

BURMESE BORDER CONSORTIUM

RELIEF PROGRAMME

**PROGRAMME REPORT FOR THE PERIOD
JULY TO DECEMBER 2001**

Including

REVISED FUNDING APPEAL FOR 2002

February 2002

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.

CONTENTS

	<u>Page</u>
1. SUMMARY AND APPEAL	1
2. REFUGEE SITUATION DURING THE SECOND HALF OF 2001	2
3. BBC PROGRAMME DURING THE SECOND HALF OF 2001	10
4. BBC PROGRAMME PERFORMANCE INDICATORS	18
5. 2001 EXPENDITURES COMPARED WITH BUDGET	26
6. REFUGEE PROSPECTS FOR 2002	27
7. REVISED 2002 BUDGET COMPARED WITH ACTUAL 2001 EXPENDITURES	28
8. BBC FUNDING SITUATION	29
9. FINANCIAL REPORTS FOR SECOND HALF OF 2001	32
APPENDIX A: THE BURMESE BORDER CONSORTIUM	41
a) 1984 Mandate/Organisation	41
b) 1990 Extension/1991 Regulations	41
c) 1994 Regulations	42
d) 1997 CCSDPT Restructuring and Emergency Procedures	42
e) 1998/99 Role for UNHCR	42
f) BBC Organisation Structure	42
g) Funding Sources	45
h) BBC Bank Account	45
i) Financial Statements and Programme Updates	46
j) Programme Philosophy	46
k) Co-ordination with Refugee Committees	46
APPENDIX B: MINISTRY OF INTERIOR REGULATIONS MAY 1991	47
APPENDIX C: THE RELIEF PROGRAMME	48
a) Royal Thai Government Regulations	48
b) Food Rations	48
c) Supplementary Feeding	49
d) Blankets, Mosquito Nets and Sleeping Mats	49
e) Cooking Utensils	50
f) Building Materials	50
g) Clothing	50
h) Cooking Fuel	51
i) Educational Supplies	51
j) Refugee Demographics	52
k) Assistance to Thai Communities	52
l) Purchasing Procedures/Tendering	52
m) Transportation	53
n) Delivery/Storage	53
o) Distribution	53
p) Quality Control>Returns	53
q) Camp Administration	54
r) Monitoring	54
s) Indicators	55
t) Cost Effectiveness	56
u) Gender	56
v) Environmental Impact	56
w) Programme Sustainability	57
x) Programme Evaluation	57
y) Visibility	58
APPENDIX D: SUMMARY OF BBC PROGRAMME 1984 TO DECEMBER 2001	59
APPENDIX E: BBC MEETING SCHEDULE 2002	63

1. SUMMARY AND FUNDING APPEAL

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

The BBC refugee feeding caseload was 138,117 at the end of the December, another all-time high. During the last 6 months, 4,646 new refugees arrived in the camps, or just under 800 per month. The overall rate of new arrivals has been steady now at around 1,000 per month for the last three years. The new refugees still give the same reasons for leaving, which are mainly to escape forced village relocations, forced labour and other human rights abuses. There are also continuing reports of Shan refugees arriving in northern Thailand in similar numbers and for similar reasons. The relocation of Wa people onto Shan land is also becoming a major reason for the Shan exodus.

There has been no change in the Royal Thai Government admissions criteria which is to accept only those "fleeing fighting". As a consequence most new arrivals are "rejected" by the Provincial Admissions Boards. Of 29,067 new arrivals recorded by UNHCR since May 1999 only 41% have now been "accepted". Fortunately all of those awaiting decisions, and most of those rejected have so far been allowed to stay in the camps and receive assistance. But unfortunately in November a group of 63 were sent back across the border to a small Karen IDP settlement at Htee Wa Doh, in the Mon cease-fire area near Halochanee. Here they were attacked by Burmese troops forcing them to evacuate, with up to 800 other Karen settlers, into the Mon camp at Halochanee. The international community has made appeals to the Royal Thai Government for this entire group of Karen to be allowed into Thailand, but so far to no avail.

Considerable progress was made on several of the technical issues taken on by BBC during the last couple of years. In particular, the results of the first food consumption/nutrition survey were analysed and a second survey carried out, and BBC programme performance indicators were prepared for the first time. These are set out in a new section, Section 4, of this report and confirm that BBC is generally meeting its main objectives. The survey however has identified some nutritional weaknesses, which will be addressed during 2002. This will require combined actions involving other NGOs and the co-operation of the Thai authorities.

Other programme innovations included extending the firewood experiment to two more camps and the purchase of fresh vegetables from the local community in Suan Phung district which houses Tham Hin camp. Work progressed on the creation of an IDP data bank and a consultant was recruited to help BBC develop a gender policy in 2002. Considerable effort also went into further streamlining BBC's tendering and quality control procedures.

The annual BBC Donors Meeting was held in Thailand for the first time in October and was very successful. It was well attended and the Thai authorities were very helpful in facilitating the field visits. The MOI participated in part of the meeting. It was the most successful meeting to date in terms of the amount of BBC budget covered by pledges and expectations.

Expenditures in 2001 were about baht 493 million, or 8% higher than the year before. Again prices remained low and the exchange rate was steady. Although the Royal Thai Government has started to talk with the Burmese authorities about repatriation of the refugees, not much progress has been made so far. The reality is that the situation in most areas on the other side of the border has not improved at all and there are still tens, probably hundreds of thousands of IDPs who are all potential new refugees. The most likely scenario for 2002 is that new refugees will continue to arrive. The BBC budget assumes that the caseload will continue to increase at around 1,000 refugees per month.

This report presents a revised budget of baht 562 million (USD 12.75) for 2002 and, due to the success of the 2001 Donors Meeting this is already covered by pledges and expectations for the year. Indeed, for the first time ever, BBC carried a balance of almost one month's cash into 2002 and will hopefully be in a position to do the same next year. This has long been the target and should help avoid some of the serious cash flow problems of the past. However, many of the pledges have yet to be confirmed. There are also signs that rice prices may be increasing and the Thai baht strengthened in the early weeks of 2002. The eventual funding situation may not be as comfortable as it now appears.

Since BBC's funding needs may already be covered for 2002 this is not so much an appeal for funding, but rather a request for Donors to confirm their pledges and to arrange the transfer of funds as soon as possible. Even with the balance carried forward the cash flow situation will be very tight during the early stockpiling period.

BBC would like to thank all Donors for their ongoing support and encouragement and the Royal Thai Government for their excellent co-operation and facilitation. Although the refugee issue is very sensitive in Thailand, the Thai authorities are extremely helpful in ensuring the smooth implementation of the NGO assistance programmes.

2. REFUGEE SITUATION DURING THE SECOND HALF OF 2001

The total refugee population receiving relief assistance from BBC at the end of December was 138,117, another all-time high, representing an increase of 10,203 since the beginning of the year. The increase in the camps in Thailand during the last six months was 4,646, or just under 800 per month. This was a little lower than average for the last three years, but fairly normal for the rainy season. The reasons given by new arrivals for fleeing Burma remain unchanged with most leaving because of forced village relocations, forced labour or other human rights abuses. Many have been uprooted and chased by Burmese Army troops on several occasions over a period of years. The map on the facing page shows camp population changes during the period.

a) New Arrivals

It has become increasingly difficult to flee Burma and register in the refugee camps because of increased Burmese Army presence and control in the border areas and tighter surveillance by the Thai authorities. The Thai policy of accepting 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 arrive in small numbers 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. The real number of new arrivals is therefore likely to have been higher than that recorded, with unknown numbers hiding out in the camps or moving deeper into Thailand.

b) Admissions to Asylum

There were no changes in the admissions procedure during this period and the “fleeing from fighting” criteria was strictly applied by the Provincial Admissions Boards. According to UNHCR’s statistics, 29,067 persons have sought admission to Thailand since the MOI/UNHCR headcount/registration was carried out in May 1999 through December 2002, (31 months = 940 per month). Of these, 11,718 have been accepted (41%) by the Provincial Admissions Boards, 10,408 have been rejected (35%) and 6,941 (24%) still await consideration. UNHCR considers that the 10,408 rejected cases have legitimate fears of persecution if they return to Burma and has appealed for reconsideration of their decisions. So far 5,541 have been reconfirmed as rejected and 330 were “repatriated”.

267 of those repatriated were sent back in 2000 and the circumstances of their return were documented in previous reports. The latest incident was on 6th November 2001 when 63 asylum seekers who had arrived in Thong Pha Phum District on 25th October, were sent back to Burma through the Mon cease-fire area at Halochanee. UNHCR interviewed these people, confirming the dangerous situation that they had fled from in Burma, and requested that they be allowed temporary asylum in Thailand. Their case was considered by a Provincial Admissions Board meeting convened without UNHCR present, and their deportation confirmed. UNHCR and the NGOs considered this a case of “refoulement” and letters of concern were sent to the Thai authorities. A number of Embassies also protested this action to the Ministry of Foreign Affairs.

A major concern was that these Karen asylum seekers had been sent to a Mon cease-fire area, which the international community felt, could not be considered safe. The Thai authorities argued that there was already a Karen IDP settlement at Htee Wa Doh near to Halochanee, and that this was safe. The concern of the international community proved well founded when Htee Wa Doh was attacked and destroyed by the Burmese Army on 21st November. The entire Karen population of up to 800 was forced to evacuate into the Mon camp at Halochanee but were prevented from entering Thailand. One of the 63 deportees was shot and subsequently had a leg amputated.

Pleas by the international community to allow the Karen at Halochanee into Thailand were unsuccessful and the situation deteriorated further early in 2002 when fighting was reported in the Baleh Donpai section of Halochanee. The Karen population actually entered Thailand for safety but were sent back the next day. It appears that this incident was related to the activities of a Mon splinter group, which has broken the cease-fire with SPDC, further threatening the security of Halochanee.

The fate of the Karen in Halochanee and of the 5,211 refugees so far confirmed as screened out by the Thai authorities remains a concern. There is a major difference of opinion between key players in the international community and the Thai Government. Thai policy is seemingly based on a perception that the problem of new arrivals is one of a “pull factor” due to the presence of the camps and availability of assistance, rather than the international view that it is the result of a “push factor” due to the human rights situation across the border.

Border Map

c) Thailand/Burma Relationships, Repatriation

Relationships between the Thai government and SPDC have warmed considerably since the visit of Prime Minister Thaksin Shinawatra to Rangoon in June 2001. There is now active dialogue between the two governments about the repatriation of both refugees and illegal workers (see below). Most reports suggest that there has been little progress, if any, so far on the issue of refugees, but the fact that discussions have started is a major concern for the refugees themselves. The problem is that the talks do not take into account the views and concerns of the ethnic groups involved or the reality of the ethnic conflict still going on across the border. Tension has been worsened because some Thai authorities actively promoting repatriation are publicly insisting that the refugees are an intolerable burden on Thailand, costing money, destroying the environment and spreading disease. So far the international community is not involved in any repatriation planning and UNHCR has repeatedly stated the need to observe normal international standards of voluntary return and independent verification of safety.

