bean, cooking oil and cooking fuel sacks/containers supplied to Mae La and Umpiem Mai camps under their contract beginning in March. Although this was logistically difficult to introduce and resulted in changing the packaging of rice and mung beans to polypropylene sacks rather than the traditional jute sacks, this is now being done relatively easily and at negligible cost.

Although it is logistically feasible to print logos for one large donor where all of a certain community is being covered by their grants it would be quite impossible to print logos for a multitude of different donors all covering varying percentages of the purchase costs of each commodity. Visibility policy will be discussed at the October 2001 Donors Meeting and BBC hopes that the Donors will be able to accept the Board policy.

#### 4. 2001 EXPENDITURES COMPARED WITH BUDGET

Actual programme expenditures for the first half of 2001 compared with projected expenditures for the year presented in the last (February 2001) six-monthly report are set out below. This projection assumed an average (mid-year) refugee population in Thailand of about 121,000 and average prices experienced during the second half of 2000 (rice price baht 750 per sack).

Item	Revised (Feb) 2001 Budget (baht)	Quantity	Actual 6 month Expenditures (Baht)	Quantity
<b>1. RICE</b>	<b>231,600,000</b>		<b>125,894,776</b>	
Rice (100 kg sacks)	231,600,000	309,000	125,894,776	171,991
<b>2. OTHER FOOD</b>	<b>113,400,000</b>		<b>66,265,663</b>	
Fish/Prawn Paste (kgs)	13,200,000	1,101,000	8,558,681	724,875
Salt (kgs)	2,600,000	480,000	2,002,934	353,869
Mung Beans (kgs)	40,900,000	1,635,000	25,787,959	936,272
Cooking oil (lts)	39,700,000	1,368,000	19,711,313	720,361
Chillies (kgs)	8,600,000	147,000	4,672,275	78,555
Sardines (kgs)	1,400,000	34,000	2,024,132	41,135
Supplementary Feeding	7,000,000		3,508,369	
<b>3. RELIEF SUPPLIES</b>	<b>103,000,000</b>		<b>54,729,809</b>	
Cooking Fuel	88,900,000	10,455,000	46,354,543	5,493,495
Firewood			581,522	1,208
Mosquito Nets	4,700,000	45,000	4,741,254	44,687
Blankets	6,300,000	76,000	10,355	109
Mats	3,100,000	33,000	3,042,135	32,312
<b>4. MEDICAL</b>	<b>4,500,000</b>		<b>2,768,596</b>	
Medical	4,500,000		2,768,596	
<b>5. OTHER SUPPORT</b>	<b>48,500,000</b>		<b>27,879,828</b>	
Misc./Emergency	30,000,000		5,978,795	
Building Supplies	16,500,000		20,576,033	
School Support	2,000,000		1,325,000	
<b>6. LOGISTICS</b>	<b>6,000,000</b>		<b>5,114,569</b>	
Relief Transport	6,000,000		4,441,739	
Quality Control, Consultants	2,000,000		672,830	
<b>7. ADMINISTRATION</b>	<b>28,000,000</b>		<b>9,665,806</b>	
Salaries/Office	23,600,000	Up to 22.5 staff	8,947,139	Up to 19.5 staff
Vehicle	3,900,000	13 vehicles	718,667	10 vehicles
Donors Meeting	500,000		0	
<b>TOTAL</b>	<b>535,000,000</b>		<b>292,391,047</b>	
Add Opening Stock			74,000	
Less Closing stock			27,000	
<b>COST OF SUPPLIES</b>			<b>292,438,047</b>	

The total cost of supplies in the first half of 2001, allowing for stock balances, was baht 292,438,047 (55%) compared with total expenditures of baht 535,000,000 projected for the whole year. It is normal for expenditures to be higher in the first half of the year because of stockpiling ahead of the rainy season. Food expenditures were in line with projections since refugee numbers (121,000 in Thailand at the end of June) and prices (rice averaged baht 732 during the period) were close to expectations. The only major variations from budget were under-expenditure on misc/emergency (baht 20 million was budgeted for the proposed relocation of Mae Khong Kha which has not yet happened, and over-expenditure on building supplies (this is still experimental and rations are still being increased).

## 5. REFUGEE PROSPECTS FOR 2002

As described in Section 2, the number of new refugees entering Thailand has averaged over 1,000 per month for more than two years. The number of new refugees who enter Thailand during 2002 will, as always, depend on whether the situation changes in Burma and whether Thailand continues to grant them asylum.

At the present time there is no sign of any let-up in the Burmese Army campaign to relocate villages and control the border population and there are still tens of thousands of IDPs in the border areas, all of whom are potential refugees. Although the Thai authorities are understandably reluctant to relax the admissions criteria and escape from Burma is increasingly difficult, the reality is that the border is long and porous. Refugees are likely to continue coming as long as abuses continue the other side of the border.

There is still much speculation about the nature and content of the ongoing "secret" talks between Aung San Suu Kyi and SPDC but the thorny ethnic issue has also certainly yet to be addressed. The general consensus seems to be that the whole process is extremely fragile and that it will take a long time before any real progress can be made.

The most likely scenario therefore remains one of continuing refugee arrivals. Purely for the purpose of budgeting, BBC is assuming a continuing rate of new arrivals of 1,000 per month throughout the period. This would give an average caseload (mid-year 2002) of about 133,000 in the camps in Thailand. To these can be added over 12,000 Mon refugees in resettlement camps and 1,000 Karen refugees at Htee Wa Doh across the border who will still need partial assistance. The total mid-2002 caseload is therefore assumed to be around 146,000.

As always actual events will be monitored constantly and the expenditure projections modified accordingly.

## 6. 2002 BUDGET COMPARED WITH PROJECTED 2001 EXPENDITURES

The following table presents a revised budget for 2002 compared with projected expenditures in 2001. As explained in Section 5, this budget assumes an average refugee caseload in Thailand of about 133,000 in 2002 and current price levels (with rice at 740 baht per sack).

Item	Projected 2001 Expenditures (Baht)	Quantity	Budget 2002 Expenditures (Baht)	Quantity
<b>1. RICE</b>	<b>222,300,000</b>	302,000	<b>244,000,000</b>	330,000
Rice (sacks)	222,300,000	302,000	244,000,000	330,000
<b>2. OTHER FOOD</b>	<b>114,500,000</b>		<b>134,000,000</b>	
Fish Paste (kgs)	13,700,000	1,154,000	14,500,000	1,208,000
Salt (kgs)	3,200,000	560,000	3,300,000	571,000
Mung Beans (kgs)	43,500,000	1,525,000	53,500,000	1,784,000
Cooking Oil (ltrs)	34,200,000	1,256,000	41,000,000	1,501,000
Chillies (kgs)	8,500,000	142,000	9,300,000	155,000
Sardines (kgs)	3,400,000	70,000	3,400,000	68,000
Supplementary Feeding	8,000,000		9,000,000	
<b>3. RELIEF SUPPLIES</b>	<b>93,900,000</b>		<b>82,200,000</b>	
Charcoal (kgs)	78,000,000	9,224,000	60,100,000	7,513,000
Firewood (cm)	1,600,000	3,000	9,300,000	19,000
Mosquito Nets	5,100,000	48,000	5,400,000	51,000
Blankets	6,000,000	70,000	6,200,000	77,000
Mats	3,200,000	34,000	1,200,000	12,500
<b>4. MEDICAL</b>	<b>5,800,000</b>		<b>6,500,000</b>	
Medical	5,800,000		6,500,000	
<b>5. OTHER SUPPORT</b>	<b>50,800,000</b>		<b>58,000,000</b>	
Misc./Emergency	23,000,000		26,000,000	
Building supplies	25,600,000		30,000,000	
School Support	2,200,000		2,000,000	
<b>6. LOGISTICS</b>	<b>7,500,000</b>		<b>9,000,000</b>	
Relief Transport	5,500,000		6,000,000	
Quality Control, Consultants	2,000,000		3,000,000	
<b>7. ADMINISTRATION</b>	<b>27,200,000</b>		<b>31,300,000</b>	
Salaries/Office	23,500,000	Up to 20.5 staff	27,000,000	Up to 23.5 staff
Vehicle	3,300,000	10 vehicles	3,800,000	Up to 11 vehicles
Donors Meeting	400,000		500,000	
<b>TOTAL</b>	<b>522,000,000</b>		<b>565,000,000</b>	

The revised expenditure projection for 2001 is baht 522 million (14% higher than in 2000 but 2.5% lower than projected in February). This assumes that Mae Kong Kha will not be relocated in 2001.

