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**Executive Board  
Second Regular Session**

**Rome, 6–10 November 2006**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 9**

*For approval*



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## **PROTRACTED RELIEF AND RECOVERY OPERATION MYANMAR 10066.3**

### **Assistance to Vulnerable Families**

Number of beneficiaries	1,600,000
Duration of project	Three years (1 January 2007–31 December 2009)
WFP food tonnage	114,315 mt
<b>Cost (United States dollars)</b>	
WFP food cost	28,306,480
Total cost to WFP	51,739,679

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Regional Director, ODB:                      Mr A. Banbury                      tel.: 066513-2505

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).



## EXECUTIVE SUMMARY

Myanmar, whose 53 million inhabitants comprise 135 ethnic groups, is one of the most ethnically diverse countries in southeast Asia. It ranks 129<sup>th</sup> of 177 countries in the Human Development Index; annual per capita gross domestic product is US\$300. It is a food-surplus country, but unfavourable economic policies and severe weather negatively affect livelihoods, especially among people in border areas.

This operation will provide relief and recovery support for vulnerable food-insecure families. Support will correspond to needs in each operational area – Northern Rakhine State, Central Dry Zone and Shan State.

Northern Rakhine State is one of the most remote regions. Most of its inhabitants – the Rohingya, who have ethnic and cultural links with neighbouring Bangladesh – are landless casual labourers with limited employment opportunities because of restrictions on their movement. Access to food is a constant problem. Since 1994, WFP has supported vulnerable people in the state by bridging the food gap during lean periods and assisting in the transition to improved livelihoods.

The Central Dry Zone is a poor, marginalized area: its chronic food deficit is aggravated by weak infrastructure, harsh climate, inadequate farming inputs and lack of land tenure. WFP began targeting chronically vulnerable families in 2005, concentrating on food-for-work schemes aimed at improving water resources.

In Shan State, opium was for decades the main source of livelihood for many people. The Government's decision to eradicate poppy farming has driven former poppy-growing communities into chronic poverty and adversely affected their food security. Since 2004, WFP has been supporting these communities to sustain their food security during the transition to alternative livelihoods through food for work, food for training and food for education.

The objectives of this operation are (i) to sustain household food security by covering the food gap of the most vulnerable food-insecure families in restricted and marginalized resource-poor areas, (ii) to prevent further deterioration of and to improve nutritional status among children and pregnant and lactating women, (iii) to contribute to improved food security among vulnerable food-insecure families through activities aimed at building community capacities and (iv) to improve children's education through increased enrolment and attendance in primary schools. These objectives contribute to Strategic Objectives 2, 3 and 4.

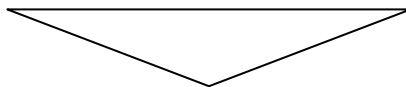
Evaluation missions in 2006 of emergency operation 10345.1 and Protracted Relief and Recovery Operation 10066.2 confirmed that food is still a major requirement in the operational areas and recommended that the operations be consolidated into a single country-wide programme. Two new operational areas – Chin and Kachin states – are added on the basis of their food insecurity. Activities that address WFP's Enabling Development objectives will be selected, with emphasis on nutrition, education, asset creation and improved food



security. Participatory methods will be used to involve communities in project implementation. Efforts to ensure that women participate in project selection and share control of assets created will continue.

WFP will collaborate with ministries, communities, United Nations agencies and non-governmental organizations.

## DRAFT DECISION\*



The Board approves PRRO Myanmar 10066.3 “Assistance to Vulnerable Families” (WFP/EB.2/2006/9-A/2).

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



## SITUATION ANALYSIS AND SCENARIOS

1. Once a major rice exporter and still a food-surplus country, Myanmar is now populated with numerous poor, vulnerable families who face difficulties in obtaining adequate food and nutrition: economic deterioration in recent decades has adversely affected their level of food security. One third of the children are malnourished, one fifth are born underweight and maternal mortality is 230 per 10,000 live births:<sup>1</sup> these figures reflect the harsh living conditions.
2. The 2003 multiple indicator cluster survey for Myanmar<sup>2</sup> showed that 32 percent of children under 5 were underweight and stunted. High rates of chronic malnutrition<sup>3</sup> indicate deteriorating food security resulting from insufficient nutritious food, poor access to health facilities, inadequate water and sanitation facilities, poor maternal and child care and limited livelihood opportunities.
3. Education is also seriously affected by increased poverty levels: parents unable to afford school fees often take their children out of school. If this trend continues, the outcome will be a structural problem for future generations, who will have had few opportunities to improve their livelihood choices.