On a more encouraging note, it is reported that Thailand has offered to facilitate talks between the ethnic groups and SPDC. The International Community is also urging SPDC to include the ethnic groups in the ongoing dialogue with Aung San Suu Kyi. Any durable solution of this refugee problem surely requires addressing its root cause, which is one of ethnic conflict.

d) Maneelay Burmese Student Centre

After the armed attack on Ratchaburi Hospital in January 2000, the National Security Council decided to close Maneelay Burmese Student Centre, which was perceived as a threat to national security. UNHCR was asked to resettle the population to third countries and it was planned to close the camp by the end of the year. Resettlement countries responded well and soon the "students" and other residents were on their way. The closure date was allowed to drift, but as numbers dwindled the Thai authorities determined that it must close by the end of 2001. By the end of October around 2,300 residents had been resettled and only 200 or so of the registered caseload were left, most of whom already had resettlement places and were simply waiting to be processed. December 15th was set as the closing date.

The problem was that Maneelay was also home to around 170 UNHCR Persons of Concern (POCs) – border cases, Burmese people recognised by UNHCR as refugees but not registered as part of the original Maneelay case-load and considered "safe" at the border. It was not the intention to resettle these people and it was stated that they would be moved to an undisclosed "safe" border location when Maneelay closed. Maneelay was also home to over 100 other Burmese who were not registered or recognised as Persons of Concern. It was stated that these people would be treated as illegal immigrants and subject to Immigration law, i.e. arrest and deportation.

The days leading up to 15th December were tense. The "student" leaders insisted that all the inhabitants in Maneelay were at risk, that they should all be resettled and that the camp be kept open until they were all processed. There were angry demonstrations and some went on hunger strike. It transpired that the Thai authorities had agreed with UNHCR to move the registered caseload and the POCs to Tham Hin camp.

It was potentially an explosive situation. Tham Hin, which is mainly a camp for Karen refugees from former KNU controlled areas, was clearly not an ideal location for these people. It had enough problems already without moving in politically motivated "outsiders" including Burmese dissidents and others claiming to have conflicts with the KNU. Tham Hin is tightly controlled and the refugees have the worst camp conditions on the border. They have to live under plastic sheeting and in very overcrowded shelters. Maneelay was relatively comfortable with lots of space, the residents could get passes to move around and it had electricity enabling some of them to even have TVs and computers. Not surprisingly the Maneelay caseload was worried about their loss of freedom and relative comfort, and their fears were fuelled by lack of clear information about their future.

To everyone's credit however the 15th December deadline was allowed to slip to give time for more information sharing and the preparation of new buildings in Tham Hin. Meetings were arranged between the "students" and high ranking Thai officials, UNHCR and the NGOs and eventually December 27th was set as the moving date.

Everyone involved was still nervous that the move might be problematic but, on the day, all went remarkably smoothly. A lot of the "illegals" had "disappeared" and 393 people in total transferred peacefully to Tham Hin with only token demonstrations. Tham Hin was well prepared to receive them. UNHCR-funded long houses were ready to house them, BBC had arranged pots and food to be going on with and MSF took over medical responsibilities.

So far things have gone well. The Maneeloy residents have settled down and more or less accepted their new environment for the time being. The NGOs in Tham Hin are extending their services to them. They are however concerned about their relative isolation and their severely downgraded living conditions. Whether this becomes a problem or not depends to a large extent on how long they are in Tham Hin and how clear their future is. They have now all been registered by UNHCR and, in theory, are all eligible for resettlement on a case by case basis. The reality though is that only those in the original caseload are guaranteed resettlement and most of the rest have previously failed UNHCR's criteria for resettlement. If a significant number are confirmed ineligible for resettlement there is bound to be tension.

Now that Maneeloy is closed, the plight of non-border Burmese refugees/asylum seekers is likely to come more into focus. The fact is that the border camps were established originally for rural communities driven out of Burma by fighting between the Burmese Army and the ethnic resistance. They were simple, village-like, settlements with minimal services and support, and functioned mainly because the refugees respected family and community structures and values brought with them from the other side. There are many Burmese refugees in Thailand who do not fit well in this scenario. Many are Burman or of other ethnic origins, many are single, and some claim to have been persecuted by the ethnic factions who dominate the border camps. They would likely be treated with suspicion in the camps and may find it tough to survive without being part of the traditional family/community structures. Maneeloy offered an imperfect solution for some of these, but now it is closed and there really is a need for an alternative protection solution for political and non-border refugees who could number in their thousands. Hopefully some low key assistance programmes currently supported by NGOs can be expanded.

e) Camp Relocations

There has been speculation for a long time that some camps might be relocated and the population of the small camp at Chumphorn was relocated to Ban Don Yang on 4th September. Since it was the peak of the rainy season, this seemed a very unreasonable time for the move but, as luck would have it, the rains relented for a few days and the move went very smoothly. Some 266 refugees made the move with only a few Chumphorn residents choosing to "disappear". The status of other potential camp relocations is as follows:

- Mae Kong Kha camp is currently located in the Salween National Park but no suitable alternative site has been found. For the time being at least, it seems that a decision has been made to leave it where it is. Some residents may be transferred to Mae Ra Ma Luang.
- Nu Po is on forest reserve land but there are no immediate plans to relocate the camp.
- Tham Hin camp is very over-crowded but, even though a nearby alternative site has been identified, no decision has so far been made to move it.

f) Ler Ber Her

Ler Ber Her was attacked yet again on 26th December. The people here originally set up camp at a place called Mae La Pho Hta on the Burma side of the Moei River in late 1998. Having originally fled to Thailand, they had been offered the option of moving into Mae La camp but preferred to take their chances on the other side. BBC was allowed to send rice and other NGOs provided other assistance. The population grew to around 4,000. All was going well until the Burmese Army overran it in April 2000 and they were all evacuated into Thailand. Again they were offered the choice of entering Mae La and some did. Others 'disappeared', but a group of around 2,000 decided to go back across the river to a nearby location at Ler Ber Her where again BBC supplied rice.

Ler Ber Her was attacked in July 2000 and again the population was briefly evacuated into Thailand. They returned to Ler Ber Her but BBC ceased sending rice in December that year because it was no longer possible to monitor the situation and this location was not considered a viable option. The camp population declined further before Ler Ber Her was attacked yet again on 26th December 2001 sending around 200 people into Thailand. The next day Ler Ber Her was burnt to the ground and the number of refugees increased to around 400.

On January 4th 2002 a group of around 200 returned once again to the Burma side of the river, to a new location just a little north of the previous site. It is not clear what has happened to the rest of the original caseload of 4,000. Some are in Mae La, others probably in Thailand and some will have chosen other locations back inside Burma. But each time these people have been attacked, the Thai authorities have been very tolerant, offering them the choice of entry into Mae La.

g) Illegal Workers

For several years it has been estimated that there have been at least a million illegal Burmese migrants in Thailand. At various times the Government set quotas for the registration of some of these workers and then carried out periodic roundups and deportations of those not registered. This proved to be a deterrent of sorts and kept pressure on the workers and their employers, but was not effective in keeping numbers down. It was generally acknowledged that most of those deported returned, some immediately.

In an attempt to regularise the situation, the Royal Thai Government decided to allow all illegal workers in Thailand to register during October 2001. There was a fee to be paid for permission to stay six months, with permits renewable for another 6 months depending on passing medical examinations. Some 568,249 workers registered, of whom 451,335 were Burmese. Although the registration process was considered a success, many workers were deterred from registering by the relatively high fee required and because of doubts about their security. The registration figure also does not include the families of workers who must number at least 200,000, and so the estimate of at least one million "illegal" Burmese in Thailand certainly does not look exaggerated.

There are many UNHCR POCs and unregistered refugees amongst the illegal migrants and these have been particularly vulnerable during deportations. It is not known how many refugees, registered or otherwise, might have signed up, although it is generally thought that relatively few camp residents did so.

At the moment there is no plan to reopen the registration process for those left out last time, and those registered will be required to have medical check-ups in March/April. Those who have untreatable diseases, or are pregnant, will be repatriated unless their employers wish to retain them. SPDC has agreed to set up a reception centre in Myawaddy opposite Mae Sot for those unemployable, and the Thai authorities have asked them to plan two others in the South. The Thai Government is then negotiating with SPDC to regulate labour movements in the future by deporting unregistered workers to the reception centres. As yet though there is no clear plan beyond the current twelve-month period.

Given SPDC's human rights record and the reasons most Burmese come to Thailand, the possibility of being deported to an SPDC reception centre is likely to be a major deterrent for most migrant workers. Given that there is no guarantee that there will be an extension of the permits beyond one year, and considering the dangers of failing the health tests or later being deported, there is concern that many of those who originally registered may not show up for re-registration. Given the scale and intractable nature of the illegal migration problem, and the relatively successful initial registration exercise, this would be unfortunate.

It was a major step forward to get so many people to show up and it would be unfortunate if there was any heavy-handed follow-up, which might destroy the trust of what remains a very vulnerable population. What is needed is a medium to long-term plan, which takes into account the current impracticality of deporting large numbers of illegal migrants to Burma. If the present system can be expanded and refined it holds out the opportunity for more enlightened policies to the benefit of Thailand which needs the cheap labour and the workers themselves who might get access to health and education services. This would be a safety valve for many people who are, in reality, refugees but unlikely ever to be recognised as such.

h) Shan Refugees

Shan refugees continue to arrive in Thailand, mainly as a consequence of the SPDC (then SLORC) village relocation programme in Central Shan State in 1995/6 which displaced over 300,000 people. The Shan Human Rights Foundation estimates that anything up to 150,000 refugees have entered Thailand since 1996. Approximately 4,500 new arrivals were reported in Fang District alone during the last 6 months of 2001. The situation for these people has not changed. They are not acknowledged as refugees by the Thai authorities and no NGO assistance is authorised. Most of them are living in the fields and orchards of Chiang Rai, Chiang Mai and Mae Hong Son provinces where it is difficult to sustain themselves, as work is seasonal and poorly paid. Access to schooling and health care is very limited and the refugees are very vulnerable, subject to abuse by their employers, arrest and detention. One major concern for their health is the unprotected use of pesticides in the orange orchards.

Displacement

There are two informal Shan refugee camps right on the border, near to points where the Shan resistance (Shan State Army, SSA) continues to oppose Burmese/Wa troops and carry out anti-drugs raids. The situation in these areas is extremely tense and if the Burmese/Wa attack, these refugees would be forced to flee into Thailand. Some of the new arrivals in these camps have been displaced by Wa people relocated from Northern Shan State. As many as 250,000 people are said to be scheduled for relocation and as many as 100,000 to 150,000 may already have been moved. The area of resettlement is being expanded eastwards opposite Chiang Rai province and to the Lao border. Large numbers of Shan inhabitants are being affected and, as this continues, more will be forced to flee to Thailand as they lose their lands and livelihoods.