The revised expenditure budget for 2002 is baht 565,000,000, or 8 % higher than projected costs in 2001. This is mainly due to the assumed increase in the refugee caseload in Thailand (about 10%). The revised budget assumes that it will be possible to introduce firewood to all stockpile camps next year (saving at least baht 10 million as compared with supplying 100% charcoal), and that sample professional quality control inspections will be made for all camps. It includes the possibility of recruiting 3 new staff.

## 7. BBC FUNDING SITUATION

The first BBC Donors Meeting was convened in Amsterdam in 1996 and these have since been held annually in Stockholm (1997), London (1998), New York (1999) and Oslo (2000). The 2001 meeting will be held in Thailand.

One of the main objectives of the Donors Meetings is to raise the necessary funds for the following year based on BBC's preliminary budget, and to ensure that funds are scheduled for transfer throughout the year to avoid cash-flow difficulties. Generally speaking, the Donors Meeting on the day does not raise all the funding required, nor, indeed, solve the cash-flow problem, but it establishes the necessary parameters for BBC to follow up with the Donors afterwards.

### a) 2001 Funding Situation

BBC experienced serious cash flow problems during April and May, but funds have now been received and it is expected that there should be no further problems this year.

**Table 7** shows the current funding and expenditure projections for 2001. Total expenditures are currently projected at baht 522 million for the year and funding expectations total baht 545 million. In order to carry forward a full one-month cash flow reserve BBC would need to receive baht 566 million. The overall situation is therefore satisfactory.

If the current projections of BBC expenditures in 2001 prove accurate, this will mean that BBC programme costs will have increased only 16% in the three years since 1998. During this period the feeding caseload will have increased by about 25%, BBC staffing levels will have gone up by 50% and supplies of such items as cooking fuel and building materials will have increased by over 100%. Although the introduction of competitive tendering has helped BBC get better prices, the main reason for this happy state of affairs is that commodity prices have gone down and remained very low during this period. At some point in the future prices will inevitably rise again and there will be a similar disproportionate increase in BBC programme costs.

To address sudden possible future increases in funding needs due either to rising prices or a falling exchange rate, the Advisory Committee recommended that Donors be open/prepared for a mid-year invitation to provide additional support as was necessary in 2000. In preparation for the 2001 Donors Meeting the Advisory Committee also recommended that Donors consider undertaking to try to cover a fixed percentage of BBC's funding needs.

### b) 2002 Funding Needs

**A budget for 2002 is set out in Section 6, totalling baht 565 million, or about US\$ 12.5 million at current exchange rates. This represents an 8% increase over projected expenditures in 2001.**

As mentioned above, commodity prices have fallen and remained low for the last three years and rice is currently about 33 % cheaper than it was at its peak in 1998. The exchange rate is also about 15% more favourable. **If, in 2002, rice prices and exchange rates returned to 1998 levels, the budget would be baht 665 million or US\$ 16.5 million, requiring a 33% increase in funding.**

For the moment though, the Thai baht continues to weaken and economists are generally pessimistic about the short-term future for the economy. Hopefully the 2002 projections will prove realistic. But these figures demonstrate the sensitivity of the BBC budget to factors outside its control and that at some point in the future there is likely to be a dramatic increase in funding needs.

Table 7

## 8. FINANCIAL REPORTS FOR FIRST HALF OF 2001

The following tables summarise the BBC programme financial accounts for the period January to June 2001.

**Table 8.1** presents a summary of income, expenditures and balances for the period. This table is also produced monthly for the information of the BBC Board.

**Table 8.1a** gives a breakdown of programme expenditures by office and by ethnic group; **8.1b** a breakdown of management expenses; **8.1c** a statement of stock held at the beginning and end of the period; **8.1c** a breakdown of the medical agencies' expenditure of BBC grants for supplementary feeding; and **8.1d** a statement of BBC's property.

**Tables 8.2a-c** present the information in Table 8.1 in a different format, allocating individual donor contributions to the main expenditure categories. Table **8.2a** covers the previous reporting period July to December 2000 as given in the last BBC Report. Table **8.2b** covers the current reporting period January to June 2001. Table **8.2c** shows total expenditures for the period July 2000 to June 2001. Funds accepted for specific purposes or which have to be expended fully within the current 6-month period are listed separately as designated donations in Table 8.2a-c, with expenditures allocated appropriately. All undesignated donations including balances carried forward are assumed to carry a proportionate share of the remaining expenses incurred in each category. Should any donor require further breakdown beyond the expenditure categories given, this can be extracted by using the details given in Table 8.1.

Generally, BBC undertakes to expend all grants within a 12-month period. Balances carried forward at the end of this period will be spent and accounted for during the next 6-month period, i.e., by 31<sup>st</sup> December 2001.

The BBC financial year is from July until June and BBC accounts are audited annually. The Financial Statements and Audit Report of KPMG Audit (Thailand) for the period 1<sup>st</sup> July 2000 through 30<sup>th</sup> June 2001 is presented in Appendix E.

**Table 8.1**

**Table 8.1a**

**Table 8.1b**

**Table 8.1c**

**Table 8.1d & 8.1e**

**Table 8.2a**

**Table 8.2b**

**Table 8.2c**

## APPENDIX A

### THE BURMESE BORDER CONSORTIUM

#### a) 1984 Mandate/Organisation

In February 1984 the Ministry of Interior (MOI) invited Non Governmental Organisations (NGOs) working with Indochinese refugees in Thailand to provide emergency assistance to around 9,000 Karen refugees who sought refuge in Tak Province. The situation was expected to be temporary and MOI stressed the need to restrict aid to essential levels only. It was emphasised that nothing should be done which might encourage refugees to come to Thailand or stay any longer than necessary. Thailand was prepared to offer these people temporary asylum on humanitarian grounds.

On 4<sup>th</sup>/5<sup>th</sup> March 1984, several Bangkok based NGO representatives visited the border to assess the situation. The NGO representatives all happened to all be from Christian Agencies and noted that several French NGOs (MSF, MAP, MDM) were already setting up medical facilities, whilst the refugees themselves were cutting building materials from the surrounding forest to build their own houses. The immediate need was for food supplies. The NGOs concluded that needs were quite small and, since it was expected that the refugees would return home at the beginning of the rainy season, it would be best to work together rather than try to divide the work up or to compete with each other. They agreed to open a bank account into which each agency would contribute funds and operate a programme under the name of the Consortium of Christian Agencies (CCA)

The refugees could not go back in the rainy season and the CCA became the main supplier of food and relief supplies to the refugees. It was an informal organisation and different NGOs joined and left, contributing funds and sharing in the decision making. The name was changed to the Burmese Border Consortium (BBC) in 1991 to become more inclusive, accessing a broader range of donors.

The NGOs involved in setting up the initial assistance programmes decided to work through the Karen Refugee Committee, which the Karen authorities had established to oversee the refugee population. In order to avoid duplication and competition, they established a sub-committee under the Committee for Co-ordination of Services to Displaced Persons in Thailand (CCSDPT) to co-ordinate the relief programme. The CCSDPT Karen Sub Committee met for the first time in April 1984 and there have been co-ordination meetings every month since. All agencies providing assistance or interested in the situation are invited. The MOI sets policy and administrates the assistance programmes through CCSDPT.

#### b) 1990 Expansion/1991 Regulations

During 1989 the NGOs were approached by the Karenni Refugee Committee to assist Karenni Refugees who had fled fighting in Karenni State to Mae Hong Son Province. Early in 1990 Mon and Karen refugees also began to arrive in Kanchanaburi Province from Mon State. Another relief programme was set up at the request of the Mon National Relief Committee.