### Restricted Areas

4. There have been numerous ethnic conflicts since independence, especially in border areas. Many ethnic groups have signed cease-fire agreements with the Government, but there are still conflicts on the eastern border.<sup>4</sup> Many border areas are subject to restrictions on movements of people and marketing of inputs and produce, and high taxation; they are also subject to strict border controls imposed by the Government, local authorities and neighbouring countries.
5. In Shan State, where poppy growing was the only livelihood for many people, communities have become particularly vulnerable with the phased implementation of the Government's 15-year plan to eradicate poppy growing; very few alternatives are being offered to households for their survival. Household survey<sup>5</sup> results indicate that 82 percent of households that grew poppy can no longer meet their food needs: 55 percent of households reported a rice deficit of up to three months; 45 percent reported a deficit of up to 12 months.<sup>6</sup> Coping mechanisms, fewer meals, lower-quality diets with more maize mixed with rice, expenditures reduced by taking children out of school<sup>7</sup> and cutting down medical expenses, and increased slash-and-burn agriculture to grow maize, especially on hillsides; those who can afford it migrate. Communities that depended on poppy for

<sup>1</sup> United Nations Development Programme (UNDP) Human Development Report, 2005.

<sup>2</sup> A 2003 Ministry of Health/United Nations Children's Fund (UNICEF) survey indicated 31.8 percent underweight and 32.2 percent stunting.

<sup>3</sup> WFP's Nutrition Survey of Operational Areas in 2005 revealed higher rates of malnutrition: 42.4 percent underweight, 61.8 percent stunting in Kokang and 12.8 percent wasting in Magway.

<sup>4</sup> The recent displacements of Karen in Myanmar and into Thailand result from conflict.

<sup>5</sup> United Nations Office on Drugs and Crime (UNODC) Opium Survey, 2005.

<sup>6</sup> Ibid.

<sup>7</sup> According to the Japanese International Cooperation Agency (JICA), 6,000 students – 20 percent of the student population – did not enrol in 2004 following the poppy ban.



generations lack the skills to introduce sustainable agriculture. Those wishing to move in search of better livelihoods or wishing to sell produce are subject to strict controls and heavy taxation on products sent to the main markets.<sup>8</sup>

6. The Rohingya residents of Northern Rakhine State face even tighter restrictions because they are “stateless”: they have no citizenship rights or identity cards and are subjected to numerous controls in relation to which large payments may be demanded; movement between townships is severely curtailed. Many Rohingya recently fled to Bangladesh to escape discrimination and repression; some have since returned but their living conditions have not improved; high population density and limited access to land and employment force many families into a vicious circle of increased indebtedness, with little hope for the future.<sup>9</sup>
7. Most Rohingya heads of household are landless casual labourers who cannot travel far without official permission and taxation. Household access to food is a year-round problem, particularly during the monsoon in July–September, when there are few work opportunities and trading restrictions increase the price of rice; these factors adversely affect the food security and nutrition of vulnerable families, often forcing them to beg or adopt other unsustainable coping mechanisms such as collecting firewood and conducting illegal ventures in Bangladesh.

### **Marginalized Resource-Poor Areas**

8. Communities in marginalized, resource-poor areas also face food insecurity: workers often have to migrate for months in search of employment, leaving behind the weaker members of their families. The environment in these areas is usually unfavourable for sustaining growing populations.
9. The Central Dry Zone is particularly vulnerable to variable weather: farmers often have to re-plant more than once before the rains are sufficient for crops to start growing. The aridity has increased the salinity of the soil, reducing its fertility and subsequent potential. Inefficient farming techniques mean that communities produce insufficient food and that there are fewer work opportunities for landless people, who are thus increasingly unable to feed their families. Daily rates for casual labour in the Central Dry Zone are among the lowest in Myanmar, reflecting the situation of surplus labour and few employment opportunities.
10. Water is an acute problem in the Central Dry Zone. From January to May, the drier months, water becomes scarce and most village ponds dry up. Villagers move to river beds in search of water and food, leaving behind the weaker family members. Migratory workers, who may be absent for up to five months, often adopt high-risk behaviour and bring back infectious diseases such as HIV/AIDS to remote villages where little medical help is available. Entire villages are known to migrate out of the Central Dry Zone to survive, disrupting agriculture, taking children out of school and increasing human trafficking.

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<sup>8</sup> Ex-poppy areas are often designated Special Regions, reflecting cease-fire agreements with ethnic groups who have administrative control and their own standing armies.

<sup>9</sup> WFP’s first operation to assist returnees from Bangladesh ran from 1978 to 1981; a further 250,000 refugees returned in 1991–1992, and WFP recommenced its operation in 1994. Since then, 236,000 people have returned: 19,000 are living in two camps in Bangladesh, assisted through PRRO 10045.3.



11. Remote villages in Chin and Kachin states continue to use poor environmental practices such as slash-and-burn agriculture, which damage the fragile hill environment. A WFP food needs assessment mission to Chin State in November 2005 highlighted the increase in illegal logging when the imminent corn harvest was adversely affected by late rains, which caused more environmental degradation. Families often send able-bodied members to seek work in India; elderly and vulnerable people and children then have to rely on community support, which has deteriorated over the years. Food security in remote communities in Chin and Kachin states is increasingly uncertain as social cohesion continues to weaken.

