

برنامج  
الأغذية  
العالمي



Programme  
Alimentaire  
Mondial

World  
Food  
Programme

Programa  
Mundial  
de Alimentos

**Executive Board  
Second Regular Session**

**Rome, 27–28 May 2004**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 4**

*For approval*



Distribution: GENERAL  
**WFP/EB.2/2004/4-B/1**  
14 April 2004  
ORIGINAL: ENGLISH

## **PROTRACTED RELIEF AND RECOVERY OPERATION— MYANMAR 10066.2**

### **Assistance to Returnees and Vulnerable Groups in Northern Rakhine State and Magway Division (Dry Zone) of Myanmar**

Number of beneficiaries	416,000 (265,000 women; 151,000 men)
Duration of project	Two years (1 July 2004–30 June 2006)
<b>Cost (United States dollars)</b>	
Total food cost	7,890,360
Total cost to WFP	12,073,152

This document is printed in a limited number of copies. Executive Board documents are available on WFP's WEB site (<http://www.wfp.org/eb>).

## 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, Asia Bureau (ODB): Mr A. Banbury

Senior Liaison Officer, ODB: Mr K. Sato tel.:066513-2383

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



## EXECUTIVE SUMMARY

The Union of Myanmar has a population of 50 million in 135 ethnic groups. It is a least-developed country ranking 131<sup>st</sup> out of 175 countries in the 2003 United Nations Human Development Report.

The inhabitants of the remote northern Rakhine State share ethnic and cultural links with neighbouring Bangladesh; 82 percent of its 800,000 people are Muslims of sub-continental origin. The area is one of the most densely populated in Myanmar. Heavy seasonal rains and tropical storms adversely affect livelihoods; economic and social indicators show that the population is the most vulnerable in the country.

Magway Division, in central Myanmar is one of the country's poorest areas: its chronic food deficit is aggravated by weak infrastructure, harsh climate, inadequate farming inputs, lack of land tenure and restrictions on the rice trade.

The immediate objective of this two-year protracted relief and recovery operation is to bridge the food gap for the vulnerable poor during periods of severe food deficit. The longer-term aims are (i) to enhance agricultural productivity and facilitate access to markets and services, (ii) to create opportunities for vulnerable groups to gain and preserve assets and (iii) to improve children's education through increased enrolment and attendance in primary schools. The operation thus contributes to Strategic Priorities 2, 3 and 4.

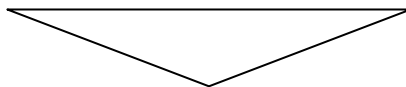
Activities will contribute to meeting WFP's Enabling Development objectives, with emphasis on nutrition, education and asset creation; food aid will improve immediate food security and contribute to sustainable food security. The changes from the previous project phase, based on a self evaluation in May 2003, will be increased emphasis on nutrition and household assets. Participatory methods will be used to mobilize the community in project implementation. Special efforts will continue to ensure that women have a voice in the selection of projects and share control of the assets created.

WFP will collaborate with communities, other United Nations agencies, non-governmental organizations and the Government of the Union of Myanmar.

The operation will assist 416,000 beneficiaries in northern Rakhine State and Magway Division, requiring 38,100 mt of commodities at a cost to WFP of US\$12.1 million.



## DRAFT DECISION\*



The Board approves protracted relief and recovery operation Myanmar 10066.2 — Assistance to Returnees and Vulnerable Groups in Northern Rakhine State and Magway Division (Dry Zone) of Myanmar (WFP/EB.2/2004/4-B/1).

---

\* 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.



---

## CONTEXT AND RATIONALE

### Context of the Crisis

1. The Union of Myanmar, which has a population of 50 million in 135 ethnic groups is a least-developed country ranking 131<sup>st</sup> of 175 countries in the 2003 United Nations Development Programme (UNDP) Human Development Index; annual per capita gross domestic product is US\$300.<sup>1</sup> Myanmar has been subjected to selective economic sanctions, which have been intensified since July 2003.
2. Deteriorating socio-economic conditions are affecting a large segment of the population; a growing number of people live in acute poverty. The border areas, which have suffered from decades of armed conflict, lack income-generating opportunities and access to education and services. The average family spends 70 percent of its income on food.

