



## Conflict Sensitivity Programme Clinic

in support of the project:

### **Improvement of food and nutrition security of vulnerable population in Rakhine State**

GCP/MYA/028/EC

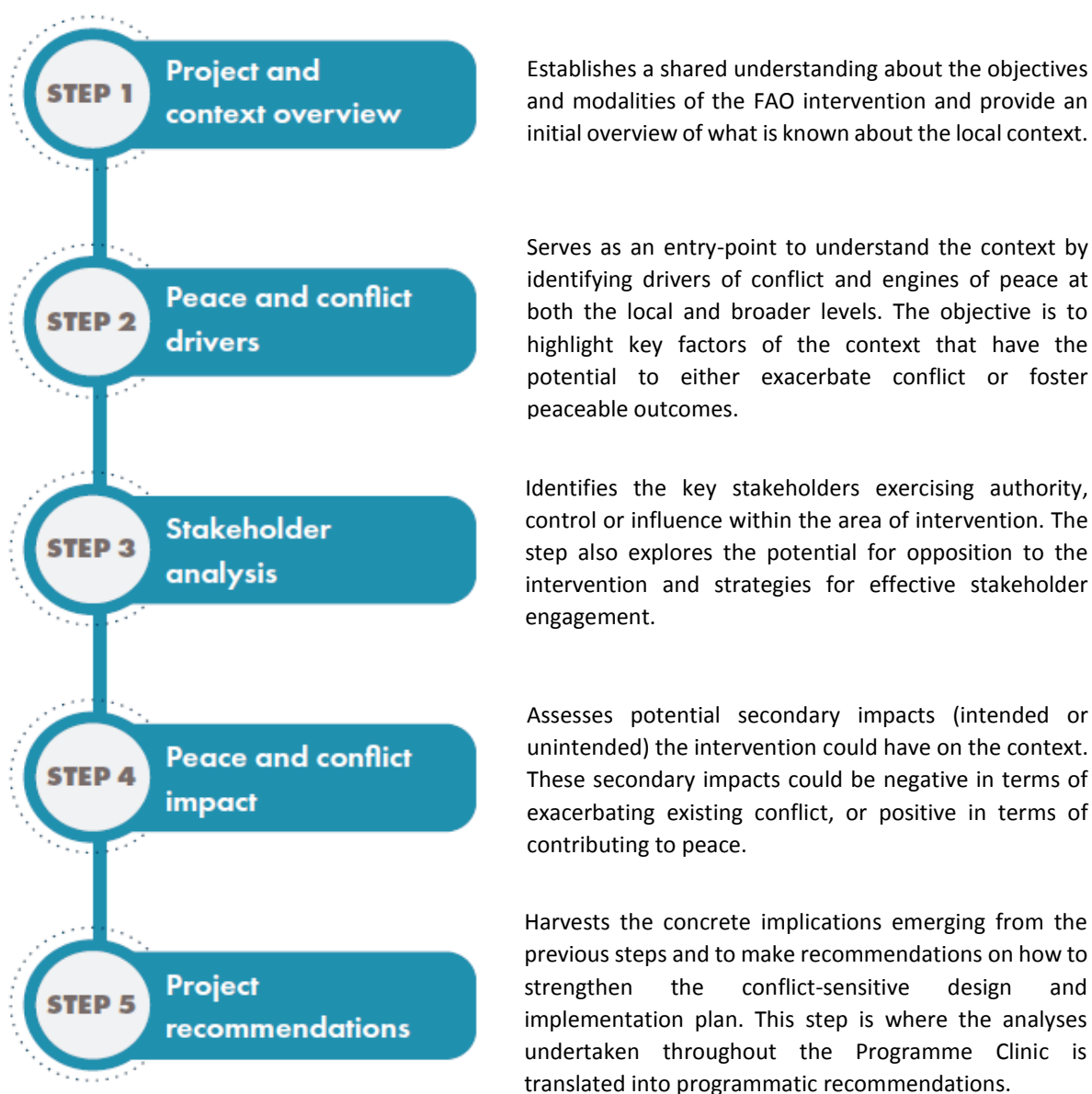
August, 2019

# Programme Clinic Report for the “Improvement of food and nutrition security of vulnerable population in Rakhine State”

## An overview of the Programme Clinic

The Programme Clinic has been jointly developed by FAO and Interpeace as a structured participatory approach to conflict sensitivity. It is a six to eight-hour workshop that can be implemented as a single working session or divided into two separate sessions. The process requires that within the group there is complex knowledge on the local context dynamics (governance and politics; socio-economic; community and identity groups; the environment and natural resources and conflict and security) as well as the technical expertise related to the nature of the intervention itself.

The participatory approach is intended to identify and integrate “conflict sensitive” strategies into the design and implementation of FAO interventions. The objective is to minimise the risk of any negative or harmful impacts as well as maximise opportunities for peaceable outcomes.



## Step 1: Project and Context Overview

The overall objective of the Project is the enhancement of food and nutrition security and resilience to socio-economic shocks and natural disasters in Rakhine State. The specific objective of the project aims to restore and protect agriculture livelihoods of vulnerable communities in Maungdaw, Sittwe and Marauk U districts of Rakhine State.

By supporting crop, livestock and aquaculture productions through quality inputs and technical assistance the project will increase food availability and access in targeted areas well beyond the project cycle. The negative impact of climate related disaster will be reduced by climate and disaster resilient agriculture production and the establishment of small-scale multi-purpose infrastructure built according to DRR standards. Income generation will be further supported through support to harvesting, food processing and conservation hence increasing availability of financial resources within the villages and reducing seasonal indebtedness.

The project will specifically address the food and nutrition security of women and children, particularly pregnant and lactating women with children under two years of age. Special attention will be paid to disproportionate impact of disaster and crisis on women and women-headed households in vulnerability ranking and selection of beneficiaries.