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## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

12. Government budget figures are not made public in Myanmar. Some ministries that publicly state their share of the budget appear to have extremely limited resources to address the needs of the population; remote, marginalized and often resource-poor areas in particular receive inadequate attention in Government programmes. There has been some top-down infrastructure-related investment in border areas, but Government policies focus mainly on maintaining the peaceful situation. In many border areas where there have been decades of conflict, there are limited government services in health, education and other socio-economic programmes.
13. Myanmar has been under military rule for over 40 years; it has been subject to selective economic sanctions since July 2003, which have had a negative impact on foreign assistance<sup>10</sup> and have caused foreign aid to be limited to humanitarian assistance in response to short-term crises, with little scope for longer-term development.
14. The environment in which bilateral and multilateral stakeholders operate is subject to restrictions by local authorities that limit local capacity-building for sustainable development.
15. At the national level, WFP participates in working groups of the United Nations and international non-governmental organizations (NGOs), including the HIV/AIDS extended theme group and the United Nations population movements working group. WFP co-chairs the food-security group with the Food and Agriculture Organization of the United Nations (FAO) and is involved in regional fora such as the Kokang-Wa Initiative, a forum of 18 partners focusing on vulnerable ex-poppy communities in northeastern Shan State. In areas where WFP is the only operational United Nations agency, it assumes a coordinating role, advocates on protection issues, facilitates access and provides technical support in areas such as information and communications technology.

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## **OBJECTIVES OF WFP ASSISTANCE**

16. This PRRO will provide relief and recovery support for vulnerable food-insecure families according to needs in the operational areas. The objectives are: (i) to improve household food security by covering the food gap of the most vulnerable food-insecure families in restricted and marginalized resource-poor areas; (ii) to improve the nutritional status of children and pregnant and lactating women; (iii) to contribute to improved food security of vulnerable food-insecure families through activities such as food for

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<sup>10</sup> In 2003, per capita overseas development assistance for Myanmar was US\$2.6; it was US\$37.9 in Cambodia, US\$52.8 in Lao PDR and US\$21.8 in Viet Nam.



work (FFW) and food for training (FFT) aimed at building community capacities; and (iv) to improve children's education through increased enrolment and attendance in primary schools. These objectives contribute to Strategic Objectives 2, 3 and 4.

## WFP RESPONSE STRATEGY

17. This protracted relief and recovery operation (PRRO) will take over from an emergency operation (EMOP) in Shan State and a PRRO in Northern Rakhine State and Magway Division. The target areas – Northern Rakhine State, Shan State and marginalized resource-poor areas of Magway Division and Chin and Kachin states (see annex IV) – are subject to restrictions. All the target areas are food-insecure and rice-deficit, with harsh climate, fragile environments and weak infrastructure.
18. Food-assistance programmes to date include:
  - EMOPs 10345.0 and 10345.1 from October 2003 to December 2006, which provide emergency food assistance for vulnerable families in Shan State, primarily targeting people whose livelihoods were affected by the poppy ban. WFP's April 2006 evaluation mission indicated that food was a major requirement for vulnerable families and recommended a shift from relief to recovery/rehabilitation to address the needs of the targeted population.
  - Relief assistance for returnees in North Rakhine State from 1978 to 1980 and from 1994 until the first recovery-assistance programme through PRRO 10066.0 in July 2001, followed by two more phases covering July 2002 to December 2006.
  - PRROs 10066.0, 10066.1 and 10066.2 providing food assistance for returnees and vulnerable groups in North Rakhine State and Magway Division, targeting families that were unable to feed themselves. The political situation in North Rakhine State had an adverse effect on people's long-term food security. In Magway Division, the operations had a positive impact on food security in the targeted villages through development of water supplies. The March 2006 evaluation mission therefore proposed to consolidate food assistance in Magway Division into more focused, time-limited activities in the cooperating partner's programme.
  - Geographically targeted nutrition-support programmes: *Action contre la faim* (ACF) carries out a supplementary and therapeutic feeding programme covering 11,000 beneficiaries in North Rakhine State; the Cooperative for Assistance and Relief Everywhere (CARE) has a limited nutrition programme in Kayah state.
19. Under the proposed PRRO, the food-aid strategy aims to bridge the food gap, build on community assets for future livelihoods and prevent deterioration of the nutritional status of the most vulnerable groups. The balance between relief and recovery components will be determined by the needs of the beneficiary groups and the food-security situation in targeted areas. Given the precarious living conditions in North Rakhine State and the government restrictions, the focus is expected to be on protracted relief during the lean season to cover the food gap, and on take-home rations in schools, contributing to future human development. In other geographical areas that are more conducive to recovery efforts, the focus will be on building assets to enable people to provide for their own needs.





