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PROTRACTED RELIEF AND RECOVERY OPERATIONS – MYANMAR 200299

Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable

Number of beneficiaries	1,570,000
Duration of project	3 years (2013–2015)
WFP Food tonnage	175,544
Cost (United States dollars)	
WFP food transfer cost	105,299,691
WFP cash transfer cost	2,700,000
Total cost to WFP	167,687,584

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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.

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EXECUTIVE SUMMARY

Access to adequate and nutritionally balanced food remains a challenge for the poorest and most vulnerable people, especially in rural border areas. Twenty-six percent of the population lives below the poverty line and 3 million people are considered ‘food poor’. Considerable disparities in food security remain among geographic areas and socio-economic groups.

The prevalence of stunting among children under 5 is 35 percent. Two thirds of household heads have primary education or less – three quarters in rural communities. Myanmar is also vulnerable to natural disasters.

This operation will deliver food assistance to Myanmar’s most vulnerable and food-insecure populations. It is based on extensive consultations, assessments, results, monitoring, along with recommendations from the mid-term review of the 2010–2012 protracted relief and recovery operation.

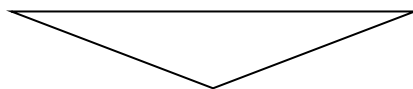
WFP’s objective is to contribute to more equitable development across the country, and support national reconciliation efforts by reducing poverty, food insecurity and undernutrition and increasing resilience among the most vulnerable communities. WFP’s objectives for 2013–2015, which are aligned with WFP’s Strategic Objectives 1 and 3, and Millennium Development Goals 1, 2, 3, 4 and 6, are:

- Prepare for and respond to recurrent natural disasters and other shocks in support of government response efforts (Strategic Objective 1).
- Assist post-disaster recovery through the restoration and rehabilitation of productive assets to improve household food security and create socio-economic opportunities for the most vulnerable groups, which contributes to national reconciliation efforts (Strategic Objective 3).
- Combat undernutrition among the most vulnerable groups (boys, girls and pregnant and lactating women) and provide support to other at-risk groups such as people living with HIV and tuberculosis (Strategic Objective 3).
- Improve access and retention of children in primary schools (Strategic Objective 3).

WFP will promote knowledge-sharing as a means of improving the sustainability of these and partners’ interventions.

WFP assistance will primarily consist of food transfers, with some cash transfers for asset creation. A hand-over strategy will be contingent upon the development of adequate national capacities and the implementation of policies that respond to acute food insecurity and undernutrition.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Myanmar 200299 “Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable” (WFP/EB.2/2012/9-C/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.

SITUATION ANALYSIS

Context

1. Myanmar's population of 58 million¹ is composed of 135 ethnic groups; two thirds reside in rural areas.² One of the world's least-developed countries, Myanmar ranked 149th out of 187 in the 2011 human development index and has a human development index rating of 0.48 – significantly below the regional average of 0.67.³
2. Poverty declined from 32 percent in 2005⁴ to 26 percent in 2010,⁵ but is still substantially higher than the Millennium Development Goal (MDG) target for Myanmar of 16 percent.
3. In 2010, Myanmar held its first elections in 20 years. A civilian government was formed in March 2011 and local representatives were elected. In April 2012, the opposition National League for Democracy won 43 of the 44 seats it contested. Peace agreements and the release of political prisoners have demonstrated commitment to reform. International sanctions have been softened and diplomatic ties have begun to strengthen.
4. Earthquakes and socio-political and economic shocks affect many areas. Coastal regions experience cyclones,⁶ tropical storms and tsunamis; hill regions experience landslides, and floods occur during the monsoon.
5. Conflicts have displaced people in eastern and south-eastern Myanmar, where there are significant poverty and food insecurity. Many people in northern Rakhine State (NRS) continue to be stateless and impoverished. In Shan State, many families struggle to comply with the Government's poppy-eradication measures
6. Net enrolment in primary school was 85 percent in 2010,⁷ but was down to 71 percent in Rakhine State.⁸ Low retention remains a concern, particularly in primary education where the average completion rate in rural areas is only 50 percent.⁹ Social status is significantly correlated with completion rates: only 31 percent in the poorest wealth quintile complete primary school compared with 79 percent in the richest quintile.¹⁰ Poor households often

¹ Myanmar Central Statistics Office. 2009. Statistical Yearbook. Nay Pyi Taw.