Assistance to each of the new groups was provided on the same basis as that already given to the Karen, through the respective refugee committees. In August 1990 the Agencies informed the MOI of these extended programmes and in November the name of the CCSDPT Karen Sub Committee was changed to the CCSDPT Burma Sub Committee.

In 1991 the NGOs sought formal permission from the Thai authorities to provide assistance to all of the ethnic groups throughout four border provinces. On 31 May 1991 the Agencies were given written approval to provide assistance under the authority of the Ministry of Interior and in accordance with their guidelines (see Appendix B). The guidelines confirmed earlier informal understandings, limiting assistance to food, clothing and medicine, restricting agency staff to the minimum necessary and requiring monthly requests to be submitted through the CCSDPT.

Three NGOs provided assistance under this agreement. The Burmese Border Consortium focused on food and relief item supplies. The BBC provided around 95% of all of these items and the Catholic Office for Emergency Relief and Refugees (COERR) provided most of the balance. Medicins Sans Frontiers (MSF) was the main medical agency working under agreement with the MOI.

### **c) 1994 Regulations**

During 1992 and 1993, a number of other CCSDPT Member agencies were providing services on the border in co-ordination with approved programmes, with the tacit approval of the MOI, but without a formal mandate. The CCSDPT Burma Sub Committee requested formal recognition of these programmes and official approval for an extension of services to include sanitation and education. At a meeting with NGOs, international organisations and embassies on 18 May 1994, MOI confirmed that sanitation and education services would be permitted and also announced that all agencies should re-submit their programmes for formal approval via CCSDPT.

An NGO/MOI Burma Working Group was set up and meetings were held to establish new operational procedures. NGOs were required to submit formal programme proposals, apply for border passes for authorised personnel, and to submit quarterly reports via the provincial authorities. All of the CCSDPT member agencies with current border activities were given approval for their programmes.

The programme approvals for 1995 included sanitation projects. The CCSDPT Burma Subcommittee carried out a survey of educational needs in 1995/6 and the first education project proposals were approved in 1997.

### **d) 1997 CCSDPT Restructuring and Emergency Procedures**

With the Indochinese refugee caseload almost gone, CCSDPT was restructured for 1997. CCSDPT was now principally engaged with Burmese refugees, making the Burma Sub Committee redundant. The former Burma Medical and Education Working Groups were upgraded to Sub Committee status to co-ordinate activities in these fields.

During 1997 refugees arrived in sensitive areas of Kanchanaburi, Ratchaburi and Prachuap Khiri Khan Provinces. NGOs were required to submit requests for monthly supplies for these areas for MOI approval in the normal way, but these now also had to be approved by the 9<sup>th</sup> Infantry Division of the Royal Thai 1<sup>st</sup> Army. The 9<sup>th</sup> Infantry Division is able to override MOI approval and on occasion exercises this prerogative.

### **e) 1998/99 Role for UNHCR**

During the first half of 1998 the Royal Thai Government made the decision to give UNHCR an operational role on the Burmese border for the first time and letters of agreement were exchanged in July. The UNHCR established a presence on the border during the second half of 1998 and became fully operational in the early part of 1999 with the opening and staffing of three offices in Mae Hong Son, Mae Sot and Kanchanaburi. The UNHCR role is principally one of monitoring and protection. It has no permanent offices in the camps, which continue to be administered by the Thai authorities themselves with the assistance of the Refugee Committees. The NGOs continue to provide and co-ordinate relief services to the refugee camps under bilateral agreements with RTG as before, although UNHCR may provide complementary assistance especially regarding camp relocations.

The structure of the relief assistance and location of CCSDPT member agency services are shown in the diagrams.

### **f) BBC Organisational Structure**

Various agencies joined and left the Burmese Border Consortium over the years. Current members and the year in which they joined BBC are as follows:

TBMF	Thailand Baptist Missionary Fellowship (1984)
ZOA	Refugee Care Netherlands (1984)
IRC	International Rescue Committee (1990)
JRS	Jesuit Refugee Service (1990)
DIAKONIA	DIAKONIA, Sweden (1999)

The Church of Christ in Thailand, which was a founding member of BBC in 1984, withdrew from membership as of 30<sup>th</sup> June 2001

The BBC structure was informal until 1996 with the member agencies directing the programme by consensus. With the programme growing inexorably and becoming increasingly dependent on governmental funding, a need for greater transparency and accountability led to BBC adopting a formal organisational structure for 1997. This structure was discussed and agreed at the first Donors Meeting held in Amsterdam on 2-3 December 1996.

## Structure of Relief Assistance

**CSSDPT Agency Services**

The structure comprises:

- The Donors Meeting, being the overall representative body of BBC.
- An Advisory Committee, elected from the Donors at the Donors Meeting, representing the Donors Meeting between meetings.
- The BBC Board, being the five member agencies responsible for overall management of the programme.
- The BBC Director appointed by the Board and responsible for implementation of the programme.

Full details are set down in the "Structure and Regulations of BBC" available from the BBC office.

The Donors Meeting meets not more than once per year, the Advisory Committee meets between Donors Meetings to follow up on concerns of the Meeting and to assist the Board on outstanding problems; and the Board meets monthly to oversee the programme.

The BBC shares an office with CCSDPT at 12/5 Convent Road. The BBC Board and Staff are listed at the beginning of this report. The field co-ordinators traditionally worked from offices at their homes with some storage space for emergency relief items, but separate offices were opened in Mae Sot and Mae Sariang in 1998 and in Kanchanaburi in 2000.

### **g) Funding Sources**

In 2001 the BBC has received or expects to receive funds from the following sources:

ACT Netherlands	DanChurchAid, Denmark
Australian Baptist World Aid	Diakonia
Australian Churches of Christ	ICCO
Baptist International Ministries	Ireland Aid
Baptist Missionary Society ,UK	International Rescue Committee
Baptist Union of Sweden	International Refugee Trust
Bread for the World, Germany	Inter-Pares, Canada
CAFOD, UK	Jesuit Refugee Service
CARITAS Australia	Misereor
CARITAS France	National Council of Churches in Australia
CARITAS Japan	Norwegian Church Aid
CARITAS Germany	Open Society Institute
CARITAS Korea	Trocaire
CARITAS Switzerland	United Society for Propagation of the Gospel
Christian Aid, UK	ZOA Refugee Care Netherlands
Church World Service, USA	
Co-operative Baptist Fellowship	

The Governments of Australia, Canada, Denmark, European Union, Great Britain, Ireland, Norway, Sweden, Switzerland, The Netherlands and USA contribute over 85% of BBC's funds. These funds are all channelled through these Donors.

Until mid-1997 the BBC member agencies transferred funds received from the Donors to a programme account held by TBMF, but in 1997 BBC was able to open its own bank accounts. Donations are now made direct to the BBC Bangkok account.

### **h) BBC Bank Account**

The BBC bank account for grant transfers is as follows:

Siam Commercial Bank	Branch Ref No: 14 – 064
Suriwong 2 Branch	Name: Burmese Border Consortium
179 Suriwong Road,	Account #: 064 – 2 – 15287 – 3
Bangrak	Swift ID Code: SICOTHBK
BANGKOK 10500	

#### **i) Financial Statements and Programme Updates**

The BBC produces monthly income and expenditure statements and a summary report every six months. The BBC financial year is 1 July to 30 June and accounts are audited annually. The Auditors' report for the period 1 July 2000 to 30 June 2001 is presented in Appendix E.

The six-monthly reports include a narrative explaining the major events during the period. However many donors require more regular information, especially during emergencies. Situation updates are sent out by e-mail and 4 have been issued so far in 2001.

#### **j) Programme Philosophy**

The BBC adopted formal aims and objectives at the first Donors Meeting in December 1996 and these were revised at the last Donors Meeting in September 2000. The revised goal and objectives are set out at the beginning of this report.

#### **k) Co-ordination with Refugee Committees**

The BBC provides all assistance in co-ordination with the refugee committees of each of the three main ethnic groups: the Karen Refugee Committee based in Mae Sot; the Karenni Refugee Committee based in Mae Hong Son; and the Mon Relief and Development Committee (formerly the Mon National Relief Committee until 1999) based in Sangklaburi. Each of these three committees report to BBC each month recording assistance received both from BBC and other sources, refugee population statistics, and issues of concern.