## Protracted Relief

20. Targeted food distribution to vulnerable families will be implemented during the lean season to cover the food gap of 4–5 months. Community-based targeting will continue to identify the most vulnerable families in villages in North Rakhine State, who will receive family food rations.
21. WFP will assist ACF supplementary feeding patients to promote their recovery during the lean period. Complementary rations will be distributed to families during the lean period to complement the basic family ration and prevent the sharing of supplementary rations.
22. Emergency food assistance in the form of family rations for a limited time will be provided for households facing acute crises such as fire in the dry zone or flooding in the hill areas (see annex IV).
23. Under the protracted relief programme, vulnerable group feeding (VGF) programmes will include beneficiaries undergoing tuberculosis (TB) treatment and people affected by HIV/AIDS. In 2005, WFP partnered with *Médecins sans frontières* (MSF)-Holland and Malteser in promoting adherence to TB treatment by giving patients family rations until completion. VGF will also target families whose main breadwinner is living with HIV/AIDS. In 2005, 2,000 HIV/AIDS affected beneficiaries in the Magway area received food assistance. With the expansion of WFP operations into Shan State, cooperating partners have requested similar support in community home-based care (HBC) programmes for people living with HIV/AIDS.

## Mother and Child Nutrition Support

24. WFP and UNICEF share a commitment to the eradication of child hunger. Through blanket coverage, pregnant and lactating women and children under 3 will receive a nutritious blended food and training in nutrition and health to alleviate chronic malnutrition. UNICEF provided information, education and communication support and supplies such as weighing scales for WFP's pilot nutrition interventions in North Rakhine State, Kokang and Magway Division in 2006.
25. The National Nutrition Centre, under the Ministry of Health, will continue to provide technical advice but implementation will be carried out through cooperating partners, who will introduce water and sanitation activities. Partnership with UNICEF will ensure that supplies such as vitamin A supplements reach WFP-targeted areas that are not normally covered by national programmes.

## Early Childhood Development Programme

26. Under this joint WFP/UNICEF activity started in 2005, WFP will provide a nutritious meal for children aged 2 to 5 in targeted rural pre-schools for five days per week. WFP will also monitor implementation of the programme and facilitate the transport of supplies to schools. Children's weight and height will be regularly measured to monitor growth. Local women will prepare a nutritious mid-morning porridge complemented by vegetables contributed by communities.
27. Under the 2006 field memorandum of understanding between UNICEF and WFP, UNICEF will provide materials and support capacity-building by training teachers and parents in nutrition, low-cost cooking, health education and growth monitoring. This project has already improved the condition of children and strengthened motivation and solidarity among women at the community level.



## Food for Education

28. The take-home ration is designed to increase enrolment and maintain attendance at primary schools. In 2005, WFP assisted 240,000 primary schoolchildren with food-for-education (FFE) rations, some of which were distributed by cooperating partners. In North Rakhine State, WFP has an action plan with UNICEF for providing more technical inputs and for supporting the education authorities through teacher training in addressing language barriers, frequent absences of government teachers and limited enrolment and attendance.
29. WFP has begun to solicit additional non-food items to improve school facilities; 54 schools were rehabilitated in 2006. Funds were also spent on school furnishings in remote areas where resources are scarce. In some areas, WFP provided food assistance to supplement the livelihoods of teachers who were not receiving regular salaries.
30. There are concerns with regard to exit strategies, however, especially in border areas where the Government does not support education and schools are run by communities with limited resources. WFP has been developing an education plan with UNICEF and cooperating partners for areas not covered by the Ministry of Education.

## Food for Work and Food for Training

31. WFP supports families through FFW and FFT schemes to improve community assets and human development. FFW activities are identified by village-level participatory rural appraisal (PRA) methods and by focus groups in which women are involved in selecting activity types, for example improving ponds to retain more water to obviate the need for collection from distant sources. FFW schemes have also increased access to village markets.
32. FFW activities are time-bound and are implemented in June–October when demand for agricultural work is low. Including non-food items in FFW activities has improved their quality. Technical expertise seconded by donors through stand-by agreements has been instrumental and will be expanded in the operational areas.<sup>11</sup>
33. WFP and its cooperating partners have engaged local authorities in regularizing access to land that has been developed through FFW schemes, which has the positive outcomes of protecting villagers' investments and enabling them to produce more food.
34. The principle of FFT is to use food to enable vulnerable people to gain non-formal education and new income-generation skills. The emphasis will be on adolescent girls and women, who are mainly responsible for household food security.
35. FFT activities will be reoriented to ensure skill transfers leading to improved livelihoods; they will be implemented only where capital requirements are met and where market opportunities exist for income generation.

## Exit Strategy

36. Various exit strategies will be adopted in the different operational areas. In North Rakhine State, the issues surrounding statelessness do not currently foster longer-term development and improved food security to the point where WFP can phase out. The restrictions in ex-poppy border areas, however, do allow WFP to work out exit strategies

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<sup>11</sup> Civil engineers funded through RedR/AusAid and agricultural experts from China have added quality to the FFW schemes.



with cooperating partners and local authorities that will maintain food security in the longer term. The crucial need in border areas is for the Government to sign memoranda of understanding (MOUs) with cooperating partners to allow them to operate independently.

37. In the marginalized resource-poor areas, exit strategies will need to integrate WFP's food assistance into the longer-term programmes of cooperating partners. In Magway, the cooperating partner's plans are such that WFP food assistance could be phased down.