### **Output 1: Improved household food production and livelihoods diversification**

This output aims to increase household food production and improve livelihood diversification including staple crop, livestock and aquaculture. The output will be achieved through input distribution and improving the technical capacities of targeted population to practice disaster resilient good agriculture practices.

### **Output 2: Increased household income through the rehabilitation and construction of small-scale multi-purpose infrastructures, and strengthening agriculture value chain systems**

Household income will be increased under Output 2 with a focus on the rehabilitation and construction of small-scale multi-purpose infrastructures such as irrigation/water supply systems and embankments which contribute to reduce disaster risks. The agriculture value chain will be strengthened through training on harvest and post-harvest management coupled with the introduction of improved technology.

### **Output 3: Contribute to improve access and consumption of nutritious foods**

Output 3 predominately focuses on supporting women with the provision of vegetable seeds coupled with trainings on food-based nutrition good practices and establishing home gardening. In target areas for disaster response, improved access and consumption of nutritious food will also be achieved through scaling up the MCCT to be shock-responsive to provide pregnant and lactating women and children under two years old with additional cash to spend on nutritious food.

### **Output 4: Timeliness and quality of food security information improved through rigorous analysis and dissemination for improved timely decision-making and activation of response mechanisms**

Output 4 endeavours to address the timeliness and quality of future food security, resilience and disaster risk analysis through three critical elements: (i) the capacity to perform advanced analysis; (ii) the availability of data used for the respective analysis and (iii) the dissemination and use of the resulting analysis to inform disaster preparedness and response mechanisms and interventions.

## Context Overview

The conflict dynamic in Rakhine state comprises local, national and regional conflict lines, which have contributed to the protracted nature of the crisis, severely undermining the food security of vulnerable households. The structural disenfranchisement of the Muslim population has translated into localised structural inequality, where the symptoms can be partially treated though the causes remain unaddressed.

Irregular natural disasters have also resulted in widespread displacement, casualties and an erosion of the means of production. International humanitarian responses to the series of crises have, at times, fuelled tensions and undermined trust in the provision of assistance. The widespread attacks on humanitarian organisations in March 2014 by Rakhine nationalists is but one of the more prominent examples of the complexities of operating in Rakhine.