## APPENDIX B

### MINISTRY OF INTERIOR REGULATIONS

31 May 1991

Approximate Translation

Re: The provision of assistance to Burmese Minorities who have fled into Thailand

To: CCSDPT

This is in regard to the CCSDPT's request for permission for humanitarian agencies to provide medicines, food and items of necessity to minorities of Burma who have fled into Thailand for reasons related to human rights, in the border areas of Mae Hong Son, Tak, Kanchanaburi and Prachuap Khiri Khan Provinces.

The National Security Council raised this matter in a meeting of the governmental bodies concerned on 25 April 1991. It was decided at the meeting that the Ministry of Interior would outline a procedure for the supervision of relief agencies in the provision of assistance to minorities, according to guide lines established.

Having considered the matter, the MOI has come up with the following procedure:

1. Private organisations that intend to provide assistance to Burmese minorities in Thai-Burmese border areas in Mae Hong Son, Tak, Kanchanaburi and Prachuap Khiri Khan Province must submit a proposal to the MOI through the CCSDPT every time (assistance is given).
2. The CCSDPT will submit proposals to the MOI requesting permission for relief agencies to provide assistance. The following details are to be included.
  - 2.1 The quantities of goods to be provided.
  - 2.2 The number and names of staff members involved.
  - 2.3 The exact period during which the assistance is to be provided, including the correct month, day and year.
3. The MOI will consider the requests and instruct the Office of the Governor as follows:
  - 3.1 To assess the suitability of the location in which activities are to be carried out. The location must be inside Thailand. Activities must be carried out with caution and in suitable areas. In areas which are unsafe for relief agency staff, or where the security of Thailand is threatened, the MOI may withhold permission to proceed.
  - 3.2 Assistance may be given to civilians only and there is to be no publicity.
  - 3.3 The social and psychological effects on (citizens of) the Kingdom of Thailand in the areas concerned must be taken into consideration. If necessary, assistance will have to be provided to the Kingdom of Thailand as well.
  - 3.4 Assistance is to be limited to food, clothing and medicines. Medicines and medical supplies must pass the inspection of the Provincial Health Office for determination of their suitability.
  - 3.5 Relief agency staff are to be kept to a minimum and will not be allowed to reside on site. In cases where large numbers of personnel are required, there should be co-ordination with the Provincial Office so that Provincial Office employees may be included.
4. The MOI will inform the CCSDPT of its decision every time (a request is made), after which time permission will be granted for direct co-ordination with the Provincial Office.
5. If any relief agency fails to follow the steps outlined above, the MOI will immediately revoke permission to proceed.

Respectfully,

Nai Chamnan Pochana  
Assistant Deputy Minister  
For the Deputy Interior Ministry

## APPENDIX C

### THE RELIEF PROGRAMME

#### a) Royal Thai Government Regulations

The BBC submits lists to MOI each month, detailing items to be delivered to each camp the following month, with expected delivery dates. Copies are forwarded to the Provincial and District Authorities. The MOI sends approval to the BBC and to the Provincial Offices, which in turn notify the District Authorities.

Under regulations introduced in 1994 the BBC submits the overall programme to MOI for approval annually. The BBC submits quarterly programme reports to the Provincial Offices and six-monthly reports to the MOI. All BBC staff carry camp passes issued by the MOI.

#### b) Food Rations

The refugee diet is traditionally rice, salt, and fish paste supplemented with leaves and roots gathered from the forest, plus any vegetables that can be cultivated. For many years the refugees were not entirely dependent on the relief programme for food and showed commendable willingness to be self-sufficient where possible. Their support organisations still controlled territory on the Burmese side of the border, traded on the black market, and grew crops in some areas. Some refugees were also able to get low-paid seasonal work in Thailand, forage in the surrounding forest, keep small kitchen gardens and raise a limited amount of livestock in the camps. At the beginning of the relief programme in 1984, BBC's aim was to cover only around 50 percent of the staple diet needs. At this level life in the camps remained simple and poor, but not inconsistent with standards in their former villages, or in Thai villages in the area.

Over the years the ethnic groups lost their territory to the Burmese Army and the security situation deteriorated. The refugee camps became subject to tighter controls by the Thai authorities and it became increasingly difficult for the refugees to be self-sufficient. Rations were gradually increased and by the mid-1990's it had become necessary to supply 100 percent of basic food needs. During 1997 even stricter controls were placed on the camps and in some cases it became no longer possible for refugees to leave the camps to forage or get work. NGOs became concerned that the refugees were no longer getting a balanced diet and in October 1997 the BBC commissioned a rapid assessment of the nutritional adequacy of the rations.

BBC rations were compared with the new WFP/UNHCR guidelines for planning estimates for populations that recommended providing an average of 2,100 Kcal per person per day based on an average family, with no differentiation for age. The conclusion was that the standard food basket should include mung beans and cooking oil for all the camps to ensure the average of 2,100 kcal, and this was implemented during the first half of 1998.

The current standard monthly BBC rations are:

Rice	16kg/adult: 8kg/child <5 years
Fish Paste	1kg/person
Salt	330g/person
Mung Beans	1.5kg/adult: 750gm/child <5 years
Cooking Oil	1lt/adult: 500ml/child <5 years

During 1998 the Tak Governor questioned the BBC rationale for giving half rations to children under-5 years old, pointing to an MOI standard of providing half rations to under-12 year olds. BBC reasoned that the objective was to ensure an average RDA of 2100 Kcal/person/day and that any change of the cut-off age for half rations would require other compensations in the food basket. Since then there has been an ongoing, inconclusive, debate about the appropriate overall food basket.

The BBC food basket is designed to cover only the basic food energy and protein needs of the refugees and does not ensure adequate provision of many important micronutrients. It was assumed in the past that the refugees supplemented BBC rations by buying, bartering, growing or foraging to make up for any other needs. But as the refugees have become more aid-dependent the BBC recognises that some segments of the population may be at risk for deficiencies, particularly since some of the camp populations have fewer opportunities than others to supplement.

It was decided therefore to conduct a food consumption/nutrition status survey and this was initiated in Mae La camp in February 2001. The survey results will assist the BBC in identifying those segments of the

population that might be at risk for nutrient deficiencies and suggest any necessary changes to the food basket. There may be a case for systematic variations in the food basket for different areas.

Meanwhile some donors have requested more detailed information about the effectiveness of the food programme and requested BBC to produce indicators that might help monitor the impact of the programme in terms of the nutritional and health status of the camp population. Another objective of the food consumption/nutrition survey is therefore to identify appropriate indicators for monitoring purposes, and BBC will initiate collaboration with the various medical agencies to conduct ongoing nutrition surveillance in the camps.

### **c) Supplementary Feeding**

Currently the medical agencies monitor malnutrition in the camps and each of them organises supplementary feeding programmes for vulnerable groups. They target three vulnerable groups: malnourished children; pregnant and lactating women; and tuberculosis patients. The budget for ingredients is provided by the BBC and includes rice, eggs, dried fish, beans, sugar, milk powder, vegetable oil, and fresh fruits and vegetables. The BBC provides/reimburses the basic supplies for the supplementary feeding programmes run by AMI, ARC, IRC, MHD and MSF.

A 1996 Dutch Interchurch Aid (DIA) evaluation of the overall BBC programme recommended that a further study should be carried out of the supplementary feeding programmes. In May 1998 DIA provided a consultant who undertook this evaluation in co-ordination with the involved health agencies. The main conclusions of the evaluation were that:

- the programmes and target groups were justified
- the current food items covered by BBC were appropriate
- phasing out was not yet appropriate
- it was not necessary to include other vulnerable groups at that time

The evaluation noted different approaches adopted by the medical agencies and, whilst not advocating any particular model, recommended them to jointly review their different protocols and harmonise their programmes within reasonable boundaries. It also recommended greater interchange between agencies to share experiences and tabled a suggested new format for reporting the programmes. The new reporting format has been implemented.