## BENEFICIARIES AND TARGETING

38. PRRO 10066.3 targets 1.6 million people, of whom 52 percent will be women.
39. Once access has been obtained to food-insecure areas, food needs assessments will be carried out with cooperating partners; the data, primarily qualitative, will determine the target areas and villages. WFP targets the most vulnerable and deprived groups in the restricted and marginal areas – returnees in North Rakhine State, households headed by women, elderly people without support, landless families with little access to food and TB patients whose families are food-insecure.
40. Beneficiaries of protracted relief will include vulnerable families that face food insecurity. In North Rakhine State, community-based targeting will be continued. FFW and FFT beneficiaries will be identified by PRA exercises at the village level; vulnerable women and adolescent girls will be prioritized for FFT to enable them to increase their self-sufficiency and self-esteem.
41. Targeting for mother-and-child nutrition (MCN) activities in the selected villages will be based on blanket coverage for all pregnant and lactating women and children under 3.
42. In collaboration with UNICEF, WFP will support an early childhood development programme for 1,500 children between 2 and 5 with on-site wet feeding with fortified mid-morning porridge or nutritious blended food.

TABLE 1. PLANNED BENEFICIARIES PER OPERATIONAL AREA						
WFP activities	Northern Rakhine State	Magway Division	Shan State	Chin State	Kachin State	Total
Protracted relief (returnees, VGF, HIV/AIDS)	51 000	3 000	30 000	–	–	84 000
TB programme	5 000	–	–	–	–	5 000
FFE	455 000	163 000	510 000	–	52 000	1 180 000
FFW	28 000	50 000	140 000	7 000	7 000	232 000
FFT	4 000	5 000	42 000	2 000	2 000	55 000
Complementary food support	15 000	–	–	–	–	15 000
MCN/ECD*	4 000	1 000	4 000	–	–	9 000
Emergency response						20 000
<b>Total</b>	<b>562 000</b>	<b>222 000</b>	<b>726 000</b>	<b>9 000</b>	<b>61 000</b>	<b>1 600 000</b>

\* Early childhood development.



## NUTRITIONAL CONSIDERATIONS AND RATIONS

43. The immediate objective of PRRO 10066.3 is to cover the food gap of the most vulnerable families in restricted and marginalized areas, where there is a rice deficit and households have inadequate access to food; high malnutrition rates are reported in the operational areas. WFP's nutrition survey<sup>12</sup> indicated high prevalence of stunting as a result of long-term inadequacies in health and nutrition because of poor socio-economic conditions and inadequate food. Providing a full food basket under VGF for TB patients and people affected by HIV/AIDS will help to meet the food needs of vulnerable families.
44. Blended food procured outside Myanmar will be distributed to support 7,500 MCN beneficiaries, targeting vulnerable family members. The MCN ration will provide 1,250 kcal/person/day. The pilot phase in Kokang, Magway and North Rakhine State in 2006 demonstrated the commitment of the communities.
45. Protracted relief will provide a food basket of 1,870 kcal/person/day; the other recovery activities will mainly provide cereals, because Government restrictions on marketing and transporting rice have resulted in acute shortages of cereals in these rice-deficit areas. Other commodities such as pulses are also under strict control and often reserved for the military. Vegetable oil is in short supply and will need to be imported. For these reasons, only cereals will be provided for FFW, FFT and FFE to address inaccessibility and to meet the needs of beneficiaries.
46. Maize is included in the food basket to offset the restrictions on transporting rice. Beneficiaries in northern Shan and Chin states grow maize, but rice is the preferred staple.
47. The food basket for the different activities is shown in Table 2.

Activities	Ration per person per day					Duration
	Rice/maize	Pulses	Oil	Iodized salt	Blended food	
Protracted relief (returnees, VGF, HIV/AIDS)	400	50	30	5		5 months
TB programme	400	50	30	5		12 months
FFE	500					10 kg/month for 7 months
FFW	600					75 days
FFT	600					45 days
Complementary food support	333	50	30	5		3 months
Emergency response	500					3 months
MCN/ECD			30	5*	266	12 months

\* Iodized salt will be given to mothers only.

<sup>12</sup> WFP Operational Areas Nutrition Survey, 2005. Stunting was 36.7 percent in Magway, 40.6 percent in the Lashio area, 61.8 percent in Kokang and 57.7 percent in the Wa.