### Situation Analysis

3. The areas of concern for this protracted relief and recovery operation (PRRO) are northern Rakhine State and Magway Division.
4. Northern Rakhine State is separated by mountains from the rest of the country. Of its 800,000 people, 80 percent are Muslims of sub-continental origin; the rest are mainly Buddhists. The Muslims have been in Myanmar for generations, but they share their culture, language and religion with the people of Bangladesh rather than with other groups in Myanmar. Lack of information as to dates of arrival coupled with ethnic and cultural differences means that they are not a recognized ethnic minority and do not have Myanmar citizenship, which has various consequences for their lives. Unfavourable social conditions in northern Rakhine State caused the departure of 200,000 Muslims to Bangladesh in 1978 and 250,000 in 1991–1992. No major exodus has occurred since, but intermittent outflows to Bangladesh are reported.
5. Magway Division consists of 25 townships; Pakokku and Pauk are the least-developed areas. Magway, the second poorest division in Myanmar after Chin State,<sup>2</sup> is one of the most food-insecure and vulnerable regions.<sup>3</sup> Migration rates of 45 percent from Pakokku and 21 percent from Pauk are caused by poverty and unemployment;<sup>4</sup> chronic malnutrition among children under 5 is 25 percent in Pakokku and 14 percent in Pauk.<sup>5</sup> The commonest problems are related to health, education, food security, water and sanitation; WFP has been providing food for home-based care for people living with HIV/AIDS. The January 2004 assessment mission to Pakokku and Pauk found that the food-security situation was deteriorating because of increased unemployment resulting from economic sanctions and the migration of people not affected by HIV/AIDS. Discussions with local authorities and community leaders concluded that food for work (FFW) and school feeding could help poor families to establish sustainable livelihoods and prevent them from

---

<sup>1</sup> World Bank, 1999–2000 estimate.

<sup>2</sup> United Nations country paper, 2001.

<sup>3</sup> Food Insecurity Vulnerability Information and Mapping Systems (FIVIMS), 2002.

<sup>4</sup> WFP survey on migration in the dry zone, August 2003.

<sup>5</sup> *Township Health Profile 2001*, Ministry of Health.



migrating to towns. Under this PRRO, therefore, such activities will be extended to these areas.

6. The chronic food deficit in the target areas is aggravated by weak infrastructure, harsh climate, inadequate farming inputs, lack of land tenure and restrictions on the rice trade.

## **Government Recovery Policies and Programmes**

7. WFP's operation to assist returnees from Bangladesh began in April 1994, since when it has operated on the basis of a Memorandum of Understanding (MOU) between the Government and the Office of the United Nations High Commissioner for Refugees (UNHCR). In view of its expanded operations, WFP is negotiating with the Government on a Basic Agreement.
8. After the 1992 exodus, the governments of Myanmar and Bangladesh jointly established a repatriation mechanism, whereby 45,000 of the 250,000 refugees returned to Myanmar prior to UNHCR's involvement in 1994. As of December 2003, 236,000 refugees had voluntarily returned and resettled in northern Rakhine State. In May 2000, the Government granted land leases to 500 participants of the Cooperative for Assistance and Relief Everywhere (CARE) agro-forestry activity supported by WFP, a positive change in land-tenure policy.
9. Government policies to strengthen national food security are well formulated but inadequately implemented. Attempts to increase availability of agricultural supplies and equipment benefited only a few farmers because of distribution and access difficulties. In April 2003, the Government announced abolition after 40 years of its rice procurement policy, with prices to be determined by the market; the Government will no longer buy rice directly from farmers, who were obliged to sell up to 25 percent of their production at subsidized prices. Farmers in northern Rakhine State, however, cannot benefit because of the restrictions on the rice trade and are facing difficulties selling their harvest to the private sector; there is growing concern that farmers may not have sufficient capital for the next season. Food security remains a major concern in the state.
10. In 2003, WFP signed agreements with the Ministry of Health for a pilot HIV/AIDS project and with the Ministry for Development of Border Areas and National Races for implementation at the Government's request of an emergency operation (EMOP 10307.0) to assist former poppy farmers in northern Shan State.

## **Rationale**

11. The United Nations Strategic Framework for Myanmar includes assistance to northern Rakhine State and Magway Division, which are recognized as the most vulnerable to poverty, unemployment and food insecurity. United Nations agencies operating in northern Rakhine State and Magway Division will collaborate in delivering humanitarian and rehabilitation assistance. The proposed PRRO will be implemented in coordination with UNHCR, the Food and Agricultural Organization of the United Nations (FAO) and other United Nations agencies. Through the PRRO, WFP proposes to be involved in improving food security and opportunities for income generation, increasing school attendance and providing asset-creation possibilities.
12. Food security is a year-round concern in northern Rakhine State and Magway Division, but particularly so during the July–October pre-harvest season, when labour opportunities are limited. When food is scarce, marginal households eat less, sell assets, incur debt and send their children to work or beg to supplement family income — which keeps them out



of school. These coping strategies at the expense of material and human assets have a negative impact on long-term food security and human development.<sup>6</sup>

13. Since April 1994, WFP has provided 49,100 mt of food to assist 236,000 returnees and 400,000 food-insecure vulnerable people in northern Rakhine State. Donor support has been strong. Despite political uncertainties, there is consensus among resident missions that international assistance is badly needed to ensure that past efforts are sustained and that the livelihoods of the most vulnerable people are protected and improved.