² United Nations country team (UNCT) in Myanmar. 2011. Thematic Analysis 2011: Achieving the Millennium Development Goals in Myanmar. Yangon.

³ United Nations Development Programme (UNDP). 2011. *Human Development Report 2011. Sustainability and Equity: A Better Future for All*. New York.

⁴ Although a 1990 baseline is ordinarily used, 2005 is the reference year for Myanmar because earlier data is not available.

⁵ Ministry of National Planning and Economic Development, Swedish International Development Agency (SIDA), United Nations Children's Fund (UNICEF) and UNDP. June 2011. Integrated Household Living Conditions Assessment (IHLCA). Nay Pyi Taw.

⁶ Recent cyclones have included Nargis (2008 – 138,000 dead, 2.4 million affected) and Giri (2011 – 224,000 affected).

⁷ Ministry of Education. 2010. Education for All: Country Progress Report, October 2010. Nay Pyi Taw.

⁸ IHLCA, 2011.

⁹ Ministry of Education. 2007. Education for All – Mid-Decade Assessment Report. (The retention rate is the proportion of pupils starting Grade 1 who reach the last grade of primary education. The primary completion rate is the percentage of students completing the last year of primary school.)

¹⁰ Ministry of National and Economic Development, Ministry of Health and UNICEF. 2011. Myanmar Multiple-Indicator Cluster Survey (MICS) 2009–2010. Nay Pyi Taw.

remove children from school. The quality of education is inconsistent and marked by considerable regional variation.¹¹

7. Public spending on health is extremely low. A third of pregnant women lack access to antenatal care and maternal mortality is high.¹² The under-5 mortality rate has dropped to 66 per 1,000 live births,¹³ but the MDG target of 38.5 per 1,000 live births by 2015 remains distant.
8. Myanmar has one of the highest HIV rates in Asia – 0.6 percent in 2010.¹⁴

The Food Security and Nutrition Situation

9. Myanmar has significant agricultural potential and normally produces enough rice for the population and for export, but it has minimal infrastructure outside of the few large plains in the southern and central areas of the country. Most of the food-insecure zones are in mountainous areas of Upper Myanmar. Lack of infrastructure and decades of isolation have resulted in static food markets at the national level; local markets in remote areas function in isolation from national food markets, and most of the severely food-insecure population does not use money for exchange.
10. The Food and Agriculture Organization of the United Nations (FAO) estimates that 7.8 million people – 16 percent of the population – were undernourished between 2005 and 2007.¹⁵ There has been no recent population census and access to national household income and expenditure data is limited. It is estimated that 3 million people are ‘food poor’,¹⁶ although the true figure is likely higher because some remote regions were excluded from the surveys; disparities remain among geographic areas and socio-economic groups.¹⁷
11. Household food insecurity primarily stems from inability to access sufficient food throughout the year. Production is constrained by inadequate access to land, credit and post-harvest storage facilities. Under-developed markets and limited infrastructure prevent many rural households from accessing food in surplus areas. Although most villages have shops, only 35 percent of WFP-monitored villages have a marketplace; the nearest marketplace may be an hour’s walk away. The groups most acutely affected by constrained access to food include landless labourers, small-scale farmers cultivating upland crops or rain-fed crops in regions with unreliable rainfall, and households headed by women.¹⁸
12. With nationwide prevalence of stunting among children under 5 at 35 percent,¹⁹ Myanmar is categorized as a “high-burden” country – one of 24 countries with the greatest

¹¹ A comprehensive education sector review is planned for the next two years; this review will assess gaps and needs in the education sector.

¹² UNCT Myanmar, 2012. United Nations Strategic Framework 2012–2015.

¹³ UNICEF. 2012. *The State of the World’s Children*. New York.

¹⁴ UNCT Myanmar. 2011. Thematic Analysis 2011: Achieving the Millennium Development Goals in Myanmar.

¹⁵ FAO and WFP. 2010. *The State of Food Insecurity in the World*. Rome.

¹⁶ IHLCA. 2011. “Food poverty” indicates extreme hardship: it assumes that all household income is spent on food.