In August the political wing of the Shan State Army, the Restoration Council of the Shan State (RCSS) presented a formal request to the Thai Government to establish camps in Thailand for the most vulnerable Shan refugees. It suggested one camp in each of the three northern provinces for a total population of 6,000 refugees. Subsequent to that, a group of Thai Shan people set up a committee "to campaign for refugee camps for Shan people" and sent a similar letter to the Thai government in September. Although as yet there has been no positive response, this committee now offers a legitimate channel through which to advocate the Shan refugee cause.

i) Internally Displaced

Most of the new refugees arriving in Thailand have been living for some time as Internally Displaced People (IDPs), trying to survive before being finally forced to give up and leave. Anything up to a million people might have been affected by village relocations during the last 5 or 6 years and hundreds of thousands have been displaced, now living in relocation sites, or in hiding, moving frequently to avoid Burmese Army abuses. As the Burmese Army gains increasing control in the border areas they search out IDPs in hiding, destroy any food supplies found, and shoot or torture those they catch. They return repeatedly to stop people from re-establishing themselves. The Karen last year estimated that in Karen State alone there were 120,000 IDPs in hiding or on the run. This estimate is currently being updated but is not expected to have improved. All of these IDPs are potential refugees. Many of those living under SPDC control in the relocation sites are used for forced labour and otherwise abused and some of these also find ways to escape and become refugees.

There remains little that can seemingly 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. A major obstacle to addressing the IDP problem is that the situation is largely hidden and inaccessible to independent observers. Efforts are being made to transcribe informal information collected by the ethnic groups to create a computer database, which can hopefully provide a useful tool for analysis, to more convincingly demonstrate the scale and nature of this problem.

Internally Displaced

3. BBC PROGRAMME DURING THE SECOND HALF OF 2001

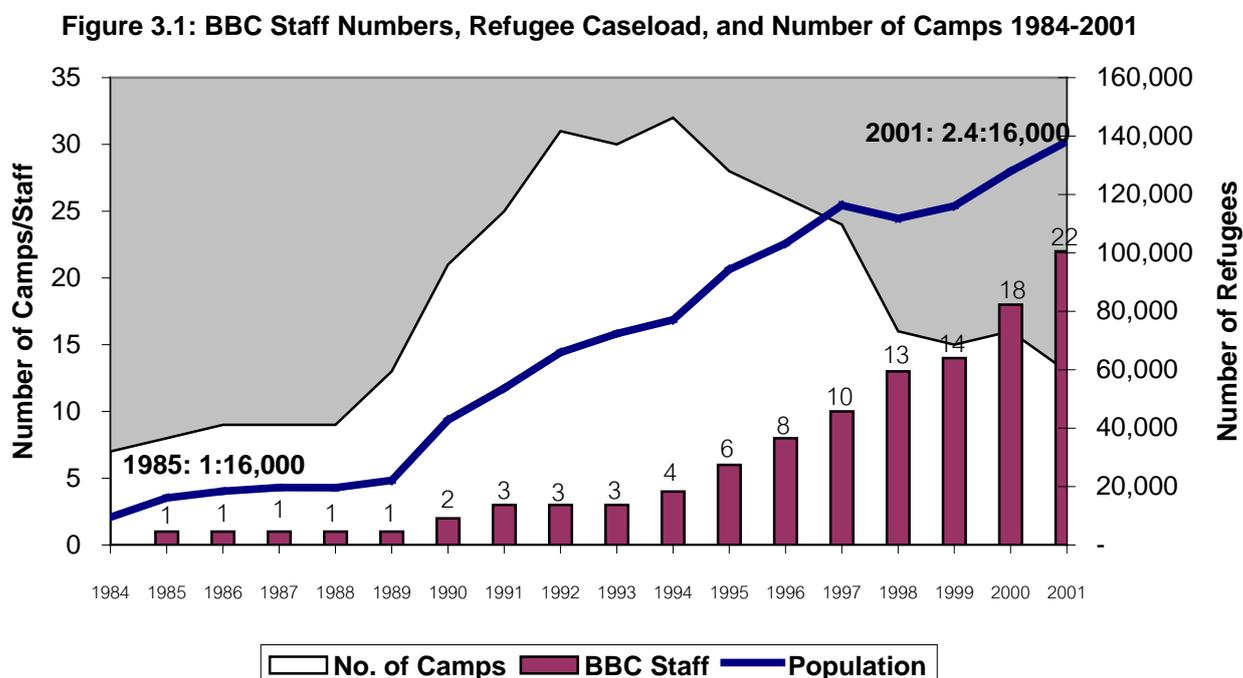
Background information on the BBC, including the organisational structure, is given in Appendix A. The relief programme is described in Appendix C.

a) Staffing

BBC staffing levels remained unchanged during the last 6 months of 2001. Currently there are 19 staff (9 male: 10 female and 8 expatriate: 11 Thai). Three consultants will be employed during the first half of 2002 effectively increasing the number to 22. Figure 3.1 shows the number of BBC staff in relation to the number of camps and number of refugees since 1984. Since the beginning, BBC policy has been to maximise refugee responsibility for the programme and to minimise staff input. Staffing levels were more or less constant at around one staff per 16,000 refugees for the first 11 years. The ratio has, however, now more than doubled since 1995 to about 2.4 staff per 16,000 in 2001. 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 the increasingly technical nature of the programme and donor requirements for more reporting and analysis.

One of the three consultants is the part-time Data Analyst recruited last year to help train and set up a data bank of IDP information. A second full-time consultant has been employed for 6 months to help evaluate and develop the emergency rice assistance programme. The third consultant has also been employed for 6 months to assist in developing a BBC gender policy.

Other staff needs will be reviewed during the first couple of months of 2002. There is a feeling that BBC is understaffed in the field, especially during emergencies such as occurred over the Christmas/New Year holiday, and there is no capacity to follow other situations such as the Shan. Also, now that the upgraded monitoring procedures have been more or less established and work on the impact indicators is well advanced, there is a need to address the additional staff time needed for these tasks. Up to 4 new staff are anticipated in 2002.



b) Rations/Nutrition

BBC carried out a food consumption/nutrition status survey in Mae La camp Zone A (one of 3 zones in the camp) in February 2001 and some very preliminary results were presented in the last 6-month Report. The analysis has now been completed and a comprehensive report is available from BBC. The survey indicated that the refugees are more aid-dependent than previously thought and some of the key conclusions were as follows:

- **The majority of households are very poor.**
Although most of the Mae La residents had lived in camp and in Thailand for long enough to develop coping mechanisms, the majority of families are very poor, with only 4% of population receiving year-round income.
- **BBC provides an appropriate amount of ration foods to the refugees.**
The average kilocalorie intake is 97% of the Recommended Daily Allowances for Thais, and the average kilocalories consumed per person/day (2,072 kcal) came out to be very close to what BBC provides (2,183 kcal/person/day in Mae La). However, the proportion of carbohydrates in the diet is higher than recommended, and protein and fat lower.
- **Families use BBC ration foods almost exclusively for consumption within the households.**
Although there are limited amounts sold, exchanged, or converted to other types of foods, BBC ration foods are consumed primarily within households, eaten within the camp confines and within the distribution period.
- **The BBC ration supplies nearly all of the nutrients in the diet.**
Although families are able to grow some vegetables, raise animals, forage for foods in the jungle, and exchange or sell foods, most of their intake (90-99% of all nutrients) comes from ration foods (except for vitamins A and C).
- **Mild, chronic malnutrition is prevalent among children.**
This type of malnutrition is due normally to overall poor conditions and frequent infection, and a diet in this case consisting mainly of rice, lacking in animal protein, and low in many micronutrients.

To check how representative these results were of the border as a whole, a second survey was conducted in Karenni camp #2 in Mae Hong Son province in November 2001. The same survey instruments were used, but BBC and Mahidol trained 7 Karenni surveyors to collect the data. The process took 3 weeks, and finished in December. Preliminary results are expected to be available by April.

If results from the Karenni Camp #2 survey are consistent with those from Mae La, BBC will consider options to address the carbohydrate and micronutrient imbalance in the diet. Any response is likely to be complex, involving not only a ration adjustment, but also training and education activities involving other NGOs. Implementation will require approval and co-operation from Thai government and NGOs, and will have budget implications. Some possible responses are outlined below.

Figure 3.2: Possible Responses to Nutritional Deficiencies

Possible Responses	Training	Co-operation from NGOs	RTG* Approval	Funding Implications
rotate commodities, new commodities, fortified foods	√		√	low to high
support food security/agricultural projects	√	√	√	moderate
supplementary feeding/supplements for current target groups, new target groups	√	√		none to high
ensure nutrition monitoring & screening, conduct nutrition/food consumption surveys	√	√	√	moderate
nutrition education and promotion	√	√		low

*Royal Thai Government

The sort of responses which may be appropriate include providing canned fish or groundnuts in the ration; fortifying foods (this would require a feasibility study); supporting lunches or snacks to pre and primary school children; developing a comprehensive plan to support gardens and animal husbandry; and proposing a strategy for nutrition education via existing community health workers and teachers. BBC will also continue to encourage nutrition surveillance and monitoring among the medical agencies.

Activities in 2002 will include identifying instruments for, and conducting ongoing nutrition surveys and monitoring, as well as and following up on any issues identified by the surveys that require further investigation.

c) Performance Indicators

A major programme development activity since late 2000 has been the development of programme indicators to measure the achievement of BBC's objectives. This has involved the drawing up of a logical framework, the identification of priority performance indicators and then the establishment of data collection procedures. This work is now well advanced and is recorded in Section 4. Some of the priority indicators can already be presented and all should be available during 2002. So far the results confirm that BBC programme is indeed meeting its overall objective of ensuring that the refugees receive adequate availability and access to food to sustain life.

d) Gender

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. However, at one of the year 2000 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.

To progress this issue BBC is employing a consultant for 6 months to assist in developing a gender policy for BBC. This will entail looking at gender awareness and equality within the organisation as well as in the programme in the field. This will build on the gender sensitivity training undertaken by the staff in 2000 and the objective will be to develop and implement a gender policy in consultation with the refugee communities, other humanitarian agencies and the donors.

e) Protection

As reported before, 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 3 sector specific protection workshops around the themes of 'Education', 'Food, Shelter, Water and Sanitation' and 'Health' and also another workshop on 'Sexual and Gender Based Violence' (SGBV). Another workshop on 'Assistance to Communities outside Camps' will be held in January 2002.