Further review of the various supplementary feeding programmes and protocols implemented by the medical agencies indicate that there is significant variation in the quantities of foods provided and the criteria for entrance into and exit from the programmes. The BBC Nutritionist met with the medical agencies via the Health Sub-committee to discuss developing more uniform protocols.

Thus far, recommendations for standardised entrance and exit criteria for the target groups, as well as revised statistics forms that will provide more comprehensive data on the groups served, were distributed to the medical agencies for implementation. The next step will involve recommendations for more uniform feeding protocols and visits to the agencies to implement them.

Figure 3.3 presented in Section 3 was extracted from the new supplementary feeding reports and shows that malnutrition rates in the camps remain extremely low. Given the prevailing very low malnutrition rates, the 2000 Sphere Project evaluation recommended that the medical agencies should now prepare an exit strategy from the supplementary feeding programmes, and integrate care for these target groups into existing services. Since the evaluation, the majority of agencies have phased out wet feeding centres for malnourished children and integrated the programs into their Reproductive Health activities. Thus, supplementary feeding programs for malnourished children have already been 'exited.' The BBC Nutritionist and medical agencies have agreed that the feedings targeting pregnant and lactating women and tuberculosis patients are justified and should be continued.

### **d) Blankets, Mosquito Nets and Sleeping Mats**

The main relief supplies are mosquito nets and blankets. With malaria and respiratory diseases being major health problems, these items are essential. They have to be supplied and replaced on a regular basis because they wear out rapidly with heavy use and rough conditions in crowded bamboo houses. Major distributions are usually made once each year.

Impregnated mosquito nets were introduced in 1997, following recommendations made by the Sho Khlo Malaria Research Unit (SMRU) and the CCSDPT Health Sub-Committee. Because they were relatively

expensive, the use of impregnated nets was reviewed annually. Malaria transmission rates in the camps fell dramatically and it was not considered necessary to supply impregnated nets to the camps in Tak Province in 2000. No impregnated nets were supplied to the camps in Thailand at all in 2001 although a special distribution of impregnated nets was made to the Mon resettlement sites where malaria remains a major problem.

Sleeping mats were traditionally supplied only when requested by the Refugee Committees. During 1998 it was agreed that these mats should be distributed more methodically to ensure that all refugees use them in conjunction with the mosquito nets. It was noted that households not using them were vulnerable to mosquitoes entering the nets from underneath their houses. Household surveys were conducted and additional distributions undertaken. This is now being done on a regular basis.

The normal distribution rate is one blanket for every two refugees, one family size mosquito net per three persons, and one sleeping mat per 5 persons. These items are usually also given to all new refugees on arrival as necessary.

Other emergency needs are addressed from time to time particularly during camp evacuations, fighting and camp relocations. Items have included plastic sheeting, water drums, cooking and eating utensils.

#### **e) Cooking Utensils**

The refugees traditionally have taken care of their own miscellaneous household needs but this has become increasingly problematic as their ability to work and forage has become very limited. By the end of 2000 it was observed that there were not enough cooking pots in the camps and many households were using very old ones. A distribution of pots was made to all households early in 2001 at the rate of 1 pot per family with a larger size pot provided for families with more than 5 people.

#### **f) Building Materials**

In the past, building materials were not usually supplied, although roofing was given when camps had to be moved out of season and the materials were difficult to find. Since 1997, however, movement into and out of the camps has been severely restricted. Refugees have not been allowed to cut bamboo in some areas and in two camps they have not been allowed to use thatch. The BBC has therefore been obliged to supply all building materials in some locations including a heavier grade of plastic sheeting for roofing for the two camps where thatch is not permitted (Tham Hin and Ban Don Yang). Since 1997 the BBC has provided all essential construction materials for the new sites created during camp consolidations.

Early in 2000 the Thai authorities also asked BBC to supply materials for housing repairs in all camps since they were concerned that the refugees were depleting the local forests. During the year bamboo and eucalyptus poles were supplied to most camps and thatch or roofing leaves to some.

During 2001 BBC has increased the amount of materials supplied and extended distributions to all camps. The general distribution rate used was between 15 and 28 poles per house plus leaves, thatch or plastic sheeting. The average cost was baht 759 per house. There are still inconsistencies however and difficulties obtaining good and consistent quality materials in some areas. Distribution levels and alternative sources will be reviewed again for 2002.

#### **g) Clothing**

Sweaters and quilts have been received from Lutheran World Relief (LWR) in recent years and World Concern has sent shipments of used clothing. There is growing need for warm clothes as the refugees become more aid dependent.

In 2001 BBC received one large shipment from LWR including approximately 23,600 items of men's clothing, 32,500 items of children's clothing, 29,100 sweaters and 41,875 quilts. 3,550 of the quilts were donated to 49 "affected" Thai Villages and the rest of the shipment was distributed to the camps according to population size. The aim was to provide every refugee with at least one item. Unfortunately the bureaucracy involved in shipping these donations is still lengthy and unpredictable and this shipment arrived after the cold season. BBC is currently working with the Shanti Volunteer Association (SVA) and hopes to receive sweaters from Japan for the next cold season. Another order will also be placed with LWR.

## **h) Cooking Fuel**

When camps started to be consolidated in 1995, a very large camp was created at Mae La and BBC was asked to supply cooking fuel in order to lessen environmental damage caused by refugees gathering wood from the surrounding forest. After researching alternative types of cooking fuel, the BBC began supplying Mae La with compressed sawdust logs in September 1995. Similar logs had been used in other refugee camps in Thailand.

BBC experimented with sawdust log rations and gradually increased them to 11 kg/person/month by the end of 1997. The logs became a major expense and during 1998 BBC tried out new forms of logs, principally charcoal sawdust logs and bamboo charcoal. These were well received by the refugees and are more efficient to use. In Karenni Camp 3 the Karenni Refugee Committee also taught refugees to manufacture their own charcoal logs using rice husk ash and off-cut bamboo ash.

With increasing concerns for the environment and restrictions on refugee movements, more and more camps were supplied with cooking fuel each year and, since early 2000, all camps have been provided with "full" rations.

Cooking fuel is now BBC's second largest expenditure after rice. But even after "full" rations had been introduced to all camps in 2000, the Thai authorities in Mae Hong Son Province still complained that the refugees were destroying the local forests and asked BBC to increase the rations by as much as 100%. BBC decided that it needed expert advice to determine optimum rations more scientifically and to help assess the efficiency of the available products.

In April/May 2000 UNHCR commissioned a consultant to work in co-operation with BBC to study the needs for cooking fuel in the camps, how it was being used, what alternatives were available and how the rations might be adjusted. The consultant concluded that there was a need for increased rations but that improving fuel quality, supplying efficient cooking stoves throughout the border and improving cooking techniques could reduce the overall need. He also recommended experimenting with much cheaper, commercially available firewood. Meanwhile the consultant recommended an increase in the ration by an average of 7%, to be simultaneously implemented by introducing variable rations according to family size which BBC had already introduced in some of the camps. BBC is now distributing variable rations according to the family size. A family of 2 people receives an average 10 kgs per person, whereas a family of 5 people receives an average of 7 kgs per person. Overall the average ration is just over 7 kgs/person per day.

The first experiment with firewood began in Tham Hin camp in December 2000 where 50% of energy requirements are supplied with charcoal and 50% with firewood. The experiment has been successful in that the firewood has proven acceptable by the camp committee, refugees and local Thai authorities and has saved BBC about 34% on fuel costs compared with supplying 100% charcoal. BBC has now requested permission from the MOI to extend the experiment to one camp each in Tak and Mae Hong Son Provinces later in 2001 to test the availability and acceptance of firewood in these provinces. If this is successful it is hoped to introduce firewood to at least all non-stockpile camps during 2002.

## **i) Educational Supplies**

The refugees sustain all community activities themselves including schools from kindergarten through to high school. Until 1997 BBC made annual donations of basic school supplies for the teachers and pupils, mostly purchased by ZOA. Since 1998 however, ZOA has had its own education projects and BBC is no longer involved in these distributions. During 1995/6 the BBC staff organised a survey of educational needs in the Mon, Karenni and Karen camps on behalf of the CCSDPT. The results of the survey were presented to the MOI in August 1996 setting out recommendations for extended education services for the refugees. Eleven NGOs including two BBC Members (ZOA, JRS) have been given approval for education projects by MOI since 1997. In 1998 MOI issued a formal policy for education programmes which restricted activities to primary education but this policy was extended in 1999 to include secondary school support.