¹⁷ FAO and WFP. 2009. Crop and food security assessment mission.

¹⁸ Economic opportunities are limited by lack of access to regional markets during the monsoon season, which also makes it difficult for households to access food if local stocks are diminished. For those with access to land, subsistence rainfed agriculture often utilizes slash-and-burn or shifting cultivation techniques. Many of those without land depend on wage labour or migration to surrounding regions.

¹⁹ MICS, 2009–2010.

numbers of children under 5 who are moderately or severely stunted.²⁰ Twenty-three percent of children under 5 are underweight, and 8 percent are moderately or severely wasted.²¹

13. Half of children aged 12–59 months do not receive the six-monthly vitamin A supplementation recommended by the Ministry of Health, and their intake of vitamin A through fruit and vegetables is unlikely to meet daily requirements.¹⁹ The United Nations Children’s Fund (UNICEF) reports a high prevalence of anaemia among women and children, and cases of beriberi among pregnant women and infants as a result of thiamine deficiency.²²

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

14. Following a national workshop on rural development and poverty alleviation in May 2011, Myanmar’s President reaffirmed the Government’s commitment to development in priority areas and pledged to reduce the national poverty rate to 16 percent by 2015.
15. Health care and educational reforms are at the centre of government policy. A development policy conference in February 2012 focused on improvements in health and education as a means of accelerating growth. This commitment was demonstrated by the doubling of budgets in the ministries concerned for the next fiscal year.
16. The costs of damage from recent natural hazards have led the Government to enhance disaster risk reduction, for example through the Myanmar Action Plan for Disaster Risk Reduction. In some cases the scale and scope of the response required has been beyond the Government’s capacity.

Policies, Capacities and Actions of other Major Actors

17. The United Nations Strategic Framework for Myanmar (2012–2015) guides programming on the basis of challenges identified by the UNCT, the Government and other stakeholders. Priority 1 is to increase inclusive growth, Priority 2 is to increase equitable access to quality social services, and Priority 3 is to reduce vulnerability to natural disasters and climate change.

Coordination

18. Food security activities are coordinated through national and regional bodies. WFP and FAO co-chair the food security and agriculture thematic group; WFP participates in technical groups on nutrition, HIV, education and disaster risk reduction. At the regional level, WFP uses its substantial field presence to lead working groups.
19. WFP is partnering with UNICEF, non-governmental organizations (NGOs) and other agencies to support Myanmar in the Scaling-Up Nutrition (SUN) Framework for Action.

²⁰ UNICEF. 2009. Tracking Progress on Child and Maternal Nutrition. New York.

²¹ Government of Myanmar and UNICEF. 2011. MICS, 2009–2010.

²² UNICEF. 2005. Ministry of Health/UNICEF Micronutrient Survey. The rate of iron deficiency anaemia in pre-school children was 65 percent and 80 percent for children 6–23 months.

OBJECTIVES OF WFP ASSISTANCE

20. WFP's objective is to contribute to more equitable development across the country, and support national reconciliation efforts by reducing poverty, food insecurity and undernutrition and increasing resilience among the most vulnerable communities.
21. During this period of transition, WFP's objectives for 2013–2015, in line with Strategic Objectives 1 and 3,²³ and MDGs 1, 2, 3, 4 and 6,²⁴ are:
 - Prepare for and respond to recurrent natural disasters and other shocks in support of government response efforts (Strategic Objective 1).
 - Assist post-disaster recovery through the restoration and rehabilitation of productive assets to improve household food security and create socio-economic opportunities for the most vulnerable groups, which contributes to national reconciliation efforts (Strategic Objective 3).
 - Combat undernutrition among the most vulnerable groups (boys, girls and pregnant and lactating women) and provide support to other at-risk groups such as people living with HIV and tuberculosis (TB) (Strategic Objective 3).
 - Improve access and retention of children in primary schools (Strategic Objective 3).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