Natural disasters and conflict inducing regular large scale forced displacements have previously been the focus on humanitarian interventions. However, ethnic Rakhine nationalists have long complained of a marginalisation within the national context, with the grievance seemingly compounded by assistance to Rakhine state over the preceding ten years perceived as favouring Muslims. These sentiments have been inflamed by the rhetoric of influential ethnic Rakhine politico-religious figures, often relying on social media, to espouse messages of intolerance and effectively creating the conditions for violence to occur.

The comparatively limited public investment in governance and the provision of public services is a foundation of perceived centre-periphery marginalisation. The state, in contrast, is more associated with the Tatmadaw, which has come under widespread condemnation for human rights violations across the state. Regular intervals of violence are both inter-communal (Muslim/Rakhine) as well as Tatmadaw on Muslim, however more recently the Tatmadaw and Arakan Army (armed ethnic Rakhine nationalist group) have been fighting intensively in the northeast and east of the state.

The October 2016 attacks on police in the north of the state that was reportedly undertaken by the Arakan Rohingya Salvation Army (ARSA), with alleged “jihadi links,” precipitated the large scale reinforcement of the Tatmadaw. Violence both directly and indirectly contributed to the displacement of Muslims into Bangladesh in the months that followed. In August 2016, coordinated attacks against at least two dozen police stations provoke a large scale Tatmadaw offensive against Muslim populations leading to hundreds of thousands being displaced into Bangladesh in the proceeding weeks.

In December 2018, the Arakan Army (AA), which is not recognised as an official ethnic armed organisation (EAO) by Nay Pyi Taw, intensified attacks against the Tatmadaw provoking a broader conflict between the two combatant groups. Approximately 10 years ago, the AA and its political wing, the United League of Arakan (ULA) were established with the aim of delivering greater autonomy of the Rakhine Buddhist people. The December attacks and the subsequent ability to effectively engage the Tatmadaw has surprised many. The AA/ULA has also articulated a two years strategy, which incorporates the use of intensive violence to achieve its goals by late 2020.

The opening up of a new and violent conflict line has not only resulted in new levels of displacement of both Muslim and Rakhine residents, but also restricted access and introduced new levels of militarisation to an already highly-militarised context. The conflict, forced displacement of hundreds of thousands of people and the actions of combatants have resulted in the physical segregation of ethnic groups, to which the economic and social segregation could also be included. Interventions in Rakhine, particularly in the north, need to be highly cognisant of the local context and prevailing sentiments and incorporate this knowledge into the implementation. Is for this reason, the conflict sensitivity Programme Clinic was conducted.