## j) Refugee Demographics

The supplies are distributed to all camp residents. The breakdown by age and sex reported by the Karen, Mon and Karenni Committees in December 2000 was as follows:

Group	Families	Adult*		Children		Total
		Male	Female	Male	Female	
Karen	17,840	31,395	29,988	18,659	17,767	97,809
Mon	2,785	4,596	4,697	2,639	2,600	14,532
Karenni	4,084	6,381	5,692	3,958	3,713	19,744
<b>Total</b>	<b>24,709</b>	<b>42,372</b>	<b>40,377</b>	<b>25,256</b>	<b>24,080</b>	<b>132,085</b>

For Karen and Mon, this is over 12 years old, for Karenni over 14 years old.

## k) Assistance to Thai Communities

It has always been the policy of BBC to provide assistance to Thai communities in the vicinity of the refugee camps where there are real needs. This is in recognition of the fact that there are poor communities which do not have access to any other assistance and which may feel neglected when support is given to refugees in their area. Assistance given was ad hoc, but over the years the BBC provided educational supplies to Thai schools, distributed blankets during the cool season, and assisted many times with flood relief. The BBC also provided compensation to local communities affected by the location of the refugee camps in their area, and assisted the local Thai authorities with the cost of repairing roads near the refugee camps.

The number of requests for assistance by Thai communities and local Thai authorities increased dramatically in 1998, partly because local administration budgets were slashed due to Thailand's economic crisis. In 1999 the BBC established a more formal but still general policy for responding to such requests. The policy specifies potential beneficiaries for assistance including: disasters and emergencies in the border Provinces; communities directly affected by the refugee populations; other border communities whose standard of living is equal or less than that of the refugees; and Thai agencies providing security or assistance which are not adequately funded by the authorities. The policy also sets out procedures for submitting requests.

Total assistance given to Thai communities during the first half of 2001 was baht 2,082,255 as detailed in Table 8.1a. Most of this, baht 1,821,351 was given to local Thai authorities, mainly in the form of rice to border personnel. Baht 97,200 was used to purchase sports equipment for all of the schools in Suan Phung District where armed intruders had shot 6 villagers at the end of 2000. Baht 82,560 was spent on rice as compensation to villagers affected by the location of Nu Po camp on their land. Other expenditures included 10,350 to support a drug rehabilitation project in Sop Moei District, and small distributions of blankets (Mae Hong Son), salt (Kanchanaburi), cooking pots, sleeping mats and support for a village training course (Tak).

## l) Purchasing Procedures/Tendering

Traditionally, all food items were purchased in the border provinces, usually monthly, but sometimes rice was purchased in advance to secure good prices. The BBC monitored daily rice prices published in Bangkok and checked the local markets. It was also possible to compare the prices paid at the different locations along the border. All of the commodities BBC used were everyday items readily available in all markets and it was relatively straightforward to informally check value for money. Formal competitive quotations were obtained only occasionally when requested by large Donors. Generally these confirmed that local suppliers could offer the lowest prices and the best service, mainly because frequent deliveries were required to many small camps with constantly changing road conditions and security situations.

The BBC programme was quite small in the early years but as it grew, it became very significant by local standards. Over time the better local suppliers geared themselves up to BBC's needs. In some cases they bought their own transportation and extended their storehouses, and purchased in bulk to obtain better prices. They got to know the local officials and became familiar with the topography. This enabled them to help solve administration blockages and to respond rapidly to frequent emergencies, getting their supplies to remote areas at very short notice. In some cases the suppliers organised annual road repairs into the camps at the end of the rainy season to enable their trucks to get in. In short, some local suppliers built up their operations to meet BBC's needs and had overwhelming advantages over other potential suppliers from a distance.

During 1999, however, mainly in response to tighter ECHO grant conditions, the BBC adopted a formal bidding/contract procedure for rice and mung bean supplies in Tak Province and invited Bangkok-based companies to compete. Since there were now fewer camps, larger consignments from a distance had become more competitive price-wise.

BBC awarded one contract to a Bangkok company and, although this proved problematic because the supplier had difficulty in responding to day to day emergencies and other demands, the introduction of open tenders made the local companies more competitive. During 2000 open tendering was introduced for cooking oil and cooking fuel as well as rice and mung beans in all provinces.

During 2001 BBC engaged an EURONAIID consultant to assist in upgrading BBC's tendering and contracting procedures to meet exacting ECHO standards, including international bidding and the opening of bids before a tendering committee. Currently BBC is calling tenders on a regular 6-monthly basis where camps are accessible all year round and separately for the rainy season where remote camps have to be stockpiled.

Miscellaneous supplies such as bamboo, roofing and cooking utensils are usually purchased locally, but large orders such as mosquito nets, blankets, sleeping mats, (and cooking pots in 2001) are placed annually in Bangkok. Where possible, tenders are solicited from a minimum of three suppliers.

Regular tenders are now invited for rice, mung beans, cooking oil and charcoal and altogether BBC is now tendering for about 90% of all goods purchased. Most contracts have still so far been let to local companies. Experience with "outside" suppliers has generally been problematic and BBC has adopted a policy to only award new suppliers with contracts to the less sensitive camps as a way of testing their ability.

#### **m) Transportation**

Transportation costs are included in the price of all food supplies. In Tak Province transportation is usually by ten-wheel truck with a capacity of 200 100kg-rice sacks. For the other camps which are less accessible, transportation is usually by six-wheel trucks or 4-wheel drive pick-ups. The BBC staff organises the necessary permits from the local Thai authorities.

#### **n) Delivery/Storage**

The BBC itself does not store food. The suppliers keep their own stock and delivery is made direct to stores in the camps. BBC supplies building materials for the stores and the Refugee Camp Committees are responsible for their construction and maintenance. The frequency of delivery varies by location. For the Karen camps in Tak Province delivery is every two weeks and, for most of the other camps, delivery is usually monthly during the dry season. During the rainy season remote camps have to be stockpiled for up to seven months because the camps become inaccessible by truck. BBC staff arrange and check deliveries to camps. The Refugee Camp Committee check weights and quality on delivery, setting aside any deficient items. BBC Delivery slips are carried by the truck drivers which are signed by the committee and returned to the BBC field office for checking. Delivery schedules are designed to ensure that new supplies arrive before the refugees have consumed the previous deliveries, with sufficient allowance for possible delays due to road conditions, breakdowns and other emergencies.

#### **o) Distribution**

The Refugee Camp Committees are responsible for the distribution of goods. Food distributions are usually organised by men because they have to carry 100 kgs sacks. However in areas where rice is now being delivered in 50 kg sacks women have been noticeably drawn into the unloading and distribution process. Distributions of household items, e.g., pots, mosquito nets and clothing are often conducted with the assistance of women's organisations, teachers or health workers. Each family has a ration book stating their entitlement, and they are called to the delivery point for distribution. Whilst most are male-headed households, it is the women who usually collect the BBC rations. Amounts distributed are recorded on the camp records and on the ration cards.

#### **p) Quality Control/Returns**

Substandard supplies rejected by the camp committees are returned to the suppliers for replacement. Since the Refugee Committees are very familiar with the quality of supplies to be expected, generally in the past it was considered that appearance, smell and taste were adequate to assess quality. Rice and other food samples were submitted for professional inspection by SGS (Thailand) only on an occasional basis.

Quality control procedures however are now under review. Independent quality control inspections are required under ECHO grant terms and, for the ECHO 2001 contract, SGS Thailand has been employed to check all rice, mung bean, cooking oil and charcoal deliveries to Mae La and Umpiem Mai camps. This involves checking one in ten of every sack/container of rice, mung beans, cooking oil and one in twenty five sacks of charcoal. Checks are made on weight, packaging and quality.