22. WFP has been present in Myanmar since 1994 and has implemented several emergency interventions. Protracted relief and recovery operation (PRRO) 200032 (2010–2012) employed various tools to address the needs of vulnerable and food-insecure groups in NRS, Chin, Kachin and Shan states, and parts of Magway Region.
23. Relief assistance in areas with critical food insecurity has saved lives, stabilized food consumption and bridged hunger gaps during lean seasons. Making food available to vulnerable populations in border areas helped to stabilize populations and contributed to the peace process.
24. Food for assets (FFA) targeting food-insecure households provided the only reliable resource transfers in the absence of a government social safety net mechanism.
25. Cash for assets (CFA) were introduced as a pilot in 2011 in more accessible WFP-targeted townships. CFA proved to be an efficient transfer mechanism in areas where markets functioned and in situations where an immediate response was required. The pilots employed simple distribution systems through cooperating partners based on ration cards and verification of work completion by WFP staff. The use of cash transfers for non-food expenditures was not an issue because the share of household expenditure for food in Myanmar averages 68 percent and reaches 74 percent for the poorest 30 percent of the population;²⁵ the distribution of cash to women and monitoring the activities further reduced that risk. However, half of all WFP operations in Myanmar are in NRS, where

²³ Strategic Objectives – 1: Save lives and protect livelihoods in emergencies; 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

²⁴ MDGs – 1: Eradicate extreme poverty and hunger; 2: Achieve universal primary education; 3: Promote gender equality and empower women; 4: Reduce child mortality; 6: Combat HIV/AIDS, malaria and other diseases.

²⁵ UNDP. 2011. Poverty Profile 2011 (data from 2010).

cash transfers are risky for security reasons, and challenging because of the socio-political conditions and lack of partners.

26. Given the limited availability of health care in Myanmar, WFP's nutrition interventions addressed nutrient gaps among women and young children. The most positive results were achieved when WFP's assistance complemented services supplied by partners. The scale and extent of WFP's interventions have been too limited to generate significant improvements in national nutrition indicators.
27. A December 2011, mid-term review of PRRO 200032 found that school feeding take-home rations in NRS did not always reach people who could not afford to send their children to school. In other areas, there was evidence that parents were increasingly eager to send their children to school and in some cases no longer needed a food incentive.
28. The mid-term review also found that:
 - WFP has been operational where needs are greatest as a result of the structural drivers of food insecurity and the sporadic incidence of acute crises.
 - more productive engagement with the Government has opened new avenues in terms of greater access and a more diverse set of response tools; and
 - future support should be integrated whenever possible, for example providing nutritious food, school feeding and asset creation in the same communities, and integrating activities with those of partners.

Strategy Outline

29. In line with its programming principles, WFP will:
 - adhere to humanitarian principles and be accountable, efficient and effective in all forms of engagement;
 - focus on preventive measures to address the causes of food insecurity and undernutrition such as integrating disaster risk reduction into programme design and maintaining readiness to respond to food-security crises;
 - use knowledge and innovation to support the development of policies and approaches for reducing food insecurity and undernutrition;
 - ensure gender sensitivity and equality; and
 - promote partnerships and coordination, and seek opportunities for joint programming.

Activity 1: Relief Assistance

30. WFP will continue to provide relief assistance for extremely food insecure and destitute households in NRS by bridging the annual seven-month food gap during lean seasons.
31. In conflict-affected border areas, WFP will provide relief food assistance for internally displaced persons (IDPs) to ensure food security and for returnees to support resettlement. Assistance to households in areas with recurrent food insecurity and inadequate production capacity will also be considered on the basis of food-security assessments.
32. WFP will prepare for and respond to food-security crises resulting from natural disasters. Short-term food assistance will be provided for beneficiaries targeted in assessments in coordination with the Government and other partners.

Activity 2: Nutrition

33. WFP will aim to reduce ante and post-natal undernutrition by addressing nutritional needs, especially during the 1,000-day window – malnutrition in the 1,000 days from conception to 2 years of age can lead to irreversible damage. This will involve: i) treating moderate acute malnutrition in children 6–59 months through targeted supplementary feeding; ii) preventing acute malnutrition in children 6–23 months and pregnant and lactating women; and iii) preventing stunting by providing assistance to children 6–23 months and pregnant and lactating women.
34. Activities will include:
- providing food and micronutrient supplements for pregnant and lactating women to maximize caloric and micronutrient intake;
 - providing supplementary and complementary fortified foods for children to reduce the prevalence of malnutrition in targeted areas; and
 - aligning these activities with complementary interventions by partners such as UNICEF, the United Nations Population Fund (UNFPA), the Government and NGOs such as the promotion of breastfeeding, immunization, micronutrient supplementation, de-worming, nutrition education and growth monitoring.
35. Follow-up studies are planned to assess the effectiveness of these approaches to inform future scale-up.