The working group met early in 2002 and is making the following recommendations to CCSDPT for ongoing action:

- **Co-ordination and Network Building:** to draw up a list of contacts in each area of all organisations involved in refugee issues and encourage people to communicate with each other.
- **Information/Data Gathering:** to draw up a profile of refugees in the camps, particularly children and specifically vulnerable populations such as those who have not been accepted or yet to be processed by the admissions boards. Also a registration of births and a needs assessment of counselling services.
- **Protection Focal Point:** report on protection issues internally within each NGO as a regular agenda item and establish point persons for co-ordination with other NGOs and interested parties.

Issues of special concern/interest to the BBC programme are the following:

- Why do refugees go outside the camp (e.g., for foraging and income opportunities)? This has implications for further action on food security to be followed up after considering the results from the nutrition survey.
- How to achieve equitable representation of the camp population on the camp committees? This will be addressed in relation to gender over the next 6 months as BBC develops a gender policy.
- 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? This will be explored through the camp administration fund (see o) below).

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 now all camps are receiving "full" rations of cooking fuel and building supplies for annual repairs to all camp buildings as well as shelters for new arrivals. These items represented 20% of total BBC expenditures in 2001.

Cooking Fuel

Since May 2000 BBC has been implementing recommendations of the UHNCR consultant's review of BBC's cooking fuel supplies as set out in the August 2000 BBC report. Progress is summarised in Figure 3.3:

Figure 3.3: Implementation of UNHCR Fuel Study Recommendations

Recommendation	Achieved to date	Ongoing work	Comments
1. Better Stoves	In place in MHS province	Train Karen at Karenni Stove Project	BBC does not currently have staff resources to extend to other provinces
2. Improve cooking methods	Not yet	Pending	No capacity for BBC to do this although committees have encouraged the dousing of fires in some camps.
3. Family curve distribution	In place in all camps.	Complete	
4. Increase avg. fuel ration	Included in family curve distribution calculation	Complete	Ration range now 7.0-9.4 kg/month
5. Increase sawdust charcoal	New products now on market and BBC purchasing most cost efficient in energy terms.	Complete	Supplies of sawdust charcoal limited. New products include combinations with coconut shell/husk and wood dust.
6a. Improve quality control - Camps	Camp recording systems improved	Complete	
6b. Improve quality control - Suppliers	Supplies for Umpiem and Mae La checked by independent inspectors.	Independent checks currently being extended to all camps	
7. Introduce tendering	Tendering in place for all camps. New suppliers being tested.	Complete	
8. Investigate firewood option	Experiment ongoing in Tham Hin Camp, Karenni camp 3 and Umpiem Mai	If successful extend to all non-stockpile camps in 2002	

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 and teaching improving cooking methods. BBC does not have the staff resources for intense camp-based activities such as these and hopefully these tasks can be taken up by another NGO, possibly as part of the new skills training projects being encouraged by MOI.

As reported last time, the Tham Hin firewood experiment was successful. 50% of the camp cooking fuel energy needs were supplied as firewood and this proved acceptable to the local Thai authorities, the refugee committees and the camp population. At this level BBC saved 34% on costs as compared with supplying 100% charcoal. MOI has now approved extension of the experiment to Karenni Camp 3 and Umpiem Mai at the same proportion. Initial trials are underway and full experimentation will begin in April. At the same time, MOI asked that the proportion of firewood in Tham Hin be increased to 70% and this will also be implemented in April 2002.

If the extended experiments continue to be successful it is hoped to introduce firewood to all the non-stockpile camps before the end of 2002.

Building Materials

Last year was the first year that building materials for house repairs were supplied systematically to all camps, but it proved 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. Distributions are now being planned for 2002 and BBC is looking for alternative sources.

g) Supply Purchasing/Tendering

Last year all of BBC's procurement procedures were upgraded. 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 88% of all BBC commodity purchases. It is hoped that the adequacy of these procedures will be reviewed as part of the proposed ECHO evaluation scheduled for early 2002.

BBC considers that the introduction of competitive tendering has been successful in ensuring that the suppliers offer the best possible prices. It has nevertheless been difficult to balance the quality of service provided by the suppliers with prices paid. BBC relies heavily on its suppliers to solve frequent delivery problems, which might be due to local conditions such as adverse weather or road conditions or difficulties with the local authorities. Suppliers offering the lowest prices are often not able to guarantee the same levels of reliability, especially if they are based far from the border.

BBC has developed selection criteria, which take into account past performance and familiarity with the delivery conditions, as well as their experience as commodity suppliers. These factors might out-weigh small cost differences. Most contracts have in fact continued to be awarded to local suppliers who have years of experience and greatest familiarity with the delivery conditions. A concern though is that if other suppliers fail to win contracts, over time they may lose interest and not make further bids. This could reduce the scope for tendering and result in less keen competition. Every effort is therefore made to be fair to potential new suppliers and to ensure a competitive market.

h) Quality Control

As reported last time, BBC contracted SGS Thailand to carry out independent quality control inspections of all ECHO contract supplies during 2001. This was the first time BBC had commissioned independent inspections and these involved checking one in ten or 25 of every sack/container of rice, mung beans, cooking oil and cooking fuel delivered to Umpiem Mai and Mae La camps. Checks were made on weight, packaging and quality as per contract.

The refugee committees continued to carry out a second check at the time of delivery/distribution. These visual checks are in some ways more comprehensive than the independent inspections because the committees check every sack/container rather than a 4 to 10% sample.

The amounts tested by SGS Thailand and the cost of testing during the second half of the year is set out in Figure 4.5 of section 4.

All of the supplies passed the checks (most, easily), but BBC considers them to be a useful safeguard, particularly when introducing new suppliers and during the stockpile period when the refugee committees only check quality at the time of distribution, well after the date of delivery. The combination of independent inspections at the loading point, refugee committee checks in camp plus BBC staff monitoring, makes for very effective quality control.

Given that all supplies have passed inspection, checking every truck seems somewhat excessive and it is hoped to discuss this issue with the ECHO evaluation team in 2002. Meanwhile BBC is experimenting with sample checks on all contracts in all the remaining camps for the current tender period and is using alternative inspection companies.

i) Packaging/Supply Items

As reported last time, the requirement in 2001 to print ECHO logos on rice sacks (see o) below) resulted in changing from using the traditional 100 kg jute sack to using 50 kg polypropylene bags for rice. This proved instantly popular at the distribution points, falling in line with ILO recommendations concerning the health of workers. During the second half of the year the 50 kg bags were introduced throughout the border and one immediately noticeable benefit was that women could now be involved in the rice distribution process.

The introduction of quality control inspections highlighted the difficulty of purchasing and maintaining consistent quality of the traditional "A1 Super Special" grade rice. Although all samples passed the inspection tests, the definition of this grade allows for a wide variation in the grain composition and there proved to be a big difference in the quality supplied by different suppliers. This was already a low grade of rice and shipments at the bottom end of the grade were considered unsatisfactory for consumption in the camps. As a result of this, the next higher grade "35% Broken" has now been introduced in some camps and may become standard except where a high quality of "A1 Super Special" is guaranteed.

Monitoring

Sardines were introduced to some camps in 2000 because it was reported that yellow beans could not be kept for the whole of the stockpile period. It was felt that the maximum storage period was up to 6 months. As an experiment two months of sardine supplies were supplied instead of the equivalent quantity of yellow beans. This has been evaluated and 5 months is now considered the maximum "shelf life". For 2002, 2 or 3 months supplies of sardines will be sent instead of yellow beans to each of the stockpiled camps, according to the length of their stockpile periods (7 months and 8 months respectively).

j) Centralised Invoice Payments

Since 1999 BBC has been gradually centralising all invoice payments in Bangkok. As shown in Table 9.1a, 92% of all expenditures were paid for in Bangkok during this last 6-month period, up from 90% in the previous 6 months and just 12% back in 1998.

k) IDPs

BBC recruited a temporary Database Co-ordinator from the Asian Research Centre for Migration, Chulalongkorn University in May last year, to assist the ethnic groups set up a computer databank of IDP information. During the second half of the year, the Data Analyst guided the keying in of data collected over the last two years (and even earlier for some of the groups), providing additional training as required. The ethnic groups began testing more extensive and standardised data collection forms aimed at facilitating more detailed and comparative analysis.

Some preliminary analysis of past data has been done and during 2002 it is hoped to be able to extract some basic trends. But, due to data limitations this will be of limited value and more emphasis will be put on the new and extended formats. A second consultant has been employed for the first half of 2002 to assist in developing the data bank and also reviewing the effectiveness of the emergency rice assistance programme.

l) Assistance to 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 a supply of blankets to villagers in Mae Hong Son Province during the cold season. A proportion of the used clothing distributions was also given to neighbouring Thai communities (see q) below).

As reported last time BBC agreed to purchase vegetables for Tham Hin Camp from villages in Suan Phung District as a way of improving the acceptance of the refugee camp by the local community. The trial started in July and, to avoid potential quality control and supply problems, the initial target was 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 were to be considered.

The trial is still in progress but has gone well. The distribution process has been handled well by the camp, vegetables have been of good quality and sufficiently durable during transport. The Tham Hin residents have been grateful and very positive about the addition, albeit minor, to their ration. The difficulties have been mostly related to the somewhat mercurial price and availability of sufficient vegetables on a month-by-month basis. It is not possible yet to determine whether the trial has improved the acceptance of the refugee camp by the local communities, but certainly Thai officials, both locally and in Bangkok have been appreciative of this initiative.

This experiment will be evaluated during the first half of 2002. However, the limited availability of vegetables produced in the local area and the fact that this small ration makes a minimal contribution to the refugee food basket makes it unlikely that it will be extended elsewhere other than perhaps for similar public relations purposes.

m) Safe House

The Safe House continues to provide health care services to deported immigrants in Sangklaburi but admissions have been down during the last few months. This is probably due to the registration of migrant workers, which has brought about a temporary halt in deportations. The patient caseload continues to be dominated by those suffering from psychiatric disorders. There are still a number of Thai patients at the centre, mostly suffering from mental illness, who have been picked up from around Thailand and assumed to be illegal migrants. The centre has been actively trying to reunite these patients with their families and have had some successes. Unfortunately, for the psychiatric patients who are not Thai and whose families are still in their countries of origin, permanent solutions appear dim. Nonetheless other patients with curable conditions do move on. Without the Safe House, these patients would have nowhere else to go for the basic needs to ensure their recuperation and survival.

n) Food Security

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

With increased focus on the nutritional status of the refugees and results from the first food consumption/nutrition survey in hand, BBC is considering how to effectively support food security activities as a way of supplementing BBC rations and targeting micronutrient deficiencies. BBC has collected information on all agricultural activities being undertaken in each camp by NGOs, refugee communities, and other groups, but there are only a few projects that target the whole community. BBC has offered support for seeds and saplings, as well as nutrition training and will continue to analyse this situation to provide support/co-ordination where appropriate.

o) Visibility

The Donors Meeting held in Chiang Mai in October 2001 adopted the BBC "visibility" policy which is set out in Appendix C. This is in effect an "invisibility" policy reaffirming BBC's longstanding policy of maintaining a low key, anonymous profile on the border.