The introduction of quality controls presented many logistical problems to begin with but these have now been mostly resolved. Although most of the supplies have easily passed the inspections BBC considers them to be a useful safeguard, particularly when new suppliers are introduced and for stockpiling where the camp committees only check quality at the time of distribution. Checking every consignment may be unnecessary though and during the second half of 2001 BBC will experiment with sample checks on supplies to all the other camps.

#### q) Camp Administration

In the early years the Karen Refugee Committee took responsibility for all camp affairs and BBC provided no support for the Camp Administrations. As territory was lost and trading was hit, BBC agreed to allow the committees to retain some of the used sacks and containers for resale to support administration expenses such as stationary, photocopying, plastic sheets and torch batteries for night security patrols, funerals, commemoration days, travel costs to town, entertainment of visitors and Thai authorities, camp festivals and social welfare for vulnerable families/individuals. As the amounts became more significant, BBC took responsibility for selling back the rice sacks and allocated funds to the committees. By 2000 about 70% of the credit received was given to the Camp Committees for their operating expenses.

With the introduction of polypropylene sacks that have a resale value of only about 1 baht compared with up to 20 baht for a jute sack, this source of revenue is rapidly declining. BBC has asked all of the camp committees to produce operating expense statements and will be reimbursing these on a cash basis. The total is likely to be around baht 2.5 million for all camps or about baht 1.8 per refugee per month.

#### r) Monitoring

The BBC staff monitor refugee population numbers, delivery and distribution of supplies on a continuous basis. This is done by regular crosschecks between information supplied by the refugee committees, the camp leaders and informal discussions with the refugees themselves, plus observation of deliveries, distribution and supplies in storage. A monitoring recording system has been in use since 1995 which provides a summary for each camp, detailing checks made on deliveries, quality, weight, distribution, camp recording systems, unusual events and frequency of staff visits. Dutch Interchurch Aid carried out an evaluation of this procedure in September 1996 and recommended a number of refinements, which were subsequently incorporated.

#### Summary of BBC Monitoring Process

Operation	Information Required	Primary Source	Verification by BBC
Calculating food required	Camp population and Population structure	Camp leaders	Periodic house counts
Procurement & Tendering	Bids from > 3 companies. Cost, Quality & Delivery Conditions	Rice shops, Newspapers, BBC staff	Prices monitored in Bangkok by BBC
Delivery	Quality and quantity	Camp leaders, Suppliers	Inspection by SGS prior to loading and/or samples taken by BBC Staff for testing. Delivery notes, etc
Storage	State of stores. Losses to pests	Camp leaders	Periodic visual inspection
Distribution	Amount distributed. Stock in hand	Camp registers, household ration books, summary forms	Periodic inspection of records including ration books. Periodic household interviews

During the six month period from January to June 2001 the BBC field staff made 155 camp monitoring visits to the 12 camps in Thailand, an average of over 2 visits to each camp per month. Details of the visits for this period and comparison with the last 6 months are as follows:

Camp	July to December 2000			January to June 2001		
	Total Visits	Total Checks carried out	Total checks requiring follow up	Total Visits	Total Checks carried out	Total checks requiring follow-up
Camp 2	8	31	6	8	20	4
Camp 3	14	24	7	10	22	1
Camp 5	5	15	6	6	12	1
Mae Kong Ka	12	16	3	18	34	2
Mae Ra Ma Luang	7	20	4	8	31	1
Mae La	31	46	0	37	58	1
Umpiem Mai	19	30	0	33	57	4
Nu Po	7	25	0	8	31	3
B Don Yang	15	32	9	9	6	3
Tham Hin	18	20	2	14	21	6
Chumporn	3	2	1	1	0	0
Halochanee	6	6	1	3	7	1
Total	145	267	39	155	299	27

The average number of visits was 13 per camp with a maximum of 37 visits (Mae La) and a minimum of 1 (Chumporn). During these visits staff made 299 checks on 7 programme delivery aspects as follows:

Number of monitoring and quality checks carried on different aspects						
Distribution	Rations	Store	Delivery	Quality	Weight	Records
57	26	43	40	63	35	35

Of these, 27 checks required some kind of follow-up or noted special attention. Typical examples of these extracted from the field monitoring sheets were "Firewood distribution to Zone 2, some difficulty accurately measuring requirements by volume rather than weight", "Some plastic sheeting poorly painted. Also tears around eyelets when tied to roof", "Found 2 sacks of rice under 97 Kgs, both around 95 Kgs, need to check accuracy of scales", "Rice quality poor, 310 sacks of rice returned to Rice shop for replacement", "Camp Committee request to construct separate stores for cooking fuel", "Fish Paste reported as having strong smell, sample taken for quality test".

BBC's monitoring system is currently under review as part of an exercise to produce indicators measuring the performance of BBC in relation to its goal and objectives (see r below). One of the initial priorities is to develop indicators that will measure the efficiency of the delivery and distribution of food items.

During the last 6 months BBC has been working together with the Refugee Committees to improve documentation for monitoring supply deliveries and distribution. The aim has been to build upon the systems already established by the refugees and standardise reporting in all camps. The system will still rely primarily on the refugees monitoring their own supplies, but it will enable more systematic independent checks by BBC staff. These checks will be incorporated in the regular monitoring programme. Once the system is established it may be necessary for BBC to recruit monitoring staff for this purpose.

So far, a more detailed 'Supply Distribution and Receipt Form' has been developed and a new 'Supply Distribution Monitoring Report' has been designed. Both are being field tested in the camps. BBC is also introducing standardised Camp Ledgers and Delivery Receipt forms. It is expected that by the latter half of this year, all these forms and ledgers will be in use in all camps. Once the new systems are established it will be possible to extract regular data summarising the effectiveness of the delivery and distribution system to produce the performance indicators.

### s) Indicators

Since the 2000 Oslo Donors meeting, BBC has been committed to developing indicators to assess the achievement of the programme objectives. Producing indicators to measure all aspects of BBC programme will take some time and during the first half of 2001 a logframe was developed to establish priority indicators for development. These are to measure the achievement of BBC's main goal of objective of ensuring that the displaced persons receive adequate availability and access to food to sustain life. Work is now under way to set up data collection procedures to produce these indicators.

The health/nutrition data will come from two sources: the food consumption/nutrition status survey (see section b above) and from the NGO medical agencies working in the camps. CCSDPT has recruited a Data Analyst who began work in July to help the medical NGOs standardise health and nutrition data and to produce regular border wide statistical reports.

As described in q above, the reporting and monitoring system for the delivery and distribution of supplies is being upgraded to produce the indicators measuring the success of providing adequate availability and access to food.

Other programme Indicators will be developed in due course when time and resources permit.

#### **t) Cost Effectiveness**

Although the BBC programme has grown enormously in the last few years, BBC continues to implement its programme as much as possible through the refugee's own committees and employs only 20.5 staff (including one vacancy) Even though this represents a big increase in staff compared with just a few years ago, administrative expenses including all staff, office and vehicle expenses is expected to be 5.2% of expenditures in 2001. The total cost of the programme is still only equivalent to about baht 4,000 per refugee per year, or about baht 11 per refugee per day (US 24 cents per day at the current exchange rate of 43 baht/US\$).

#### **u) Gender**

The majority of the camp populations arrived as a family unit. Most families have male-headed households and the ratio of male to female is approximately 51:49. The average family size is 5.3. Many village communities either crossed the border at the same time or re-established themselves on arrival in the camps. Thus they have been able to maintain the structural support of their community and often the village head has become a section leader within the camp.

Approximately 6% of households are single-mother households and it is the responsibility of the section leaders to ensure their needs are met during such times as camp relocations, house construction and general repairs.

The refugee and camp committees are responsible for the day to day administration of the camps and it is BBC policy to co-ordinate all activities through these committees. However women are significantly under-represented in these areas and BBC has been looking at ways to encourage more involvement by women at different levels.

Women play an active role in community activities such as teachers, health workers, home visitors and laboratory technicians and although BBC works primarily through the camp committees, it is recognised that the Women's organisations, health workers and teachers play an invaluable role in the community network and are often a focal point for information, aside from the frequent house visits the staff make to observe more about the daily routine of the refugees.