Activity 3: Post-Disaster Recovery through the Restoration and Rehabilitation of Productive Assets

36. Once acute needs have been met following a natural disaster, WFP will assess the need and opportunity for shifting target groups to food assistance linked to asset creation. Similar activities will be implemented in conflict-affected or highly food-insecure areas. Activities will build household and community assets to: i) mitigate the impact of future disasters through soil conservation, watershed management, land terracing and measures to counter soil erosion; ii) increase access to markets through the rehabilitation or construction of infrastructures; and iii) diversify income sources.
37. The choice of food or cash transfer will depend on season – roads are poor during the rainy season – and prices and availability in markets. Transfers will be conditional upon labour inputs in works schemes.
38. WFP will partner with FAO and the United Nations Office on Drugs and Crime (UNODC) to support former poppy farmers with seeds, tools and food assistance to encourage alternative livelihoods.

Activity 4: School Feeding

39. Educational development is a major government policy goal; and WFP will collaborate with the Ministry of Education and UNICEF on school feeding with a view to improving children's access to and retention in primary schools, with a focus on ensuring education quality through partnerships with United Nations agencies and NGOs. WFP will complement UNICEF Child Friendly Schools and early childhood development activities in locations selected on the basis of poor education indicators.

40. On the basis of vulnerability and educational indicators and in line with the recommendations of the mid-term review, activities will include: i) a daily ration of 75 g of fortified biscuits at school for pre-school and primary schoolchildren to encourage participation and increase learning potential; or ii) 10 kg of rice per month during the school year as a take-home ration in areas where food insecurity and low enrolment justify a food transfer to families. The fortified snack will increase micronutrient intake and improve nutrition and health. A survey will assess the effectiveness of school feeding, particularly the introduction of daily snacks.

Activity 5: HIV/TB

41. Food assistance will be provided for people living with HIV on anti-retroviral therapy (ART) and TB patients on directly observed treatment, short-course (DOTS) to ensure nutritional recovery and treatment success.

Hand-Over Strategy

42. Enhancement of national capacity to assess and respond to food insecurity and undernutrition will improve the prospects for sustainability and hand-over. WFP will seek to shape national policies and build capacity for national ownership of activities whenever possible. This will include providing the Government with a vulnerability assessment mechanism and food security monitoring system (FSMS), and establishing partnerships with national universities.
43. The timeline and scope of hand-over strategies will be contingent upon the development of national capacity and pro-poor food security and nutrition policies. Disaster mitigation and response and knowledge-sharing activities will focus on developing the capacity of national partners.

BENEFICIARIES AND TARGETING

44. This PRRO will target 1,570,000 beneficiaries, 52 percent of whom are women. WFP aims to reach the most vulnerable groups in food-insecure areas of NRS, Chin, Kachin, and Shan states, and Magway Region. Vulnerable IDPs and returnee households will be targeted in Kayah, Kayin and Mon states, and Taninthary region (see map in Annex III).
45. In 2011, WFP established an FSMS in all areas of operation. A pilot initiated in November 2011 covering 23 of the country's 324 townships indicated that Chin state, particularly southern areas, and Magway Region were the most food-insecure areas in Myanmar. The highest numbers of moderately and severely food-insecure people were in Rakhine State and Magway Region, followed by northern Shan State and Chin State. As the FSMS is expanded more information will be gathered for enhanced geographic targeting.
46. WFP and its partners will identify the food needs of target populations through food security assessments, which will be refined on the basis of information from regular food security monitoring.
47. Relief assistance targeting criteria will prioritize those affected by rapid-onset disasters and extremely food-insecure people with no access to income and with high debt. In NRS, beneficiary households will be selected on the basis of landlessness, lack of income, absence of working children over 16 and lack of other external assistance.