---

## RELIEF AND RECOVERY STRATEGY

### Beneficiary Needs

14. In May–June 2003, a self-evaluation of the northern Rakhine State PRRO established that food insecurity and social and environmental issues were being addressed, but that continued WFP assistance is essential because the beneficiaries have limited sources of income. A food needs assessment mission in September–October 2003 recommended that the PRRO should continue from 1 July 2004 to 30 June 2006, with improved geographic targeting and rations, and a modified programming mechanism for some activities.
15. Malnutrition among children under 5 and their mothers is extensive in northern Rakhine State: the January 2003 *Action contre la faim* (ACF) anthropometric nutritional survey showed that acute malnutrition among children under 5 in the three vulnerability zones is 16.4 percent, severe malnutrition is 3 percent and chronic malnutrition is 63.6 percent; chronic energy deficiency among mothers is 54.9 percent (body mass index <18.5). WFP will therefore consider supporting the supplementary feeding programmes implemented by non-governmental organizations (NGOs).
16. In Magway Division, WFP has been providing food for 400 people living with HIV/AIDS through the home-based care system. The January 2004 assessment mission in Pakokku and Pauk found that the food-security situation was further deteriorating because of increased unemployment resulting from the economic sanctions and migration of people not affected by HIV/AIDS. Discussions with local authorities and community leaders concluded that FFW activities and school feeding could help poor families to establish sustainable livelihoods and prevent them from migrating to towns. Under this PRRO, therefore, such activities are extended to these areas.

---

<sup>6</sup> WFP self evaluation and Vulnerability Assessment and Mapping (VAM).



17. WFP targets returnees, households headed by women,<sup>7</sup> elderly people, widows, orphans, disabled people, primary schoolchildren and landless people; the PRRO will assist 416,000 beneficiaries, 265,000 (64 percent) of whom are women and girls; estimated numbers by activity for each year are:

Project component	Target group	Year 1 (July 2004–June 2005) beneficiaries	Year 2 (July 2005–June 2006) beneficiaries	Project beneficiaries (July 2004–June 2006)	Women (%)	Men (%)
Relief	Returnees	1 500	1 500	3 000	50	50
	Vulnerable groups	37 000	45 000	65 000	90	10
	TB patients	1 000	1 000	2 000	50	50
Recovery	School-children	85 000	100 000	150 000	65	35
	Teachers	1 250 (250 teachers)	1 275 (255 teachers)	1 275 (255 teachers)	50	50
	Food for training	45 000 (9 000 participants)	50 000 (10 000 participants)	80 000 (16 000 participants)	60	40
	Food for work	65 000 (13 000 participants)	75 000 (15 000 participants)	115 000 (23 000 participants)	50	50
<b>Total</b>		<b>235 750</b>	<b>273 775</b>	<b>416 275*</b>	<b>64</b>	<b>36</b>

\*Note: The total number of beneficiaries does not tally with the cumulative total for the two years because of overlapping of some beneficiaries.

18. Many of the project participants are women, but women's representation on decision-making bodies needs to be improved; WFP is working to increase it, in line with the Gender Policy 2003–2007. Community participation will be strongly encouraged; women in particular will be encouraged to voice their needs and enabled to identify jointly with men the community FFW projects.

## The Role of Food Aid

19. WFP food-assisted operations have been instrumental in helping the most chronically at-risk to cope with long-term and short-term food deficits. The food aid safety-net helps to create an environment for improved self reliance by enabling beneficiaries to participate in asset-creation schemes through FFW that will enhance sustainable household food security.
20. Households face significant education costs. Prior to WFP's intervention in 1996, girls accounted for fewer than 32 percent of primary schoolchildren; the current figure is 70 percent. School records show that girls' enrolment increased from 12,767 in 1996–1997 to 61,456 in 2003–2004, creating a need for more primary-school teachers and classrooms.
21. Boys' enrolment, however, declined from 26,928 (68 percent) to 25,854 (30 percent) during the same period. WFP monitoring visits revealed that parents did not want to send boys to school because of the cash cost and because no food incentive was provided to boys in schools. Poverty causes many parents to send boys in search of casual jobs or to

<sup>7</sup> Households headed by women refers to women and their dependent(s) and widows without dependents.





*madrassas* (religious schools), which are free. To get boys to school, they must receive the same food incentive that girls get. Take-home rations for boys and girls would help to increase enrolment and establish gender balance.

22. In northern Rakhine State, most people possess few income-generating skills, and hence fewer opportunities to earn during the pre-harvest season when farm work is limited. These people will benefit from food-assisted vocational training enabling them to improve their economic situation with minimal start-up capital and simple technology. A Myanmar Red Cross Society (MRCS) survey showed that 60 percent of trainees became self-reliant after training.
23. Access to schools, health services and markets is especially difficult during the monsoon in May–October, when roads are badly eroded. Poor infrastructure weakens social cohesion by reducing community interaction and participation; building local infrastructures has benefited the communities concerned. During this PRRO, WFP will support activities that improve the quality of life, especially for women; priority will be given to projects identified by women, such as constructing fish ponds, hand pumps for drinking water, village roads and bridges.