## IMPLEMENTATION ARRANGEMENTS

48. Once access permits are obtained from the Government, different assessment tools will be used to identify food needs. Beneficiaries' needs are identified in PRAs and focus group discussions; proposals for food activities are discussed with communities.
49. The Enhanced Commitments to Women (ECW) will guide the mainstreaming of gender and ensure that women participate in WFP activities. All WFP and cooperating partner field staff in the existing operational areas have been trained in ECW; this will be extended to the new areas of Chin and Kachin states.
50. In mid-2006 a programme quality enhancement mission was fielded to increase awareness of protection issues among WFP and partner field staff through field workshops at which a checklist for each food activity was developed.
51. All WFP programmes in Myanmar are implemented without government involvement. Government counterparts facilitate operations by obtaining transport permits and import licenses and by providing access to operational areas through the Ministry of Defence. The current modalities of operation result in high direct support costs (DSC) and other direct operational costs (ODOC); US\$30/mt ODOC has been included in the budget for partners' operating costs.
52. WFP has six sub-offices and one field office in the current operational areas; five of the sub-offices are headed by international professional staff. These offices implement WFP activities directly, support cooperating partners and liaise with local authorities for the smooth running of the operation. Two additional field offices will be opened in Chin and Kachin states.
53. WFP will continue to partner with the Joint United Nations Programme on HIV/AIDS (UNAIDS), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Population Fund (UNFPA), UNICEF, FAO and UNODC, providing inputs to vulnerable families in the PRRO operational areas. The country-level MOUs with UNICEF and UNFPA state responsibilities such as expansion of cooperation in early childhood development with UNICEF and increased awareness among WFP targeted beneficiaries of reproductive health and HIV/AIDS through UNFPA. The partnership with UNODC in Special Region no. 2 in Shan State will continue to provide food and non-food inputs to vulnerable ex-poppy families. Collaboration with the FAO alternative crops programme in North Rakhine State and Shan State will be further strengthened. The proposal for a United Nations trust fund for human security<sup>13</sup> includes FAO, UNFPA and UNODC, focusing on providing alternative livelihoods for ex-poppy families in Shan State.
54. In 2006, WFP partnered with 14 international NGOs<sup>14</sup> and 3 local NGOs.<sup>15</sup> Some cooperating partners implemented WFP programmes directly; others complemented

<sup>13</sup> The Human Security Unit of the Office for the Coordination of Humanitarian Affairs (OCHA) approved the concept paper for US\$914,850 for Shan State for funding from the United Nations trust fund for human security in June 2006. The full proposal will be submitted to OCHA for final approval in September 2006.

<sup>14</sup> ACF, the Adventist Development and Relief agency (ADRA), AMDA, the Asia Harm Reduction Network (AHRN), Bridge Asia Japan, CARE, German Agro Action, *Groupe de recherche et d'échanges technologiques* (GRET), Malteser, MSF-Holland, Population Services International, the Organization for Industrial, Spiritual and Cultural Advancement (OISCA), World Concern and World Vision.

<sup>15</sup> Metta Foundation, the Renewable Energy Association of Myanmar (REAM) and Karuna Myanmar Social Services (KMSS).



WFP-supported activities. For example, the Association of Medical Doctors of Asia (AMDA) primary health care programme in Kokang provided nutrition and health support for the same beneficiaries; other health partners provided HIV/AIDS awareness sessions for truck drivers from private companies carrying WFP food. Many partners have started utilizing food assistance in their long-term programmes: CARE distributes rations to landless families in community agro-forestry programmes in North Rakhine State; Malteser and MSF-Holland distribute WFP rations to vulnerable TB patients to promote completion of directly observed treatment with short-course chemotherapy (DOTS).

55. Numerous partners depend on WFP for access to operational areas, because they do not have MOUs with the authorities in targeted areas. This raises questions about long-term sustainability in certain areas.
56. Non-food items (NFIs) are essential in activities such as FFW and FFT: in Shan State, partners have used NFIs to support pilot schemes in land terracing and irrigation; NFIs have also been used to undertake market surveys and local crop studies. NFI costs of US\$1.0 million<sup>16</sup> have been budgeted under ODOC over three years; for specific needs, separate proposals will be prepared for donors.
57. The prices of rice, maize, pulses and iodized salt are lower in Myanmar than on international markets. Except for oil and blended food, commodities will therefore be procured locally under normal tender procedures in surplus areas and transported to operational areas. WFP will be responsible for primary transport to partners' warehouses and its own implementation areas. There are currently six Commodity Movement Processing and Analysis System (COMPAS) stations in Myanmar; two more are envisaged for Mandalay and Sittwey as part of the new logistics network. Food will be transported to final distribution points (FDPs) by partners or by local means organized by food management committees; the costs will be borne by WFP. The high landside transport, storage and handling (LTSH) cost of US\$56/mt reflects the difficult access to operational areas and the fact that WFP is responsible for all logistics.

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## PERFORMANCE MONITORING

58. WFP will use the results-based management (RBM) approach. The monitoring system designed in July 2006 and piloted in the previous PRRO and EMOP captures the main indicators for each objective; progress in NFI activities is also monitored. WFP Myanmar operates without Government involvement, so the monitoring system is based on primary data collection by WFP or through partners' field staff. All WFP and partner field office staff have been trained in the monitoring formats. Disaggregated data is collected by gender and entered into a database for analysis and reporting.
59. The baseline data collected by partners constitute the food security notes on each operational area; these are used to monitor food security over time. The monthly food-security survey with partners in North Rakhine State will feed into ACF's comprehensive food-security survey. The pilot profiling of community food security in Kokang will be replicated in other operational areas with partners' assistance.
60. An external evaluation will be carried out in the first half of 2008 to determine future food needs in the operational areas. Estimated costs have been budgeted under DSC.