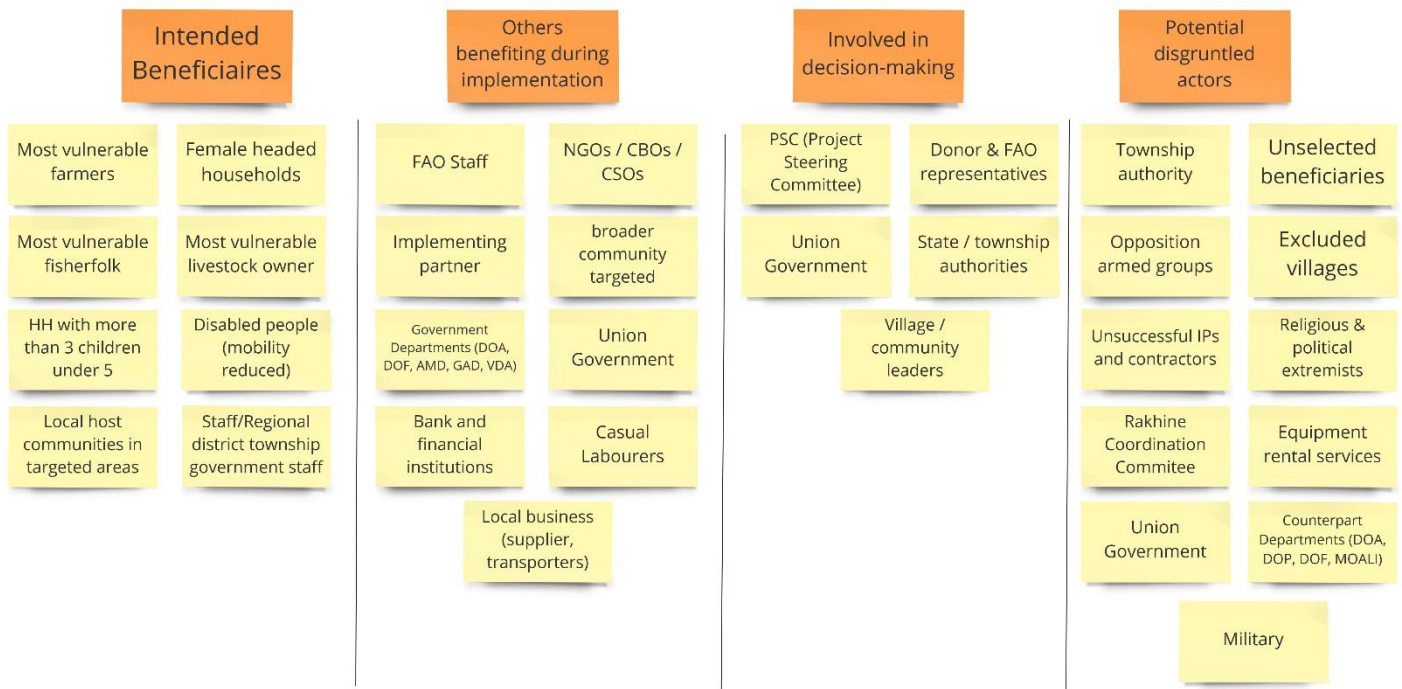
## Exercise 1: Peace and Conflict Drivers

What are the key issues and dynamics that are currently contributing to tensions and disputes and driving conflict or improve the prospects for localised peace?

		Governance			Economics			Social			Environment			Human Security		
Broader	Peace	National Ceasefire Agreement	Pathways provided by Kofi Annan report	Presence of international community	Transparency on investment projects			Inter-faith dialogue and activities			Pathway towards federal union					
	Conflict	Competing power centres (state vs union)	Ethnic-based political parties	Political & economic interests of foreign states (India, China, Japan, Korea)	Exploiting gas reserves for benefit of other countries	Corruption & cronyism	Strategic economic competition by foreign states	Perceptions of demographic change and influence	Ethnic and religious mobilisation	Social media rumours	Lack of law enforcement of environmental standards	Lack of Environment Impact Assessments (EIAs) for large scale investment projects		Disrespect of ethnic groups	Conflicts (states vs union)	Disrespect of ethnic groups
		Colonial era state formation and impact	Rapid political transition (democratisation)	Lack of implementation of Regional / State Government Action Plan		Exploitation of resources by union govt.		Family planning awareness raising	Radical messaging on media							
		Ethno-political-religious mobilisation	Lack of public awareness and duplication of laws													
Local	Peace	Collaboration and humanitarian, development and civil society actors			Transparent investments accepted by communities	IGA for both communities	Providing development assistance capacity development	Access to public education for all			Enforcement of environmental regulations	Muslim movement restriction encouraged local sustainability		Government restraint and respect to states		
					Access to UN assistance											
		State level ethno-political-religious parties and mobilisation	Trust deficit between community and government	Weak legislative implementation	Lack of interest on local production - dependency on assistance	Fear undermining local economic investment	Structural economic inequality	Community polarisation	Imbalance of ethnic and religious power-sharing	Issuance of National Verification Card (NVC)	Large investment projects degrading environment	Land grabbing and seizures for investment projects	Unclear land policy: lack of land access and management	Direct & indirect influence of armed groups	Freedom of movement limited for security reasons	Drugs smuggling
	Conflict	Weak implementation of the rule of law	Structural workplace discrimination against Muslims (for TA requisition)	50/50 Muslim/Rakhine assistance obligation	Lack of income generating opportunities for both communities	Access to natural resources (land, fisheries, forestry)	Poor infrastructure & transportation		Poor education system		Natural Hazards	Land grabbing due to displacement	Denial of access to fisheries	Human trafficking	Restriction in Movement (Muslim)	AA vs Tatmadaw ARSA vs Tatmadaw
		Perception of Muslim states supporting illegal immigration	UN assistance provoking divisions in communities (favouring Muslims)	Union government policies contextually inappropriate for Rakhine		Poor provision of public services (education, health)						Illegal logging		Gender inequality due to tradition	Psychological fear	Inaction on GBV
															Destruction of houses, villages, killing/raping	