### **Programme Approaches**

24. WFP identified the most food-insecure areas using vulnerability analysis and mapping (VAM) techniques and the 2003 ACF food-insecurity survey in northern Rakhine State. Participatory methods will be used to mobilize communities in project implementation, including beneficiary selection and activity assessment. WFP will coordinate with partner agencies to ensure availability of complementary inputs. A top priority will be the role of women in identifying activities to be undertaken and in sharing control of the assets created.
25. WFP's Migration in the Magway Division survey established that 45 percent of the population had migrated to other areas as a result of high unemployment, poverty and food insecurity; 87 percent of respondents indicated that they would stay in their villages if jobs were available. WFP will coordinate FFW activities with local authorities so that young people can be engaged in village development work.

### **Risk Assessment**

26. Risks that may hinder implementation are:
  - lack of funding and declining donor support;
  - changing government policies;
  - natural disasters or social disturbances; and
  - lack of implementing partners.
27. These were considered in the 2002 contingency plan.

### **Goals and Objectives**

28. The primary goals are to assist returnees and the most vulnerable groups to improve their household food security by bridging the food gap during the hungry season, and to improve longer-term food security by creating and improving assets and skills.



29. The immediate objectives are to:

- improve immediate food security for returnees and chronically vulnerable groups through relief assistance;
- improve skills through increased enrolment and attendance in primary schools and vocational training;
- enable vulnerable groups to gain and preserve social and economic assets;
- enhance agricultural productivity through improved management of natural resources; and
- improve access to markets and services by upgrading infrastructures.

## IMPLEMENTATION PLAN BY COMPONENT

30. A total of 38,100 mt of food is required to assist 416,000 beneficiaries for two years. Subject to cash availability, commodities will be purchased locally at lower prices than on the international market; transport costs and delivery times will thus be reduced.

### Key Programme Components

31. The following relief and recovery activities are planned in northern Rakhine State and Magway Division.

### Protracted Relief for Vulnerable Groups

32. WFP will provide food assistance for 3,000 returnees from the refugee camps in Bangladesh, who are expected to return voluntarily to northern Rakhine State during 2004–2005. Each will receive a monthly ration of 12 kg of rice, 1.5 kg of pulses, 1 litre of oil and 150 g of iodized salt for six months, providing 1,873 kcal daily. WFP food assistance will be complemented by UNHCR non-food assistance.

33. WFP will also support households headed by women, widows without support and orphans, and elderly, chronically sick and disabled people, who will receive the same ration as returnees for six months during the hungry period. Some will be encouraged to participate in vocational training implemented in partnership with MRCS and NGOs. Those who participate in food for training (FFT) will no longer receive relief food. WFP will assist 65,000 beneficiaries under this component, the majority of them women.

34. In view of the high prevalence of tuberculosis (TB) in the project area, WFP will provide food for 2,000 TB patients during treatment. The activity is implemented in northern Rakhine State by a German NGO, Malteser, and by the Association of Medical Doctors of Asia (AMDA) in the Magway Division.

### Food for Education (FFE)

35. FFE is designed to increase enrolment in primary schools. It is currently implemented in 95 percent of primary schools in northern Rakhine State, reaching children in kindergarten to grade 4. Preliminary results of the November 2003 school feeding baseline survey show that girls' enrolment in primary schools increased from 32 percent in 1996–1997 to 70 percent in 2003–2004. During the same period boys' enrolment declined dramatically, largely a result of the lack of food incentives for boys in school. WFP will accordingly provide food incentives for boys and girls attending school for a full academic year; they



will receive 9 kg of rice and 0.75 kg of pulses per month, as recommended by the food needs assessment mission.

36. In the Magway Division, no food will be provided for schoolchildren in the first year because WFP is planning a school feeding baseline survey during 2004. FFE will therefore be implemented only in the second year, subject to needs and capacity.
37. In northern Rakhine State, the WFP-Assisted Teachers scheme aims to improve the teacher/student ratio. Most of the teachers were selected during the previous PRRO, with priority given to women. Teachers who achieve 90 percent attendance are entitled to a monthly ration of 50 kg of rice and 5 kg of pulses for the nine-month academic year. This is a temporary measure, and will be discontinued by the end of this PRRO.
38. WFP will coordinate with local education authorities, other agencies and partners to repair and construct classrooms to cope with the increased number of students. Some schools in northern Rakhine State have been repaired under a UNDP-funded project.
39. This activity will provide food assistance for 150,000 primary schoolchildren and 255 teachers in northern Rakhine State only.