48. Nutrition activities will be guided by the most recent MICS to identify areas with the highest prevalence of stunting and wasting, including Chin, Kayah and Rakhine states, and Magway Region. Moderately acutely malnourished children will be targeted on the basis of established entry and exit criteria.²⁶ Wasting will be prevented through blanket distribution of blended food along with relief rations. Stunting will be prevented through blanket complementary feeding in selected villages. The criteria for beneficiary targeting will be developed in conjunction with UNICEF, the Ministry of Health and nutrition partners. In prevention activities, the focus will be on children under 2 and pregnant and lactating women.
49. Beneficiaries will be selected for asset-creation activities on the basis of food insecurity and location in disaster-prone or disaster-affected areas. WFP will aim for gender equality in beneficiary selection. Food will remain the principal transfer modality, but cash will be considered for asset-creation activities in areas with an alpha value²⁷ below 1 and where there are functioning and integrated markets and partners with experience in cash-based programming.
50. For school feeding, WFP will target areas that fall below the national average for enrolment and retention. In areas such as NRS and Magway Region, there is still a need for monthly take-home rations because of high food insecurity. In other areas, schoolchildren will receive daily fortified snacks in school as an incentive to participate and to enhance their learning potential.
51. The HIV/TB activity will target beneficiaries in cooperating partners' treatment programmes. For patients receiving ART, food will be provided for the first six months of treatment; TB DOTS patients will receive food for the duration of their treatment.
52. Beneficiary registration and physical verification will continue in all activities. In areas such as NRS, WFP will implement the activities directly because there are no available partners.

²⁶ Entry and exit criteria are determined by a mid-upper arm circumference (MUAC) screening. Children with MUAC between 115 and 125 mm are included in treatment. See also: Office of the United Nations High Commissioner for Refugees (UNHCR) and WFP. 2009. Guidelines for Selective Feeding – The Management of Malnutrition in Emergencies. Available at <http://www.enonline.net/pool/files/ife/wfp-unhcr-sfp-guidelines.pdf>

²⁷ The alpha value compares the cost of distributing in-kind food transfers with the local market value of the same food accessed using cash or voucher transfers. An alpha value of 0.75 indicates that for each US\$1 of in-kind food distributed, beneficiaries would be able to purchase the equivalent of US\$1.33 if the US\$1 were given in cash.

TABLE 1: BENEFICIARIES BY ACTIVITY			
Activity	Men/boys	Women/girls	Total
1. Relief assistance	147 500	147 500	295 000
2. Nutrition			
Treatment of moderate acute malnutrition	11 570	17 070	28 640
Prevention of acute malnutrition	18 870	27 830	46 700
Prevention of stunting	9 560	14 100	23 660
3. Post-disaster recovery			
FFA	234 000	234 000	468 000
CFA	20 500	20 500	41 000
4. School feeding			
Snacks	46 000	46 000	92 000
Take-home rations (schoolchildren)	131 000	131 000	262 000
Take-home rations (family members)	524 000	524 000	1 048 000
5. HIV/TB	11 500	11 500	23 000
TOTAL	1 154 500	1 173 500	2 328 000
Adjusted Total *	754 000	816 000	1 570 000

* The totals are adjusted to take into account beneficiary overlaps among components, including: children in treatment for moderate acute malnutrition who also receive relief assistance; and FFA/CFA and school feeding beneficiaries where activities are implemented in the same locations.

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH TRANSFERS

53. In view of persistent nutritional problems caused by poor dietary diversity in rural and border areas, rations are designed in response to particular needs.

- Relief rations will be complemented by a ration of blended foods to prevent acute malnutrition.
- Food assistance provided through livelihood and asset-creation activities will include pulses and vegetable oil to improve protein content and dietary diversity.
- Micronutrient deficiencies will be addressed through the provision of iodized salt and vitamin A-fortified oil. Micronutrient supplements or powders will be considered as a pilot activity if necessary.
- The locally produced fortified blended food, Supercereal (a rice-soya blend)²⁸ and imported micronutrient supplements will be provided through the nutrition component. During the PRRO, WFP will assess the effectiveness of Supercereal for preventing stunting and will engage with UNICEF and ministries in policy discussions regarding nutrition products in Myanmar.

²⁸ The factory in which Supercereal is produced does not have the equipment to add skim milk powder to produce Supercereal Plus.