During 2001 BBC printed ECHO logos on all rice, mung bean, cooking oil and cooking fuel sacks/containers supplied to Mae La and Umpiem Mai camps as a way of complying with ECHO grant requirements. Following the Donors Meeting BBC has been in negotiation with ECHO to explore ways of meeting their requirements in a way which is more sympathetic with the BBC policy. A proposal has been submitted for 2002, which is currently under consideration. This does not include the printing of logos on supplies.

p) Camp Administration Support

As described in q) Appendix C, BBC has been providing some support to the refugee camp committees for many years by allowing them to keep part of the return sales of rice sacks. This support was used variously to cover administration expenses such as the purchase of office supplies, torch batteries for night patrols, funerals, festivals, travel costs, entertaining visitors, social welfare and stipends for volunteers. Amounts given to each camp varied according to the level of activities but were relatively small.

As the committees became more dependent on this support and the amount given increased to 70% of rice sack returns, BBC requested reports on expenditures with a view to standardising amounts given to each camp. This became more urgent last year when jute sacks were replaced by polypropylene sacks in some camps, which have a very low resale value. For 2002 BBC has examined past expenditures and established a standard rate of baht 1.8/refugee/per month. This will be paid in cash direct to the committees who will be required to present 6-monthly accounts.

q) Clothing

As described in g) Appendix C, BBC has been organising distributions of used clothing from overseas for several years. Delays within the Thai bureaucracy have invariably meant that these supplies have been distributed later than intended, but in 2001 at least one item of warm clothing were distributed to each refugee. An additional item of used warm clothing was purchased for each refugee in the coldest camps (Umpiem Mai and the 5 camps in Mae Hong Son Province). It is likely that in 2002 BBC will be able to distribute two items of warm clothing to each refugee courtesy of donations from the Shanti Volunteer Association and Lutheran World Relief. However budget provision has been made to purchase warm clothing if these shipments do not arrive in time for distribution for the coldest part of the year.

With the refugees becoming increasingly aid dependent however, there is always a need for more clothing and for 2002 BBC has agreed to support a longyi-weaving project in every camp to be organised by the Karen and Karenni women's organisations. A longyi is a Burmese style wrap-around "skirt" worn by both men and women. BBC will provide thread and other support to weave one longyi for every woman in the camps, at the same time providing training and an occupation for a large number of camp residents. It is hoped to do this annually in the future, providing longyis alternately to women and men.

4. BBC PROGRAMME PERFORMANCE INDICATORS

BBC began work at the end of 2000 to develop indicators to assess the achievement of the revised programme objectives agreed at the Oslo Donors meeting. To prioritise this work, it was decided to focus initially on producing indicators to measure the achievement of BBC's main objective, which is:

- To ensure that displaced persons from Burma receive adequate availability and access to food to sustain life.

Figure 4.1 sets out BBC's Logframe showing the priority Performance Indicators adopted and the proposed Means of Verification. These primarily comprise health/nutrition indicators and indicators measuring the effectiveness of the delivery and distribution of supplies.

Progress on producing these Indicators and results so far are as follows:

Indicator 1: Percentage of children <5 with wasting malnutrition:

Means of Verification

- Common Data Collection: children <5 enrolled in supplementary and therapeutic feeding programmes;
- Nutrition Survey: children <5 weight/height measurements

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 second half of 2001 are as follows:

Figure 4.2: Number of Children < 5 Enrolled in Supplementary Feeding Programmes: July – Dec 2001

Camp(s)	NGO	Jul-01		Aug-01		Sep-01		Oct-01		Nov-01		Dec-01		Six Month Average		% of Pop. < 5 Years	
		Mod ¹	Sev	Mod	Sev	Mod	Sev										
Camps 2, 3 & 5	IRC	15	0	17	0	25	0	18	0	19	0	35	0	22	0	0.8%	0.00%
Site 3	MHD	12	0	14	0	10	2	8	2	1	0	6	0	8	1	0.4%	0.03%
Mae Rama Luang	AMI/MHD	24	0	22	0	23	0	25	0	31	0	29	0	25	0	2.0%	0.00%
Mae La	MSF	30	4	22	7	37	5	45	55	155	0	83	6	62	13	1.2%	0.25%
Umpiem Mai	ARC	5	0	6	0	3	0	5	0	1	0	1	0	3	0	0.2%	0.00%
Nu Po	ARC	16	0	17	0	5	0	14	0	13	0	16	0	14	0	0.9%	0.00%
Don Yang	ARC	14	0	25	0	24	0	22	0	26	0	22	0	22	0	4.3%	0.00%
Htee Wah Doh ²	MSF	5	0	4	0	8	0	2	0	3	0	0	0	4	0	1.7%	0.00%
Halochanee	MSF	25	0	23	0	17	0	23	0	61	0	44	0	32	0	4.4%	0.00%
Tham Hin	MSF	6	0	6	0	7	0	8	0	13	0	13	0	9	0	0.7%	0.00%
	Total:	150	4	154	7	158	7	169	57	322	0	249	6	200	14	1.2%	0.08%
Total Global Malnutrition³		154		161		165		226		322		255		214		1.24%	

1. Mod = moderate malnutrition (<80% median W/H); Sev = severe malnutrition (<70% median W/H) (NCHS Reference Standards, 1983). Figures based on average monthly caseload reported by NGOs on statistics reports.

2. BBC provided rice at 33% full rations to Halochanee Mon resettlement camp and Htee Wa Doh. Htee Wa Doh site no longer in existence following attack in November 2001.

3. Total Global Malnutrition prevalence = severe + moderate

The number of malnourished patients enrolled in the supplementary feeding programmes remains very small, representing only 1.24% of the under 5 population in the camps. This compares with average global malnutrition rates of 0.57%, 0.75%, 1.2% and 1.5%* in the previous four 6-month periods respectively.

These numbers should accurately represent the prevalence of malnutrition in children in the majority of camps, since children under five are carefully monitored and malnourished children identified and treated. However, the Mae La nutrition survey results showed a greater prevalence of malnutrition (4.1% and 0.6% of children <5 are moderately and severely malnourished, respectively; global prevalence = 4.7%) than reflected in the feeding figures. Although higher than expected, the rate is still considered 'acceptable' in emergency situations**, but will be investigated further. BBC will continue to encourage nutrition surveillance and monitoring among the medical agencies.

* figures for moderately malnourished, only

** WFP/UNHCR states that malnutrition <10% is 'acceptable,' meaning there is no need for population interventions. Thailand's malnutrition rate in 1993 = 5.9%.

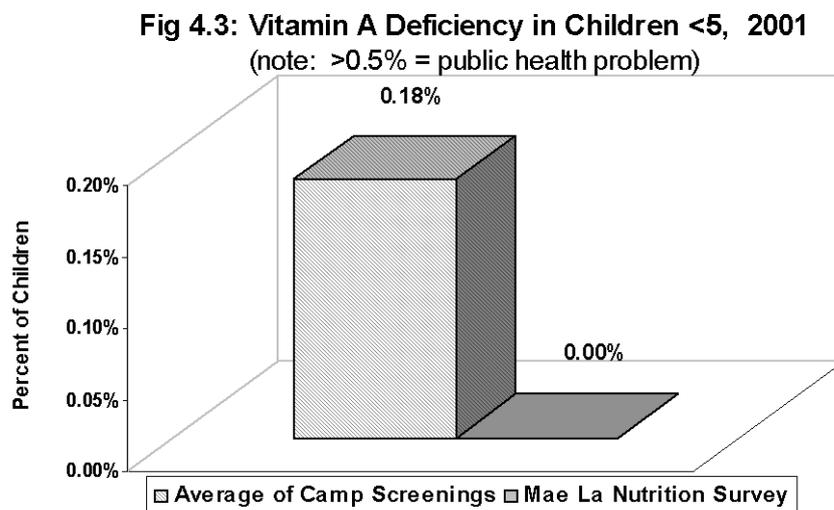
Figure 4.1. Logical Framework of BBC Programme

GOAL: To alleviate malnutrition and food insecurity			
Objectives	Performance Indicators	Means of Verification for Monitoring and Coordination	Assumptions and Risks
<p>Objective:</p> <p>To ensure that the displaced persons receive adequate availability and access to food to sustain life</p>	<p>1.% children < 5 with wasting malnutrition</p> <p>2.% children < 5 with signs of xerophthalmia (vitamin A deficiency)</p> <p>3.% population diagnosed with clinically apparent thiamine deficiency (vitamin B1 deficiency)</p>	<ul style="list-style-type: none"> • Common data collection <ul style="list-style-type: none"> i. children < 5 enrolled in supplementary and therapeutic feeding programmes (excluding new arrivals) ii. clinical incidence of thiamine deficiency • Nutrition survey <ul style="list-style-type: none"> i. children < 5 weight/height measurements ii. clinical examinations for vitamin A deficiency iii. actual nutrient intake • Medical agency data <ul style="list-style-type: none"> i. screening and clinical incidence of vitamin A deficiency 	<ul style="list-style-type: none"> - RTG policy allows appropriate level of services - No sudden massive influx of new arrivals - Co-operation from medical agencies - Presence of epidemics - No camp attacks - People able to plant/forage/earn income - Access denied due to weather /RTG policy
<p>Output:</p> <p>All the displaced persons in camps will receive basic food basket and adequate cooking fuel</p>	<p>4.Ration provides av. 2,100 kcals/person</p> <p>5.% of commodities meeting the quality specifications agreed upon by BBC and the suppliers</p> <p>6.% distribution points that are readily accessible to all recognised population recorded by camp committee and at convenient times</p> <p>7.% recognised camp population receive the rations planned</p>	<ul style="list-style-type: none"> • Nutritional analysis of ration • Quality – SGS reports • Acceptance by camp committee • Go-down locations monitored: <ul style="list-style-type: none"> i. No of refugees per distribution point ii. Furthest walking distance from distribution point iii. Camp distribution schedules • Up-to-date population figures - registered & new arrivals • Stock and Distribution records • Ration books. • Ration received after distribution <ul style="list-style-type: none"> i. At distribution point ii. Household 	<ul style="list-style-type: none"> - No sudden massive influx of new arrivals - No camp attacks - Access denied due to weather/RTG policy
<p>Activities:</p> <p>a) Procurement and delivery of supplies</p> <p>b) Distribution and monitoring of supplies</p>	<p>Inputs:</p> <ul style="list-style-type: none"> • tendering, payment, logistics, human resources • Distribution of goods by camp committees 	<ul style="list-style-type: none"> • Funding receipts/expectations. • Tendering <ul style="list-style-type: none"> i. % of purchases tendered ii. Average no of bids iii. Delivery slips/Purchase orders • Camp visits <ul style="list-style-type: none"> i. Monthly monitoring checklist ii. Camp records 	<ul style="list-style-type: none"> - Donor commitment to funding - Sufficient commodities available in marketplace - No camp attacks - Access denied due to weather/RTG policy - Adequate staff

Indicator 2: Percentage of children <5 with signs of xerophthalmia (Vitamin A deficiency)

Means of Verification

- Nutrition Survey: clinical examinations for vitamin A deficiency
- Medical Agency Data: screening and clinical incidence of vitamin A deficiency



Data for camp screenings from IRC, AMI; data for Mae La from BBC/INMU Nutrition survey, 2001

No children under five (0%) were found with signs of vitamin A deficiency from the nutrition survey in Mae La. Data from the medical agencies that conducted screenings within the last 6 months indicate that the percent of children with vitamin A deficiency is within acceptable limits (< 0.5%), and does not constitute a public health problem (WHO, 1995).