## Exercise 2: Categories of Stakeholders

Identify key stakeholders within the zone of intervention as well as those able to influence the project





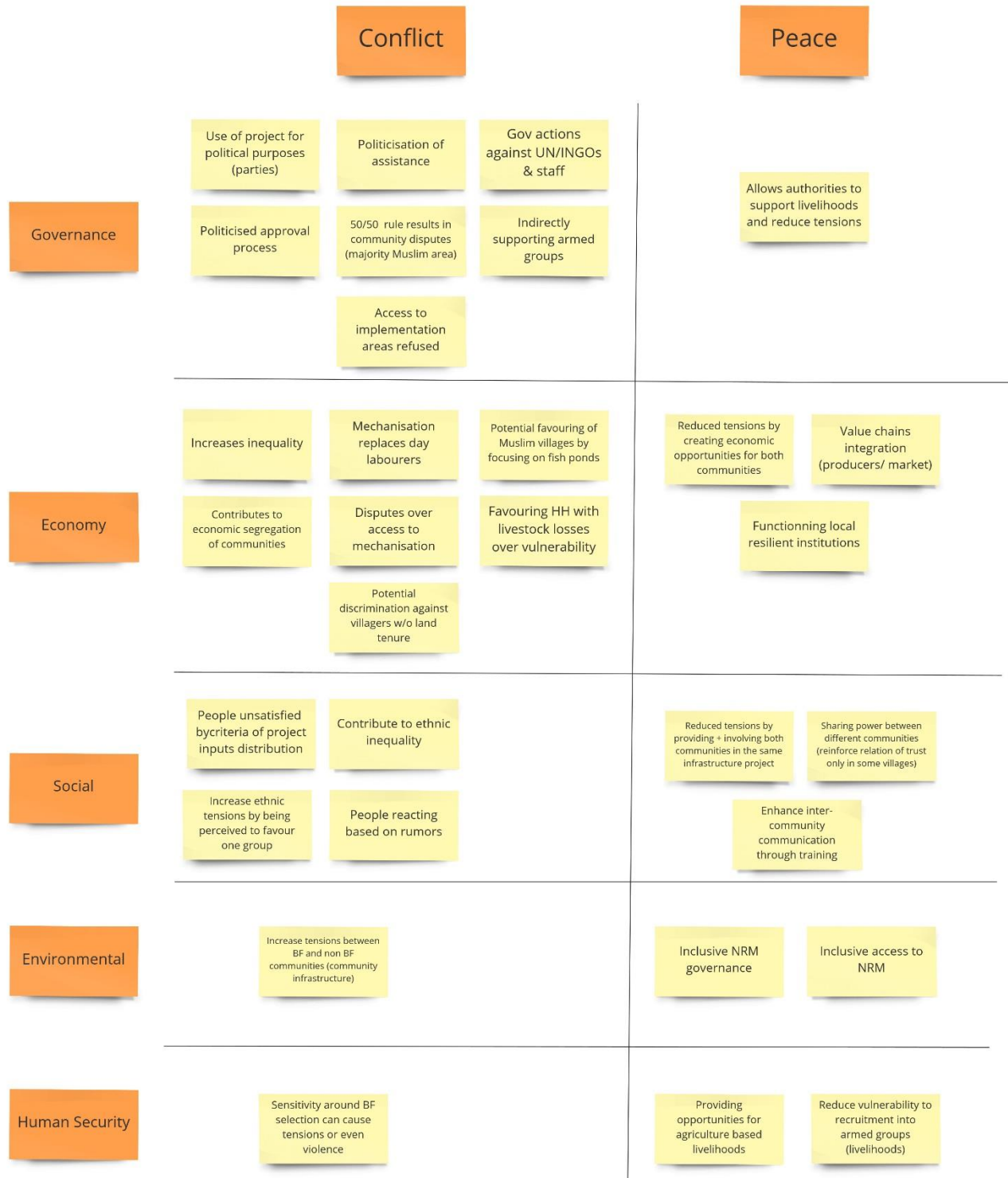
## Exercise 3: Exploring potential for opposition