## **FFT**

40. WFP supports vocational training implemented by MRCS and other NGOs. Vulnerable women are given priority because they need compensation for loss of daily income. Training in income-generating skills combined with small-scale loans enables vulnerable women to increase their self-sufficiency.
41. Training includes fishing, making snacks, knitting, tailoring and record keeping for CARE's Saving Mobilization and Income-Generation Programme; it will reach 80,000 beneficiaries, 70 percent of whom will be women, selected in coordination with United Nations agencies, implementing partners and village development councils (VDCs). Each participant will receive 2 kg of rice and 500 g of pulses per day for a maximum of 80 working days. A similar training programme will be carried out in the Magway Division, in coordination with AMDA and Save the Children (US).

## **FFW**

42. WFP will support activities aimed at enhancing agricultural productivity through FFW, in line with the Enabling Development policy. Non-food items and technical assistance are needed to complete the work, the costs of which are reflected in the ODOC budget. WFP will provide funding support until February 2005 through the United Nations Trust Fund for Human Security.
43. The communities identify needs for latrines, wells, hand-pumps for drinking water, reservoirs, canals, water regeneration on slopes, bunds, dams and tree planting. Construction and repair of pathways will give villagers access to markets, clinics and schools. Food management committees with 50 percent women members will be established in each project site to manage and maintain the assets created.
44. WFP supports CARE agro-forestry activities promoting sustainable farming and self-sufficiency: the participants, mostly landless villagers, lease 0.4 ha of land for 30 years to plant trees; WFP provides rations to enable them to do this rather than paid labour. So far, 211 landless farmers have obtained 30-year land-ownership certificates; they will own the trees on their land.



45. FFW will benefit 23,000 participants, 115,000 beneficiaries in all; 50 percent will be women. In northern Rakhine State, women's participation in outdoor FFW activities is limited by religious and cultural constraints; activities identified by women as culturally acceptable will therefore be prioritized. Other sustainable food-security interventions such as fishponds and food for vegetable seeds will be implemented in collaboration with FAO.
46. FFW proposals by local communities and NGOs will be screened to ensure consistency with WFP's objectives. WFP will encourage vulnerable communities to ensure that women are involved at all levels, particularly in identifying and managing projects. The Proposal Review Committee chaired by the head of the sub-office will give final approval.

### **Partnership Arrangements**

47. WFP will collaborate with other United Nations agencies and the country team in preparing a strategic framework and the common country assessment (CCA). Partnerships with NGOs will be strengthened to identify food-insecure areas and the most needy people. WFP will improve cost-effectiveness and efficiency through joint resource mobilization, project planning, technical assistance and capacity-building.
48. In northern Rakhine State, WFP cooperates on project implementation with UNHCR, international NGOs and national agencies. FAO and WFP have agreed to collaborate through FFW on fishing, poultry and vegetable production to ensure sustainable household food security: FAO provides materials, training and technical support; WFP will provide food. Priority will be given to widows and single mothers.
49. The Magway Division will collaborate with AMDA, MRCS and other local NGOs; cooperation with local government will be maintained. WFP will continue to seek participation from community-based organizations (CBOs) and VDCs to identify participants and manage FFW food distribution. Community participation, particularly by women, will be strongly encouraged.

### **Capacity Building**

50. Project staff and implementing partners will be trained in results-based management (RBM) to measure outputs, outcomes and impact. Training costs are included in the budget.
51. To introduce RBM, a database will be set up in the WFP offices in Yangon and in the field to enhance planning, communication and reporting and to share reports with implementing partners.

### **Logistics Arrangements**

52. Food will be purchased locally because prices are lower than on the international market, except for vegetable oil. Suppliers will be requested to deliver food directly to northern Rakhine State and the Magway Division to reduce transport costs and facilitate handling. WFP has established one extended delivery point (EDP) in northern Rakhine State and one in the Magway Division. In consultation with partners, WFP has established 11 final distribution points (FDPs) in northern Rakhine State and six in the Magway Division. In some areas, mobile distribution points will be used to reach beneficiaries who cannot reach the FDPs.
53. In this PRRO, vegetable oil, pulses, salt and rice have been added to rations. Supply points for these will involve additional logistics. It is envisaged that iodized salt will be purchased in Maungdaw. These commodities will be delivered to EDPs in northern



Rakhine State and the Magway Division; WFP will arrange transport to FDPs, from where food will be distributed to beneficiaries. Ration cards will be issued in the name of each beneficiary, including women.

54. The commodity movement, processing and analysis system (COMPAS) will be installed once internet connectivity between Maungdaw, Pakokku and Yangon is completed; it will systematically track commodity movements from source to beneficiary and allow accurate, timely reporting of receipts and distribution.
55. WFP has procured additional motor boats to improve field monitoring during the rainy season. Additional vehicles and motorcycles will be procured during 2004. The costs are reflected in the budget.