Survey results showed that vitamin A consumed in the households is well below recommendations. However, the medical agencies routinely provide Vitamin A supplements to children <5 because they are most at risk for deficiency (which can cause permanent blindness and death).

Indicator 3: Percentage of population diagnosed with clinically apparent thiamine (vitamin B₁) deficiency

Means of Verification

- Common Data Collection: clinical incidence of thiamine deficiency

Data collected from all camps for July through December 2001 show the following rates of vitamin B₁ deficiency:

Figure 4.4: Vitamin B1 Deficiency, July to December 2001

Vit B ₁ Deficiency – Border-wide Rates, Jul-Dec. 2001						
Age Group	July	August	Sep	Oct	Nov	Dec
< 5 Years	4.3	2.7	1.6	4.8	1.6	2.2
> 5 Years	7.5	7.8	7.4	9.8	6.5	6.4
Total	7.0	7.0	6.5	9.0	5.7	5.7

Rate = Cases/1000 persons

Data from CCSDPT Common Data for 2001

According to the Sphere Project, the nutritional needs of the population are met when ‘there are no cases of...beri beri’ (vitamin B₁ deficiency). The CCSDPT is currently in the process of revising the guidelines for diagnosing vitamin B₁ deficiency to reflect the true incidence more accurately. It is expected that true rates of this deficiency will be significantly lower. However, because of the diet based on polished rice and other factors that inhibit vitamin B₁, some cases of deficiency should be expected. ‘Acceptable rates’ will be determined following the revision of the diagnostic guidelines.

Food Security

Indicator 4: Ration provides average 2,100 kcals/person/day

Means of Verification

- Nutritional analysis of ration

The nutritional content of BBC's basic food basket standard ration is calculated at approximately 2,216 kcals/person/day. This meets the WFP/UNHCR recommendation of a minimum of 2,100 kcals/person/day. Calculations are based on data from the Institute of Nutrition at Mahidol University, ASEAN Food Composition Tables (2000).

Indicator 5: Percentage of commodities meeting the quality specifications agreed upon by BBC and the suppliers.

Means of Verification

- Quality- SGS Reports
- Acceptance by camp committee

SGS Thailand carried out inspections of all deliveries of rice, beans, cooking oil and charcoal to Mae La and Umpiem Mai camps in 2001. The results of the checks for the second half of the year are given in Figure 4.5. These confirm the consistent satisfactory quality of the supplies received by the refugees. Random checks are also now being carried out for all other camps during each tender period and results will be available during 2002.

Figure 4.5: Results of SGS Quality Control Inspections, Umpiem Mai and Mae La, Jul to Dec 2001

Commodity	Quantity Purchased	Quantity Tested	% Tested	% Rejected	Testing Cost (baht)	Commodity Cost	Testing % of cost
Rice (MT)	5,186	5,186	100	0	309,765	37,071,000	0.8%
Mung Beans (MT)	320	297	93	0	60,990	8,812,570	0.7%
Cooking Oil (litr)	322,000	323,036	100	0	60,990	7,752,867	0.8%
Charcoal (MT)	2,589	2,099	81	0	253,590	16,361,290	1.5%
Totals:					685,335	69,997,727	1.0%

Between 4 and 10% of the sacks/drums were tested.

Target was to test 100% of all deliveries. Some beans and charcoal were delivered direct to camp without checking.

No supplies were rejected as below standard.

The SGS checks take a sample of up to 10% of supplies, but the refugees then check every sack/container at the time of receipt/distribution. They set aside any considered deficient for replacement and the amount is usually very small or zero. A summary of amounts rejected will be available in 2002.

Indicator 6: Percentage of distribution points that are readily accessible to all recognised population recorded by camp committee and at convenient times

Means of Verification

- Go-down locations. Number of refugees per distribution point
- Go-down locations. Furthest walking distance from distribution point.
- Camp Committee distribution schedules

The average number of refugees served by each distribution centre is 3,050, with a maximum of 10,126 in Mae La and a minimum of 983 in Mae Ra Ma Luang. (Sphere Project minimum standard is 20,000:1).

The furthest any refugee has to walk to a food distribution point is 2 kms in Umpiem Mai. This compares with the UNHCR minimum standard of 5 kms. All other camp distribution points are within 1 kilometre walking distance. A new distribution point is being built at Umpiem Mai.

Refugees are informed of distribution times in advance. Distribution is carried out all day by section but supplies may be collected after the allocated distribution time.

Indicator 7: Percentage of recognised population that received the rations planned

Means of Verification

- Up-to-date population figures, registered and new arrivals
- Stock and distribution records
- Monitor ration books
- Checks on rations received after distribution
- Household checks

The BBC receives updated population figures from the camp committees every month including adjustments for new arrivals, births and deaths. These are cross-correlated against UNHCR registration figures and, where available, MOI camp commander statistics. The refugee committee statistics are also confirmed by the local authorities who check and approve BBC's requests to the Ministry of Interior. These are considered an accurate record on which to base camp supplies.

Stock and distribution records were upgraded and standardised for all camps during 2001 and summary statistics confirming the receipt and distribution of supplies will be available during 2002.

The accuracy of ration books is being checked as part of the regular staff monitoring checks and results will be summarised during 2002. This will confirm whether the refugees are aware of their correct entitlement.

Random checks on the weight of rice and beans received after the distribution points are now being regularly carried out. Summaries will be available in 2002. This will confirm the accuracy of the distributions.

The staff check a random sample of households each month to confirm that all supplies have been received. These will be summarised in 2002.

Inputs 1: tendering, payment, logistics, human resources

- Funding receipts/expectations
- Tendering. % of purchases tendered
- Tendering. Average number of bids
- Delivery. Delivery slips vs purchase orders

The continuity of the BBC programme and the timely delivery of supplies to the refugees depends on BBC receiving adequate funds in a timely fashion. Donor policy is for BBC to have adequate cash to cover expenditures one month ahead of the current one (i.e., a one month reserve). In the past this has rarely happened and in many cases funds only arrive during the month in which expenditures are being made.

Figure 4.6 shows the percentage of funds available at the beginning of each month for that month's expenditures, for each of the last 4 years. During 2001 there were just 2 months in which BBC had a full one month reserve (>200% of current month expenditures) and 7 months where there were not even enough funds available at the beginning of the month for that month's expenditures (< 100%). Although the situation was very tight during the first half of the year and caused administrative headaches, lack of cash did not affect the delivery of the programme. The situation was much better during the second half of the year.

Figure 4.6: BBC Cash Flow

Cash Available at Beginning of Month as Percentage of Funding Required for Expenditures				
	1998 (%)	1999 (%)	2000 (%)	2001 (%)
January	110	44	112	3
February	25	147	84	88
March	82	139	121	25
April	25	125	44	66
May	133	86	7	66
June	210	36	20	5
July	136	163	77	64
August	175	96	100	116
September	281	256	132	313
October	93	279	76	448
November	45	175	199	167
December	23	72	72	172
Yearly Average	112	135	87	128
Months < 100%	6	5	8	7
Months > 200%	2	2	0	2

To maximise the cost effectiveness of the programme, BBC aims to get competitive pricing for all the major supply items. During 2001 competitive tendering was undertaken for all purchases of rice, beans, cooking oil, charcoal, blankets, sleeping mats and mosquito nets, or 88% of commodity expenditures. The only two major supply items not tendered for were fish paste (which is locally manufactured and of varying taste) and building supplies which are also locally procured. These represent another 8% of purchases. BBC therefore tendered for almost all supplies practical.

The introduction of formal tendering during the last few years has been very effective but its ongoing effectiveness will depend on BBC being able to maintain the ongoing interest of potential suppliers and receiving adequate competitive bids. The average number of bids received in the second half of 2001 was rice 4, beans 3, cooking oil 4, charcoal 3, and mosquito nets 5. Competition was very keen for this period.

The efficiency of BBC's procurement procedures can also be measured by checking whether quantities received in camp were in accordance with purchase orders. The camp committees check deliveries and sign delivery slips for each consignment. BBC staff then check these against the purchase orders before payment. This involves a lot of paperwork and can be complicated when there are deliveries of multiple items. Summaries of these checks will be available in 2002.

Inputs 2: Distribution of goods by camp committees

- Staff monitoring reports
- Camp records

The results of the regular staff monitoring visits are set out in r) Appendix C. The staff made 158 camp visits during the second half of 2001 an average of over 2 visits to each camp per month. They carried out 218 checks on 7 different aspects of the camp supply and distribution system, including the camp records, and of these only 20 checks required some kind of follow-up or noted special attention.

The results so far show that BBC is meeting its key objective of ensuring that the displaced persons receive adequate availability and access to food to sustain life. The full production of these Indicators will remain the priority for the rest of 2002 and Indicators for other activities such as the provision of shelter and assistance to Thai communities will be developed as time and resources allow.

BBC Supplies

5. 2001 EXPENDITURES COMPARED WITH BUDGET

Actual programme expenditures for 2001 compared with projected expenditures for the year presented in the last (August 2001) six-monthly report are set out below. This projection assumed an end of year refugee population in Thailand of about 127,000 and current food prices with rice at about baht 735 per sack.