Identify key potentially "disgruntled" stakeholders, document their perspective and power, while recommending a strategy to engage or mitigate potential disruptions to programming

Disgruntled actors	Perspectives		Power		Strategy		
Excluded beneficiaries	Left out/neglected despite need		Can complain to community/ethnic/religious leaders	Can easily spread rumours (offline and social media)	Regularly communicate with VDCs		
Union government	Union-state political considerations	Special security for international orgs	(non) Approval for the project		Low profile implementation in consultation with state level depts.	Minimize travel of FAO staff by working through local NGOs who hire local staff	Ensure political neutrality in project approach
Rakhine Coordination Committee	Accessing information	Security for international staff	Disrupt or stop project		Sensitise donor on need for flexibility		
Counterpart Departments	Additional workload/responsibility without benefits	Risks to personal safety	Project failure because of non-cooperation	Delay implementation activities	Staff incentives + DSA (eg. honorium for training)	Improve communication, focus on close relationship	
Village leaders	Community tensions (benef. vs non-benef.)		Can mobilise community against project	Can complain to authorities	Sensitisation	Involve in decision making	
Opposition armed groups	Providing assistance to "enemy" population		Coercive power (armed force)		Engage with senior community leaders		
Religious leaders	Assistance does not favour their communities		Religious mobilisation		Engage with senior community leaders		

## Exercise 4: Peace and Conflict Impact Assessment

Assess the potential impacts (intended or unintended) of the intervention on the local context





## Step 5: Recommendations for Design & Implementation

Identifying the concrete implications emerging from the analysis completed in the previous steps, and to make recommendations on how to strengthen the conflict sensitive design. The step is where the analyses undertaken previously can be translated into concrete programmatic options.

### **Stakeholder Analysis**

- Low profile implementation (in order to not suffer delays from non-approval status)
- Minimize FAO travel by working with local NGO + local staff (to address security concerns by Union Government, Rakhine State Committee)
- Ensure political neutrality in project design of implementation
- Transparency and accountability around tenders
- Request that villages select or be closely involved with the selection of beneficiaries (through set criteria)
- Consult all identified stakeholder in decision making
- Consult village & township level ethnic group
- Establish farmer associations linked with mechanisation
- Gather suggestion from field for changes to project
- Involve all communities when designing beneficiary criteria
- Involve local staff and IP in regular consultations

### **Peace & Conflict Impact Assessment**

- Sensitise communities on all aspects of the intervention to avoid allegations of partiality
- Sensitisation of communities to ensure acceptance of project inclusiveness
- Use land accessibility as selection criteria (instead of land ownership)
- After community discussions, consider bringing together communities through and infrastructure activities
- Distribute organic fertilisers only to avoid potential misuse of compounds in chemical fertilisers
- Incentivise inclusive sharing of natural resources

### **Peace & Conflict Drivers**

- Monitor changes to the context/conflict on a regular and institutionalised basis
- Conduct an assessment of the 2020 election and likely scenarios
- Discuss with communities before considering inter-community dialogue or joint training and activities
- Focus on building resilience capacity to reduce impact on conflict in future
- Avoid, where possible, engaging in politically, ethnic or religiously sensitive issues
- Regular community consultation to avoid misunderstandings and potential disputes
- Develop a social media policy to respond to potential rumours and negative campaigns.