### **Monitoring and Evaluation**

56. WFP will use RBM to measure the performance of activities against objectives. This will involve collection of data and activity/area-specific, time-bound assessments of the appropriateness and effectiveness of assistance. Various performance indicators will be used to determine the success of projects against objectives (see Annex III). The information obtained will be used as a basis for management decisions.
57. Activities will be regularly monitored by more than 25 food monitors and two international professional staff. Quantitative information will be collected through standardized checklists and reporting formats; data will be disaggregated by gender. The monitoring unit will carry out thematic and periodic assessments using participatory techniques. A logistics officer will be hired, with the cost shared equally between this PRRO and EMOP 10345.
58. A mid-term evaluation of the PRRO will be carried out in the autumn of 2005. The outcomes will determine future operational directions and orientation for further interventions in the project areas.

### **Security Measures**

59. Northern Rakhine State is currently stable. The Government has established a sizeable security presence to maintain security. There are no security problems in Magway Division.
60. The WFP sub-office in northern Rakhine State is in UNHCR's premises; this arrangement will continue to the end of this PRRO. A radio network for use by the agencies is operated in northern Rakhine State by the Ministry of Immigration and Population; a satellite dish will soon be installed in Maungdaw to improve communications with Yangon. A very small aperture terminal system will be installed during 2004, with technical support from the Asia regional bureau. No problems are foreseen in the Magway Division, where public telephones operate satisfactorily.
61. The current constraints on developing radio networks beyond the UNHCR network have led to concerns about compliance with minimum operating security standards in Myanmar, particularly northern Rakhine State and Northern Shan State. Expansion of the UNHCR network and potential independent networks in Myanmar are extremely sensitive issues, in spite of the instructions given by the Office of the United Nations Security Coordinator (UNSECOORD). When the Basic Agreement is signed, WFP will negotiate with the Government for a separate radio network.



62. Training in first aid, safety procedures and security awareness has been conducted for all WFP staff; new staff will be trained as necessary. Periodic refresher training in awareness will be conducted.

### **Exit Strategy**

63. The food-security situation of WFP beneficiaries is expected to improve, particularly for returnees, TB patients and those under the recovery component. Long-term food security in northern Rakhine State will nevertheless depend on government policies on removing restrictions on the rice trade and applying economic measures for development activities to create job opportunities.
64. Emphasis will be given to local capacity building by handing over completed FFW projects to CBOs, who will be responsible for maintaining assets created through WFP food aid.

### **Contingency Mechanism**

65. WFP has chaired the United Nations Emergency Preparedness Thematic Working Group that addresses national contingency planning. The country office has prepared contingency plans for the whole country, taking into account the risk factors in paragraph 26.
66. WFP has introduced a disaster-mitigation working group in northern Rakhine State to prepare a coordinated contingency plan and to build staff capacity in disaster mitigation. The group includes United Nations agencies, the Red Cross and NGOs operating in the project area.
67. WFP has started discussions with the Ministry of Agriculture and Irrigation and private dealers for rapid release of commodities from its regional depot in a major emergency. Staffing, communications, equipment and funding issues would be coordinated with the regional bureau. In minor emergencies, food can be reallocated quickly among the project areas.

---

## **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

68. PRRO 10066.2, which will assist 416,000 beneficiaries over two years with 38,100 mt of commodities at a cost to WFP of US\$12,073,152, is recommended for approval by the Executive Board.



## ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Rice	32 988	170	5 607 960
– Pulses	4 504	400	1 801 600
– Vegetable oil	528	900	475 200
– Iodized salt	80	70	5 600
<b>Total commodities</b>	<b>38 100</b>		<b>7 890 360</b>
<b>External transport</b>		<b>45</b>	<b>23 760</b>
<b>Subtotal for ITSH</b>			<b>952 500</b>
<b>Total LTSH</b>		<b>25</b>	<b>952 500</b>
<b>Other direct operational costs</b>			<b>550 000</b>
<b>Total direct operational costs</b>			<b>9 416 620</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>1 866 700</b>
<b>C. ISC (7%)</b>			<b>789 832</b>
<b>TOTAL WFP COSTS</b>			<b>12 073 152</b>
<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The contents may vary, depending on availability of commodities.			