Item	Revised (Aug) 2001 Projection (baht)	Quantity	Actual 12 month Expenditures (Baht)	Quantity
1. RICE	222,300,000		217,858,501	
Rice (100 kg sacks)	222,300,000	302,000	217,858,501	298,091
2. OTHER FOOD	114,500,000		112,674,590	
Fish/Prawn Paste (kgs)	13,700,000	1,154,000	13,497,323	1,146,655
Salt (kgs)	3,200,000	560,000	3,253,005	578,188
Mung Beans (kgs)	43,500,000	1,525,000	44,266,380	1,559,572
Cooking oil (lts)	34,200,000	1,256,000	32,706,328	1,247,213
Chillies (kgs)	8,500,000	142,000	8,175,570	137,278
Sardines (kgs)	3,400,000	70,000	2,044,652	41,693
Supplementary Feeding	8,000,000		8,731,432	
3. RELIEF SUPPLIES	93,900,000		94,387,493	
Cooking Fuel	78,000,000	9,224,000	78,202,112	9,418,978
Firewood	1,600,000	3,000	1,302,269	2,716
Mosquito Nets	5,100,000	48,000	4,846,154	45,949
Blankets	6,000,000	70,000	6,230,163	71,312
Mats	3,200,000	34,000	3,068,835	32,579
Clothing			737,960	
4. MEDICAL	5,800,000		5,492,058	
Medical	5,800,000		5,492,058	
5. OTHER SUPPORT	50,800,000		32,960,968	
Misc./Emergency	23,000,000		9,886,265	
Building Supplies	25,600,000		21,399,703	
School Support	2,200,000		1,675,000	
6. LOGISTICS	7,500,000		6,064,239	
Relief Transport	5,500,000		4,570,644	
Quality Control, Consultants	2,000,000		1,493,595	
7. ADMINISTRATION	27,200,000		24,365,339	
Salaries/Office	23,500,000	Up to 20.5 staff	21,523,271	Up to 19.5 staff
Vehicle	3,300,000	10 vehicles	2,355,820	10 vehicles
Donors Meeting	400,000		486,247	
TOTAL	522,000,000		493,803,188	

The total cost of supplies for 2001 was baht 493,803,188 compared with total expenditures of baht 522,000,000 projected in August. Most expenditures were very close to expectation since refugee numbers (125,000 in Thailand at the end of December) and prices (rice averaged baht 730 during the period) were close to those predicted. The only major variations from budget were under-expenditure on the Misc./emergency and building supplies categories. The Misc./emergency line is in effect a budget contingency provision. Here an allowance had been made for the relocation of Tham Hin and/or Mae Khong Kha camps, neither of which happened. It was not necessary to send in additional building supplies during the second half of the year.

6. REFUGEE PROSPECTS FOR 2002

As described in Section 2, the number of new refugees entering the refugee camps in Thailand has been steady for almost three years, averaging close to 1,000 per month.

The number of new refugees entering Thailand during 2002 will depend on whether the situation changes in Burma and whether Thailand continues to grant them asylum. There is still 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 trying to enter Thailand as long as the abuses continue.

The SPDC and the Royal Thai Government have begun discussing the principles of repatriating the refugees to Burma but no real progress has been reported so far. This is likely to hinge on progress being made in the ongoing dialogue between Aung San Suu Kyi and SPDC in Rangoon. The nature and content of the talks remain "secret", but the international community, the political opposition and the ethnic groups themselves are all urging expansion to address the ethnic issue. But there is no sign that this will happen any time soon. The dialogue process remains fragile and it seems 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 131,000 in the camps in Thailand. To these can be added almost 13,000 Mon refugees in resettlement camps across the border who will still need partial assistance. The total mid-2002 caseload is therefore assumed to be around 144,000.

Actual events will be monitored constantly and the expenditure projections modified accordingly.

7. REVISED 2002 BUDGET COMPARED WITH ACTUAL 2001 EXPENDITURES

The following table presents a revised budget for 2002 compared with actual expenditures in 2001. As explained in Section 6, this budget assumes an average refugee caseload in Thailand of about 131,000 in 2002 and current price levels (with rice at around 740 baht per sack).

Item	Actual 2001 Expenditures (Baht)	Quantity	Revised 2002 Budget (Baht)	Quantity
1. RICE	217,858,501	298,061	240,500,000	320,000
Rice (sacks)	217,858,501	298,061	240,500,000	320,000
2. OTHER FOOD	112,674,590		128,000,000	
Fish Paste (kgs)	13,497,323	1,146,655	14,100,000	1,192,000
Salt (kgs)	3,253,005	578,188	3,600,000	644,000
Mung Beans (kgs)	44,266,380	1,559,572	48,900,000	1,665,000
Cooking Oil (ltrs)	32,706,328	1,247,213	36,900,000	1,482,000
Chillies (kgs)	8,175,570	137,278	9,200,000	155,000
Sardines (kgs)	2,044,652	41,693	5,300,000	102,000
Supplementary Feeding	8,731,432		10,000,000	
3. RELIEF SUPPLIES	94,387,493		99,700,000	
Charcoal (kgs)	78,202,112	9,418,978	78,500,000	9,652,000
Firewood (cm)	1,302,269	2,716	3,800,000	8,000
Mosquito Nets	4,846,154	45,949	4,400,000	48,000
Blankets	6,230,163	71,312	6,400,000	75,000
Mats	3,068,835	32,579	600,000	12,000
Clothing			6,000,000	
4. MEDICAL	5,492,058		6,500,000	
Medical	5,492,058		6,500,000	
5. OTHER SUPPORT	32,960,968		44,000,000	
Misc./Emergency	9,886,265		15,000,000	
Building supplies	21,399,703		27,000,000	
School Support	1,675,000		2,000,000	
6. LOGISTICS	6,064,239		10,800,000	
Relief Transport	4,570,644		5,000,000	
Quality Control, Consultants	1,493,595		3,000,000	
Camp Administration			2,800,000	
7. ADMINISTRATION	24,365,339		32,300,000	
Salaries/Office	21,523,271	Up to 20 staff	27,000,000	Up to 24 staff
Vehicle	2,355,820	10 vehicles	4,800,000	10 vehicles
Donors Meeting	486,247		500,000	
TOTAL	493,803,188		561,800,000	

The revised expenditure budget for 2002 is baht 561 million, 14% higher than actual 2001 expenditures, due in part to the assumed increase in the refugee caseload in Thailand (about 5%). Revisions since the budget presented in the last report include: a slower, more realistic introduction of firewood; only baht 15 million for Misc./emergency (contingency) because camp moves are no longer anticipated; increased provision for building supplies; increased supplementary feeding costs due to standardisation of protocols between the medical agencies; and more use of sardines at the end of the stockpile periods (see i) section 3). The budget includes 4 new staff in addition to the use of 3 consultants, and allowance has been made for the replacement of 4 vehicles. New line items are clothing (see q), section 3) and camp administration costs (see p), section 3) which have become significant new cost items.

8. 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), Oslo (2000) and Chiang Mai (2001).

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 Meetings on the day have not raised all the funding required, nor, indeed, solved the cash-flow problems, but they have established the necessary parameters for BBC to follow up with the Donors afterwards.

a) 2001 Funding

After experiencing serious cash flow problems during April and May, there were no further funding problems during 2001. **Table 8.1** summarises the funding situation throughout 2001. Total expenditures were baht 493,803,188 million and funding received totalled baht 539,748,501 million. A balance of baht 45,871,313 was carried forward into 2002.

Expenditures were lower than projected during the second half of 2001 mainly because there were no significant emergencies or camp moves. This enabled a balance roughly equivalent to one month's average expenditures to be carried forward into 2002. Although this was primarily due to good fortune it was in line with the policy agreed by earlier Donors Meetings and the first time it had actually been achieved at the year end.

This was a very satisfactory situation but, to emphasise just how fortunate this was, 2001 expenditures were only 10% higher than they were three years earlier in 1998. During this period the feeding caseload increased by about 24%, BBC staffing levels went up 50% and supplies of such items as cooking fuel and building materials increased by more than 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 went 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.

b) 2002 Funding Situation

Table 8.2 sets out the current expectations for 2002 taking into account pledges made at the Donors Meeting and subsequent correspondence. The table shows that new funds currently expected for 2002 total about baht 579 million as compared with anticipated expenditures of 561 million. With baht 46 million carried forward from 2001, total funding available would be baht 625 million and a balance of baht 64 million would be carried forward to 2003. This would be better than the target agreed by the Donors Meeting in 1996, a very satisfactory situation and potentially the best funding situation BBC has ever been in at this stage of the year.

Table 8.2 however also indicates that many of the 'pledges' remain unconfirmed and some are quite uncertain. Actual receipts could be significantly less than projected. BBC has also benefited from favourable exchange rates and low prices during the last few years and as 2002 begins the baht has strengthened and there are signs that rice prices are increasing. The current apparently strong funding situation could be quickly eroded if these trends continue.

Table 8.1

Table 8.2

9. FINANCIAL REPORTS FOR SECOND HALF OF 2001

The following tables summarise the BBC programme financial accounts for the period July to December 2001.

Table 9.1 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 9.1a gives a breakdown of programme expenditures by office and by ethnic group; **9.1b** a breakdown of management expenses; **9.1c** a statement of stock held at the beginning and end of the period; **9.1c** a breakdown of the medical agencies' expenditure of BBC grants for supplementary feeding; and **9.1d** a statement of BBC's property.

Tables 9.2a-c present the information in Table 9.1 in a different format, allocating individual donor contributions to the main expenditure categories. Table **9.2a** covers the previous reporting period January to June 2001 as given in the last BBC Report. Table **9.2b** covers the current reporting period July to December 2001. Table **9.2c** shows total expenditures for the period January to December 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 9.2a-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 9.1.

BBC undertakes to expend all grants within a 12-month period but many donors require their grants to be spent by the end of the calendar year even if their funds are not received until nearly the end of the year. This year BBC carried forward a balance close to an average one month's worth of expenditures in line with Donors Meeting policy. All of this balance was in fact spent before the end of January 2002. Tables 9.2b and 9.2c therefore also include some expenditures made in January (shown as a separate line item) so that all funds received in 2001 could be allocated. This line item will be included in the next 6-month statement and new grants received in 2002 allocated to the balance of expenditures for that period.

If Donors are satisfied with this innovation it will be repeated at the end of each year. If not, alternative methods of allocating end of year balances can be discussed at the next Donors Meeting. This has no effect on the reporting of designated grants which were given specifically for commodities to be purchased in 2001 (for example ICCO/ECHO supplies for Mae La and Umpiem Mai, and IRC/BPRM funds for Mae Hong Son province where 2001 receipts have already been tracked and allocated).

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 1st July 2001 through 30th June 2002 will be presented in the next 6 - month report due to be published in August 2002.

Table 9.1

Table 9.1a

Table 9.1b

Table 9.1c

Table 9.1d, e

Table 9.2a

Table 9.2b

Table 9.2c

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 4th/5th 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 monthly co-ordination meetings every 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 31st 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 18th 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 9th Infantry Division of the Royal Thai 1st Army. The 9th 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 have 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)
JRS	Jesuit Refugee Service (1990)
DIAKONIA	DIAKONIA, Sweden (1999)
NCA	Norwegian Church Aid (2002)

The International Rescue Committee (IRC), withdrew from membership as of 31st December 2002

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 2nd/3rd December 1996.