The protection workshops have identified areas of concern in relation to gender and the NGOs now have to work collectively to find solutions and effective measures to progress areas of concern.

#### **v) Environmental Impact**

The impact of the refugee population on the environment was minimised over the years by keeping the camps to the size of small villages. The refugees were not allowed to plant rice although in some areas they could forage in the jungle for roots, vegetables and building materials. The environmental impact of the camps was significant, but relatively minor when compared with the damage caused by rampant illegal logging conducted by other parties in most of the border areas. The more recent creation of larger camps due to consolidation has placed greater strain on the environment. This has resulted in the need for BBC to supply cooking fuel and building materials as explained under items f and h. The cooking fuel is made from waste from sawmills and bamboo by-products and the building materials are usually being supplied from commercially grown plots. BBC food supplies are generally delivered in reusable containers, e.g., sacks for rice, mung beans and salt, tins for fish paste and, now, drums for cooking oil.

During the last couple of years, the impact of the refugees has become a major concern for the Thai authorities and BBC has been requested to provide more and more fuel and construction materials. Since cooking fuel is a very expensive item, BBC co-operated with a UNHCR consultant in May 2000 to study fuel

use so as to calculate optimum rations and make the most efficient use of possible alternative fuel. The recommendations of this study are now being implemented (See h above); one of which is to experiment with firewood. The firewood is being purchased from commercial plantations.

### **w) Programme Sustainability**

The programme philosophy of maximising refugee input, minimising staff and aid dependency has, with the understanding of the donors, proven sustainable for over 17 years. The refugees have been largely responsible for their own lives and their culture has generally been preserved. Unfortunately more rigid controls on the camps introduced in recent years has now eroded the refugees' sense of self-sufficiency, making them increasingly aid-dependent. Also new demands from Donors for independent control checks threatens to undermine the trust built up with the Refugee Committees and their own sense of responsibility and involvement in administering the assistance programme.

A major objective of the philosophy has been to ensure that the refugees can return home when the situation allows it. It can be argued that even after 17 years most of the refugees would want to go home immediately if the opportunity arose. They would be eager to just get on with their lives. However during recent years Burmese Army campaigns have destroyed hundreds of villages and created large free-fire zones. When the day comes for repatriation there will be a need for a major relief programme, not only for the returning refugees, but also for tens of thousands of internally displaced persons. There will be the need for some strategic planning for the reconstruction and redevelopment of areas laid waste by the SPDC.

Sustainability also depends on the tolerance of refugees' presence by the Thai people/authorities. Although there were periods of tension in the past, in general the local population and the Thai authorities were very understanding of the refugees' needs, and tolerant of their presence. Since 1998, however, the economic crisis in Thailand has made the presence of large numbers of refugees and illegal workers a much more sensitive issue with calls for more controls and pressure to reduce numbers. The series of security "incidents" involving armed Burmese elements, beginning with the armed raid of the Burmese Embassy in October 1999 and ending with the shooting of 6 villagers in Suan Phung district in December 2000 made matters even worse. These incidents increased the Thai authorities' concern about security and the problems refugees are perceived to be bringing to Thailand. During 2000 there was increasing rhetoric against the refugees, accusing them of environmental damage, bringing in diseases, taking Thai jobs, as well as being involved in crime, prostitution and drug trafficking. In some areas the refugees were made to feel unwelcome and rumours of secret repatriation plans creating anxiety in the camps. The rhetoric seems to have eased somewhat this year, perhaps because clashes between Thai and Burmese forces revealed more about the real nature of the border problem.

Another factor affecting sustainability is BBC's ability to go on raising the necessary funds to cover expenditures. A major concern is that food prices have fallen in the last three years and the exchange rate of the Thai baht has been very favourable. The overall funding needs have remained more or less constant concealing the reality that the programme has grown significantly during the period. Prices and exchange rates can move quickly and it is possible that the cost of the programme could jump significantly at some time in the not too far distant future. This will be yet another test for BBC's long serving donors.

### **x) Programme Evaluation**

Since 1994 Donors have requested evaluations of the BBC programme and there have been six to date:

March 1994	Dutch Interchurch Aid/EC/Femconsult. Overall Programme
November 1996	Dutch Interchurch Aid/Femconsult. Monitoring Procedures
April 1997	ECHO Evaluation Report. Overall Programme
November 1997	ECHO Audit. Financial/Administration Procedures
May 1998	Dutch Interchurch Aid/International Agricultural Centre/Supplementary Feeding
April 2000	DanChurchAid/Sphere Project Minimum Standards

The ECHO evaluations in 1997 were carried out independently by their consultants or representatives who observed BBC's activities over a short period of time. The Dutch Interchurch Aid and DanChurchAid evaluations though were fully participatory exercises, focussing on issues of interest/concern identified by BBC. They were progressive evaluations, each following up on previous recommendations.

Effectively all of the recommendations of the evaluations to 1998 have now been implemented whilst the implementation of the 2000 Sphere evaluation is still ongoing.

It is the policy of the BBC to co-operate with any external evaluations required by individual donors and to implement agreed recommendations. During 2001 both ECHO and DFID have indicated that they plan to carry out evaluations of the programme before the end of the year.

Independently of this BBC will continue to carry out periodic 'progressive' participatory evaluations focussing on new or specialised areas of interest. Donors will be asked for any specific requirements they might have at the next Donors Meeting.

#### **y) Visibility**

During 2001 BBC printed logos on all supplies purchased with ECHO funds to comply with their "visibility" requirements. This broke a 17-year tradition of maintaining "invisibility" on the border. In order to clarify BBC's philosophy the BBC Board approved the following policy:

"BBC policy is not to display any publicity in the refugee camps. Its vehicles and property are unmarked and generally no Donor publicity such as stickers or signs are posted.

This policy has been observed since the beginning of the programme in 1984. The rationale is:

1. To show mutuality and promote the dignity of the refugees. The Refugee Committees are considered operational partners, sharing responsibility for providing the basic needs of the refugee communities. They are encouraged to be as self-sufficient as possible and it is not considered appropriate to make them display their dependence on outside assistance.
2. BBC has around 40 Donors. It considers that it would be inequitable to display publicity for one/some donors only and impractical to publicise all.

The BBC wishes all Donors to respect this policy. Where contractual practices necessitate publicity Donors will be requested to minimise their expectations and, if possible, to accept non-field publicity.

Whilst other NGOs working on the Thai/Burmese border do not maintain such a strict "invisibility" policy, they nevertheless maintain a low-profile presence. This reflects the original Ministry of Interior mandate, which specified "no publicity".

BBC visibility policy will be discussed at the 2001 Donors Meeting.

## Appendix D1

## Appendix D2

## Appendix D3

**Appendix D4 & D5**

**Appendix E: Financial Statements and Auditor's Report**

**Appendix E: Auditor's Report**

**Appendix E: Assets and Liabilities**

**Appendix E: Statements of Revenues Collected**

**Appendix E: Notes to Financial Statements: Note 1**

**Appendix E: Notes to Financial Statements: Note 2**

## APPENDIX F

### BBC MEETING SCHEDULE 2001

#### 1. BBC Board Meetings

Wednesday 1.30pm, BBC Office, Bangkok:

January	10	July	11
February	14	August	8
March	14	September	12
April	11	October	10
May	9	November	7
June	13	December	12

In accordance with the BBC Structure and Regulations agreed by the Donors Meeting, all Donors have the right to attend Board Meetings as observers.

#### 2. CCSDPT Meetings

The CCSDPT information and co-ordination Meetings take place every month on the Thursday immediately after the Board Meeting at the British Club, Soi 18 Silom Road. The schedule is:

January	11	July	12
February	15	August	9
March	15	September	13
April	12	October	11
May	10	November	8
June	14	December	13

0900 – 1100	CCSDPT Open Session (NGOs, IOs, Embassies)
1100 – 1200	CCSDPT Work Session (NGOs only)
1330 – 1530	CCSDPT Health and Education Sub Committees

#### 3. BBC Advisory Committee Meeting/Border Visit

14 – 19 March

#### 4. BBC Donors Meeting

15 – 18 October, Thailand. Details available from BBC office