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<sup>16</sup> US\$600,000 is included in the United Nations trust fund for human security of US\$914,850, pending approval.



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## RISK ASSESSMENT AND CONTINGENCY PLANNING

61. The main risks to implementation of PRRO 10066.3 are:
- probable further restrictions on food movements leading to delays in obtaining transport permits;
  - probable limited access to operational areas imposed by the Government on WFP and its partners;
  - probable inadequate implementation capacity of partners;
  - possible decrease in donor willingness to continue funding, especially long-term strategies that enable WFP to identify exit strategies;
  - possible increased conflict because of breakdown of cease-fire agreements with ethnic groups; and
  - possible limited ability of partners to implement their programmes without WFP support.
62. The monthly food-security survey being piloted in North Rakhine State will be extended to other operational areas to provide data for updated situational analyses. The current inter-agency vulnerability analysis and mapping (VAM) exercise in Kokang will provide food-security information that will be replicated with partners in other areas. The country-wide contingency plan will be completed by December 2006; a contingency plan for avian influenza prepared with the United Nations country team is reviewed periodically and will be updated as conditions change and World Health Organization (WHO) phases are triggered.

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## SECURITY CONSIDERATIONS

63. Myanmar is classified as security phase I by the United Nations Department of Safety and Security (UNDSS). There have been no threats to United Nations staff to date; the findings of WFP's threat assessment mission in February 2005 did not indicate major security threats.
64. All WFP staff and partner field staff have received mandatory security-awareness training. WFP has obtained permits to use high frequency (HF) radios<sup>17</sup> in Shan State; it will seek to extend this to other operational areas. Additional telecommunications equipment will be purchased for other operational areas, including partners in remote areas. Government restrictions on external agencies prevent full compliance with minimum operating security standards (MOSS).

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<sup>17</sup> WFP is the only external agency to receive such authorization from the Government.



**ANNEX I**

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Average cost (US\$) per mt</b>	<b>Value (US\$)</b>
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Rice/cereals	108 308	230	24 910 840
– Pulses	2 099	600	1 259 400
– Vegetable oil	1 712	780	1 335 360
– Salt	228	60	13 680
– Blended food	1 968	400	787 200
<b>Total commodities</b>	<b>114 325</b>		<b>28 306 480</b>
External transport			467 643
<b>Total LTSH</b>			<b>6 474 685</b>
Other direct operational costs			4 494 450
<b>Total direct operational costs</b>			<b>39 743 258</b>
<b>B. Direct support costs</b>			<b>8 611 583</b>
<b>C. Indirect support costs (7 percent of total direct costs)</b>			<b>3 384 839</b>
<b>TOTAL WFP COSTS</b>			<b>51 739 679</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.



## ANNEX II

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff</b>	
International professional staff	2 350 620
National professional officers	455 400
National general service staff	1 350 000
United Nations volunteers	25 500
National consultants	55 800
Temporary assistance	1 986 326
Overtime	11 160
Staff duty travel	558 000
Staff training and development	37 200
<b>Subtotal</b>	<b>6 830 006</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	61 000
Utilities (general)	63 050
Office supplies	88 270
Communication and IT services	94 575
Insurance	63 050
Equipment repair and maintenance	25 220
Vehicle maintenance and running costs	403 520
Other office expenses	85 117
United Nations organizations services	631 525
<b>Subtotal</b>	<b>1 515 327</b>
<b>Equipment and other fixed costs</b>	
Furniture tools and equipment	25 250
Vehicles	150 000
TC/IT equipment	91 000
<b>Subtotal</b>	<b>266 250</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>8 611 583</b>