Structure of Relief Assistance

CCSDPT Services map

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

BBC received funds from the following sources in 2001:

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

The Governments of Australia, Canada, Czech Republic, 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. Appendix D sets out details of funding received from all Donors since 1984.

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
Surawong 2 Branch	Name: Burmese Border Consortium
141 Sakulthai Bldg-Surawong Tower	Account #: 064-2-15287-3
Surawong Road, Bangrak	Swift ID Code: SICOTHBK
Bangkok 10500, Thailand	

The BBC Tax ID number is: 4-1070-5787-5

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 was presented in the last report (August 2001).

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 7 were issued 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 Oslo 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 Sangkhlaburi. 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

31st 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 25th 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 guidelines 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 political 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 an adequate 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	16 kg/adult: 8 kg/child <5 years
Fish Paste	1 kg/person
Salt	330 g/person
Mung Beans	1.5 kg/adult: 750 gm/child <5 years
Cooking Oil	1 lt/adult: 500 ml/child <5 years

There are some variations in the rations given to individual camps based on local preferences, but the minimum composition provides 2,167 Kcals per person day.

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 was designed to cover only the basic 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. A second survey was conducted in Karenni Camp 3 in November/December. The results of the Camp 3 survey are yet to be analysed, but the Mae La survey showed that the ration currently provided is too high in carbohydrates, too low in protein and fat, and low in many micronutrients. The refugees are not able to adequately supplement the BBC ration with other foods to compensate, and younger children are most at risk of nutrient deficiencies. During 2002 BBC will explore potential changes in the food basket in order to provide a more balanced ration, which may include systematic variations in the food basket for different areas.

BBC has initiated collaboration with the medical agencies to expand existing nutrition surveillance activities in the camps, and the surveillance activities will be reflected in border-wide statistics.

c) Supplementary Feeding

Currently the medical agencies run supplementary feeding programmes for three targeted 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; and 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.

Since late 2000, the BBC Nutritionist has been working with the Medical agencies to follow up on the evaluation recommendations. Further study showed that there were significant variations in both the quantities of foods provided and the criteria for entrance into and exit from the programmes. Standardised entrance and exit criteria for the target groups were recommended and a start has been made to introduce more uniform feeding protocols.

More comprehensive, reporting forms are now being used by the medical agencies. Since the evaluation, the majority of them 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.

Figure 4.2 presented in Section 4 shows that malnutrition rates in the camps, by feeding enrolment, remain extremely low. These figures should accurately reflect malnutrition rates for those camps that conduct ongoing surveillance (e.g., monthly weighing for children <5). However, the nutrition survey results show that malnutrition rates are significantly higher than feeding enrolment figures in Mae La camp, indicating the need for ongoing surveillance and investigation into the cause.

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 the use of impregnated nets was phased out of Tak and Mae Hong Son camps during 2000 and 2001. Impregnated nets are now (2002) only distributed in Tham Hin and Ban Don Yang camps and the Mon resettlement sites.

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 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 are being 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. 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 2000/1 cold season.

BBC also hoped to receive a large shipment of sweaters from Japan through the Shanti Volunteer Association (SVA) in time for the 2001/2 cold season. But once again the bureaucracy proved slow and this shipment was not released from customs until January 2002. A total of 18,200 children's jackets/sweaters and 147,090 adult jackets/sweaters were distributed, including 4,529 children's and 35,431 adult's jackets/sweaters for affected Thai villages. Another order has been placed with LWR for 2002 and SVA is also interested in sending supplies again for the next cool season.

There is a growing need for warm clothes as the refugees become more aid dependent and BBC is looking at ways to ensure regular distributions. It is possible to buy good quality used clothing at very reasonable prices and in 2001 BBC purchased one item of clothing for every refugee in the 6 coldest camps pending delivery of the SVA shipment. It is planned in future to buy at least one item per refugee should overseas shipments be delayed.

BBC has also agreed to support a new project organised by the camp refugee women's organisations to weave their own longyis (Burmese style wrap-around "skirt", worn by both men and women). BBC will supply thread and funds for the women's groups to make one longyi for every woman in 2002 at a cost of around baht 3,000,000. It is planned to do this annually, making longyis for women and men in alternate years. This project will be a welcome community support project as well as a very useful and appropriate source of clothing.

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 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 became 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 per month, 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 month.

The first experiment with firewood began in Tham Hin camp in December 2000 where 50% of energy requirements are now 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. During 2002 BBC will increase the firewood proportion of fuel in Tham Hin to 70:30 at the request of MOI. BBC will also extend the experiment to one camp each in Tak and Mae Hong Son Provinces in 2002 to test the availability and acceptance of firewood in these provinces. If this is successful it is hoped to introduce firewood to all non-stockpile camps before the end of 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 2001 was as follows:

Group	Families	Adult*		Children		Total
		Male	Female	Male	Female	
Karen	18,603	30,336	29,159	21,466	20,808	101,769
Mon	2,785	4,340	4,408	2,456	2,400	13,604
Karenni	4,114	6,485	5,702	4,002	3,848	20,037
Total	25,502	41,161	39,269	27,924	27,056	135,410

* 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 second half of 2001 was baht 1,674,964 as detailed in Table 8.1a. Most of this, baht 1,637,764 was given to local Thai authorities, mainly in the form of rice to border personnel. Baht 37,200 was also spent on blankets for villagers in Mae Hong Son province during the cool season.

As described in g) above, a significant proportion of the used clothing distributions was also given to affected Thai communities.

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. Since 2000 open tendering was introduced for cooking oil and cooking fuel as well as rice and mung beans in all provinces. Bidding was open to all interested suppliers and it was now more realistic for Bangkok suppliers to compete because, due to the consolidation programme, there were far fewer camps to serve.

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 almost 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 400 50-kg 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 Mae La camp in Tak Province, delivery is every two weeks, but 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 they 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. 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 were traditionally organised by men because they had to carry 100 kgs sacks. However, during 2001, 50 kg sacks were introduced to all camps and already 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 4 to 10% of every sack/container of rice, mung beans, cooking oil and 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. The cost involved now works out at about 1% of the purchase price of supplies inspected. 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 BBC is currently experimenting 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 in 2001, which have a resale value of only about 1 baht compared with up to 20 baht for a jute sack, this source of revenue has drastically declined. BBC has asked all of the camp committees to produce operating expense statements and will now cover these on a cash basis in 2002. The standard support rate will be baht 1.8 per refugee per month for each camp.

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. Random weight checks at distribution points.

During the six month period from July to December 2001 the BBC field staff made 158 camp monitoring visits to the 11 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	January to June 2001			July to December 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	20	4	13	33	0
Camp 3	10	22	1	10	27	2
Camp 5	6	12	1	4	5	0
Mae Kong Ka	18	34	2	6	7	1
Mae Ra Ma Luang	8	31	1	3	6	0
Mae La	37	58	1	45	41	3
Umpiem Mai	33	57	4	26	30	7
Nu Po	8	31	3	6	10	1
B Don Yang	9	6	3	18	13	2
Tham Hin	14	21	6	21	44	4
Halochanee	3	7	1	6	2	0
Total	154	299	27	158	218	20

The average number of visits was 14 per camp with a maximum of 45 visits (Mae La) and a minimum of 3 (Mae Ra Ma Luang). During these visits staff made 218 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
44	23	28	28	28	23	24

Of these, 20 checks required some kind of follow-up or noted special attention. Typical examples of these extracted from the field monitoring sheets were "Camp Committee complaining that there is too much salt in the fish paste", "Some inconsistency with new stock forms introduced, follow up needed", "Some rice sacks found to be underweight, average 49.22 kgs", "40 kgs of chillies in Zone B poor quality, to be replaced", "Charcoal Quality variable, samples taken for analysis", "Firewood variable in length and diameter making use of family distribution frames difficult", "Called to Camp by Camp Committee who rejected total shipment of rice because of poor quality".

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

During 2001 BBC worked with the Refugee Committees to improve documentation for monitoring supply deliveries and distribution. The aim was to build upon the systems already established by the refugees and standardise reporting in all camps. The system still relies primarily on the refugees monitoring their own supplies, but enables more systematic independent checks by BBC staff. These checks have been incorporated in the regular monitoring programme and the extra work created to carry out these checks may require the recruitment of monitoring staff.

So far, a more detailed 'Supply Receipt and Distribution Form' and a new 'Supply Distribution Monitoring Report' have been introduced and are being field tested in the camps. Camp Ledgers and Delivery Receipt forms have also been re-designed and will be introduced during the first half of 2002. 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 objective of ensuring that the displaced persons receive adequate availability and access to food to sustain life. Data collection procedures have been set up to produce these indicators. Some are already available and others will be produced during 2002.

The health/nutrition data comes from two sources: the food consumption/nutrition status survey (see section b) above) and from the NGO medical agencies working in the camps. CCSDPT recruited a Data Analyst in 2001 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 22 staff (including three consultants). 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 budgeted to be 5.7% of expenditures in 2002. The total cost of the programme is still only equivalent to about baht 4,000 per refugee per year, or around 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. The staff make frequent house visits to observe 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 address areas of concern. BBC has recruited a consultant for 6 months in 2002 to help develop a BBC gender policy.

v) Environmental Impact

The impact of the refugee population on the environment was minimised until the mid-1990s 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 creation of larger, consolidated camps since 1995 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, bamboo and coconut by-products and the building materials are usually 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 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 almost 18 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 have 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 18 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 Thai people/authorities tolerance of the refugees' presence. 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. Since then there has been 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 are made to feel unwelcome and rumours of secret repatriation plans create anxiety in the camps.

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 distant future. This will be yet another test for BBC's long serving donors.

x) Programme Evaluation

BBC's policy now includes a commitment to periodic programme evaluations as a tool for improving the effectiveness of the programme but, since 1994, Donors have requested these 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 supported evaluations though were fully participatory exercises, focussing on issues of interest/concern identified by BBC. The Dutch Interchurch Aid evaluations were progressive, 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. ECHO has indicated that they plan to carry out an evaluation during the first half of 2002.

Independently of this BBC will continue to carry out periodic 'progressive' participatory evaluations focusing on new or specialised areas of interest. Donors are encouraged to suggest topics of interest.

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”.

This policy was adopted at the 2001 Donors Meeting. BBC is negotiating with ECHO to determine more appropriate visibility activities for 2002.

Table D1

Table D2

Table D3

Table D4, D5

APPENDIX F

BBC MEETING SCHEDULE 2002

1. BBC Board Meetings

Tuesday 1.30pm, BBC Office, Bangkok:

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

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 at the British Club, Soi 18 Silom Road, on the **Wednesday** immediately after the Board Meeting. The schedule is:

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

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

3 – 7 June

4. BBC Donors Meeting

16 – 18 October, Ottawa, Canada. To be confirmed