**ANNEX II**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff</b>	
International professional staff	718 300
National professional officers	50 600
National general service staff	184 000
International consultants	36 000
Temporary assistance	367 000
Overtime	5 000
UNVs	42 000
Staff duty travel	70 000
Staff training and development	10 000
<b>Subtotal</b>	<b>1 482 900</b>
<b>Office expenses and other recurrent costs</b>	
Rental of facility	10 000
Utilities (general)	5 000
Office supplies	25 000
Communication and IT services	60 000
Equipment repair and maintenance	14 800
Vehicle maintenance and running costs	80 000
Other office expenses	9 000
United Nations organizations services	25 000
<b>Subtotal</b>	<b>228 800</b>
<b>Equipment and other fixed costs</b>	
Vehicles	125 000
Furniture, tools and equipment	10 000
TC/IT equipment	20 000
<b>Subtotal</b>	<b>155 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 866 700</b>





## LOGICAL FRAMEWORK SUMMARY OF MYANMAR PRRO 10066.2, 2004–2006

Results hierarchy	Performance indicators	Risks, assumptions	Resources required
<b>Impact</b>	<b>Impact level indicators</b>		
Improved immediate and longer term household food security for returnees and the most vulnerable groups	Reduced food gap of returnees and vulnerable households	Implementing partners and international donors remain engaged Sustained and improved logistic support from the Government of Myanmar	Holistic approach of long term committed programme is required
<b>Outcomes</b>	<b>Outcome level indicators</b>		
 <p>1.1 Improved immediate food security for returnees and chronically vulnerable groups during the lean season 1.2 Increased effectiveness of TB cure programme</p> <p>2. Vulnerable groups are able to gain and preserve social and economic assets</p> <p>3. Improved human skills through increased enrolment and attendance in primary schools and vocational training</p> <p>4. Enhanced year-round agricultural productivity through improved natural resources management</p>	<p>1.1 Beneficiary families seeking loans during lean season will be decreased by 30%</p> <p>1.2 TB patients stay enrolled in cure programme</p> <p>2.1 At least 60% of beneficiaries will have improved livelihoods</p> <p>3.1 Enrolment rate of school age boys and girls in WFP-assisted schools will be increased to at least 40%</p> <p>3.2 Percentage of boys and girls in WFP-assisted schools attending classes at least 80 percent of the school year will be increased by 40 %</p> <p>3.3 Ratio of girls to boys enrolled in WFP assisted primary schools is almost 1:1</p> <p>3.4 At least 30% of trained beneficiaries are involved in income generation activities after their training</p> <p>4.1 30% of daily wage labourers become farmers working at their own land</p> <p>4.2 Their farms produce 20% more food than before</p>	<p>Availability and accessibility of food is essential.</p> <p>Implementing partners are willing to work with WFP</p> <p>Local authorities remain supportive</p>	<p>Total budget US\$12,073,152</p> <p>Total 69 staff including 56 temporary assistance staff</p> <p>Project period 2 years</p> <p><b>Activities</b></p> <p>Identify vulnerable groups, especially women and children in food insecure areas</p> <p>Seek working agreements with implementing partners that create a value added effect</p> <p>Purchase food and distribute it through FFW, School Feeding and Vulnerable Feeding</p>

## LOGICAL FRAMEWORK SUMMARY OF MYANMAR PRRO 10066.2, 2004–2006

Results hierarchy	Performance indicators	Risks, assumptions	Resources required
5. Improved access to markets and basic services by rehabilitating and upgrading local infrastructure	5.1 More GVT and NGO services available/ accessible 5.2 Increased use of access roads	More NGOs engage	
<b>Key outputs</b> 1.1 Increased access to food by vulnerable people and returnees 1.2 Increased access to food by TB patients 2.1 Target beneficiaries participate in food-supported asset rehabilitation and creation, and income-generation activities 3.1 Food provided to schoolchildren in WFP-assisted primary schools  3.2 Food provided to people participating in vocational training  4.1 People trained in natural resources management  5.1 Local infrastructure rehabilitated and created	<b>Output level indicators</b> 1.1 65,000 vulnerable people (90% female) and 3,000 returnees (50% female) will receive relief rations 1.2 2,000 TB patients will receive food rations 2.1 23,000 participants (50% female) participate in FFW activities 3.1.1 150,000 school children will receive food assistance 3.1.2 Food provided as incentive to 10,000 families to send children to school 3.1.3 Eight training sessions for teachers will be held in each township 3.2 5,000 participants (60% female) will receive vocational training to acquire income generation skills 4.1.1 5,000 participants will receive training/FFW related with natural resources management 5.1.1 10 km of farm to market roads will be constructed 5.1.2 Three mini dams and 4 irrigation channels will be constructed	More collaboration with UNHCR and International NGOs  WFP Staff and IP are aware of Results-Based Management system  School feeding for base line survey is conducted prior to school feeding program  Trainers/ training venues for income generation, natural resources and food asset-creation are available  Extra inputs, matching funds from the IPs are available	<i>[Country Office Monitoring Plan (M&amp;E Plan Matrix), that may be developed during the course of implementation]</i>