### ANNEX III. LOGICAL FRAMEWORK

Results chain	Performance indicators	Assumptions, risks
<b>PRRO outcomes</b>	<b>Outcome indicators</b>	<p>Restrictions on food movements leading to long delays in obtaining transport permits.</p> <p>Limited access to operational areas imposed by the Government on WFP and partners.</p> <p>Inadequate implementation capacity of partners.</p> <p>Donors willingness to continue to fund food needs and associated costs, especially long-term development strategies that enable WFP to identify exit strategies.</p> <p>Increased conflict because of breakdown of cease-fire agreements with ethnic groups.</p> <p>Ability of partners to implement their development programmes without WFP facilitation.</p> <p>Inter-agency cooperation and enhanced common strategies.</p> <p>External political environment.</p> <p>Lack of income-generating activities and marketability to apply the knowledge and skills gained from training.</p> <p>Availability of partners involved in nutrition programme.</p> <p>Restrictions on movement imposed on the target group, especially in North Rakhine State affect access to healthcare and the functionality of the referral system.</p> <p>Availability of partners in the project area involved in DOTS.</p> <p>Limited classroom space for more enrolled students; limited qualified teaching staff; lack of textbooks, stationery and furniture.</p>
1. Increased ability to meet food needs in targeted households in crisis situations or vulnerable to shocks (Strategic Objective 2).	1.1 Proportion of beneficiary household expenditures devoted to food.	
2. Prevent deterioration and improve nutritional status of target populations, with an emphasis on pregnant and lactating women and children under 3 (Strategic Objective 3).	2.1 Prevalence of malnutrition among targeted children under 3 assessed using height, weight and age, disaggregated by gender.	
	2.2 Prevalence of malnutrition among targeted women of child-bearing age, assessed using body mass index and/or low birthweight (pilot continuing).	
3. Improved quality of life of beneficiaries targeted in TB programmes (Strategic Objective 3).	3.1 Adherence rate at treatment and care programmes by duration of programme and % treatment compliance.	
4. Increase school enrolment; improve attendance in WFP-assisted primary schools (Strategic Objective 4).	4.1 Absolute enrolment: numbers of boys and girls enrolled in WFP-assisted primary schools.	
	4.2 Attendance rate: % of boys and girls attending classes in WFP-assisted primary schools.	
<b>PRRO outputs</b>	<b>Output indicators</b>	
1.1.1 Timely provision of food in sufficient quantity for targeted beneficiaries in crisis and transition situations or vulnerable to shocks.	1.1.1.A Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by age and sex.	
	1.1.1.B Actual mt of food distributed through each activity, as % of planned distributions by commodity.	
1.1.2 Targeted beneficiaries participate in food-supported asset creation, income-generation and life-skills activities.	1.1.2.A Actual participants in each activity as a percentage of planned participants, by sex.	
	1.1.2.B Actual number and types of assets created for the targeted community, as percentage of planned activities.	



### ANNEX III. LOGICAL FRAMEWORK

Results chain	Performance indicators	Assumptions, risks
	1.1.2.C Actual number and types of life-skills training provided for the targeted communities as percentage of planned activities.	
1.1.3 NFIs delivered and constructed for targeted communities.	1.1.3.A Number of NFIs delivered and constructed for targeted communities.	
2.1.1 Timely provision of nutritious food in sufficient quantity for targeted children under 3 and pregnant and lactating women.	2.1.1.A Actual beneficiaries receiving WFP food assistance through each activity, as % of planned beneficiaries, by age and sex.	
	2.1.1.B Actual mt of food distributed through each activity as % of planned distributions, by commodity.	
3.1.1 Timely provision of nutritious food in sufficient quantity for people affected by TB.	3.1.1.A Actual beneficiaries receiving WFP food assistance through each activity as % of planned beneficiaries, by age and sex.	
	3.1.1.B Actual mt of food distributed through each activity as % of planned distributions, by commodity.	
4.1.1 Timely provision of food in sufficient quantities for children in primary schools.	4.1.1.A Actual beneficiaries receiving WFP food assistance through each activity as % of planned beneficiaries, by age and sex.	
	4.1.1.B Actual mt of food distributed through each activity as % of planned distributions, by commodity.	
	4.1.1.C Actual participants in each activity as % of planned participants, by beneficiary category and sex.	
4.2.1 Timely provision of food in sufficient quantities for WFP-assisted teachers in primary schools.	4.2.1.A Actual beneficiaries receiving WFP food assistance through each activity as % of planned beneficiaries, by age and sex.	
	4.2.1.B Actual mt of food distributed through each activity as % of planned distributions, by commodity.	

# ANNEX IV



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



## ACRONYMS USED IN THE DOCUMENT

ACF	<i>Action contre la faim</i>
ADRA	Adventist Development and Relief Agency
AHRN	Asian Harm Reduction Network
AIDS	acute immune-deficiency syndrome
AMDA	Association of Medical Doctors of Asia
CARE	Cooperative for Assistance and Relief Everywhere
COMPAS	Commodity Movement Processing and Analysis System
DOTS	directly observed treatment with short-course chemotherapy
DSC	direct support costs
ECD	early childhood development
ECW	Enhanced Commitments to Women
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FDP	final distribution point
FFE	food for education
FFT	food for training
FFW	food for work
GRET	<i>Groupe de recherche et d'échanges technologiques</i>
HBC	home-based care
HF	high frequency
HIV	human immune-deficiency virus
JICA	Japan International Cooperation Agency
KMSS	Karuna Myanmar Social Services
LTSH	landside transport, storage and handling
MCN	mother-and-child nutrition
MOSS	minimum operating security standards
MOU	memorandum of understanding
MSF	<i>Médecins sans frontières</i>
NFI	non-food item
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
ODB	Asia regional bureau
ODOC	other direct operating costs

OISCA	Organization for Industrial, Spiritual and Cultural Advancement
PRA	participatory rural appraisal
PRRO	protracted relief and recovery operation
RBM	results-based management
REAM	Renewable Energy Association of Myanmar
TB	tuberculosis
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
VAM	vulnerability analysis and mapping
VGf	vulnerable group feeding
WHO	World Health Organization