### Notes

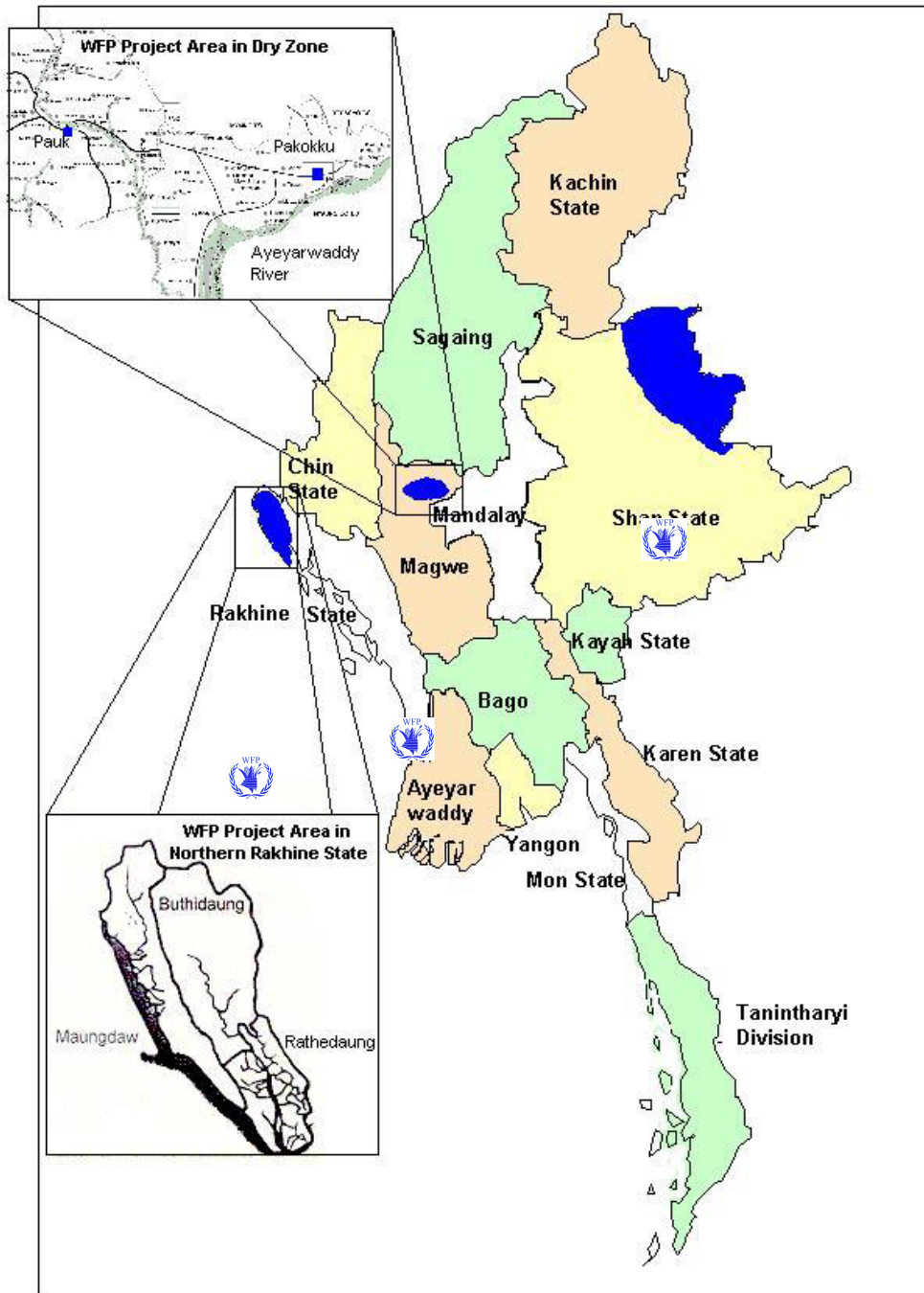
- Please refer to Logical Framework Manual and Monitoring and Evaluation Guidelines in the WFP Programme Design Manual (PDM) for further guidance on how to verify the vertical and horizontal logic of the logframe.
- Refer to the EMOP/PRRO WorkFlow in the PDM, for guidance on M&E guidelines and the use of M&E Plan Matrix.
- Please note that for submission to EB, we do not present the ACTIVITY, but the activities form an integral part of the M&E Plan Matrix.



## ANNEX IV

## UNION OF MYANMAR

### LOCATION MAP OF WFP PROJECT AREA



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>
AMDA	Association of Medical Doctors of Asia
CARE	Cooperative Assistance for Relief Everywhere
CBO	community-based organization
CCA	Common Country Assessment
COMPAS	Commodity Movement, Processing and Analysis System
EDP	extended delivery point
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FDP	final distribution point
FFW	food for work
FFE	food for education
FFT	food for training
MOU	Memorandum of Understanding
MRCS	Myanmar Red Cross Society
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
RBM	results-based management
TB	tuberculosis
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSECOORD	Office of the United Nations Security Coordinator
VAM	vulnerability assessment and mapping
VDC	village development council