54. An in-school snack of fortified biscuits or a take-home ration of rice will be provided for school feeding beneficiaries depending on local circumstances. Micronutrient supplements or powders may accompany the take-home ration following further nutrition assessments in targeted areas.
55. Cash-transfer values will be calculated on the basis of local labour rates, which vary widely. An average of US\$2.50²⁹ per day is planned, which corresponds to 80 percent of the average labour rate. The availability and price of food and market accessibility and functionality will be monitored regularly.

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)

	Relief	Nutrition					CFA/ FFA	School feeding		HIV/ TB
		Treatment of moderate acute malnutrition	Prevention of acute malnutrition		Prevention of stunting			Snacks*	Take-home ration	
		Children 6–59 months	Children 6–23 months	Pregnant and lactating women	Children 6–23 months	Pregnant and lactating women				
Rice	450	–	–	175	–	175	450	–	333	400
Pulses	60	–	–	60	–	60	60	–	–	60
Oil	30	43**	–	20	–	20	20	–	–	33
Salt	5	–	–	5	–	5	5	–	–	5
Blended food ***	–	253	130	–	100	–	–	–	–	63
Micronutrient supplements	–	–	–	1	–	1	–	–	–	–
Fortified biscuits	–	–	–	–	–	–	–	75	–	–
Cash (US\$/person/day)	–	–	–	–	–	–	2.5	–	–	–
TOTAL	545	253	130	261	100	261	535	75	333	561
Total kcal/day	2 104	974	501	1 025	385	1 025	2 015	338	–	2 194
% Kcal from protein	8.2	–	–	–	–	–	8.6	–	–	–
% Kcal from fat	15.3	–	–	–	–	–	11.6	–	–	–
Number of feeding days per year/month	30 days/month	180 days/year	270 days/year	270 days/year	360 days/year	270 days/year	60 days/year	22 days for 8 months	30 days for 8 months	180 days/year

* Schoolchildren already receive meals during the day; the snacks provide additional energy, nutrients and minerals.

** Action Against Hunger is treating moderate acute malnutrition in NRS; WFP provides oil to complement the blended food provided. In other areas, WFP provides only blended food.

*** The locally produced Supercereal is mixed with sugar and oil during production. Its energy value per 100 g is 429 kcal – higher than the standard energy value of rice-soya blend in Table 2.

²⁹ Equivalent to 2,000 Myanmar Kyat in May 2012.

TABLE 3: TOTAL FOOD/CASH REQUIREMENTS BY ACTIVITY (mt)

	Relief	Nutrition					CFA/FFA	School feeding		HIV/TB
		Treatment of moderate acute malnutrition	Prevention of acute malnutrition		Prevention of stunting			Snacks*	Take-home ration	
			Children 6–59 months	Children 6–23 months	Pregnant and lactating women	Children 6–23 months				
Rice	66 690	-	-	1 455	-	882	29 160	-	42 358	3 888
Pulses	8 892	-	-	499	-	302	3 888	-	-	583
Vegetable oil	4 446	462	-	166	-	101	1 296	-	-	321
Iodized salt	741	-	-	42	-	25	324	-	-	49
Blended food	-	683	2 973	-	2 052	-	-	-	-	612
Micronutrient supplements	-	-	-	8	-	5	-	-	-	-
Fortified biscuits	-	-	-	-	-	-	-	2 640	-	-
Total food	80 769	1 145	2 973	2 170	2 052	1 315	34 668	2 640	42 358	5 453
Cash (US\$)							US\$2 700 000			

* Schoolchildren already receive meals during the day; the snacks provide additional energy, nutrients and minerals.

IMPLEMENTATION ARRANGEMENTS

56. WFP will implement these activities through cooperating partners or directly in areas where partners' presence is limited, for example in NRS and border areas with restricted access.
57. WFP will ensure that women participate in activities and that their needs are taken into consideration, especially in NRS where food assistance can enhance women's role in communities. WFP mainstreams gender and protection issues under its protection strategy, which ensures that the concerns of target populations are regularly reviewed during field visits and addressed. Gender-disaggregated information is collected for all activities.
58. Participatory planning approaches and quality standards will be applied to guide the selection of asset-creation activities.

Partners

59. WFP's partners in Myanmar include eight local NGOs, 18 international NGOs and three United Nations agencies. Nonetheless, WFP directly implements 43 percent of its distributions as a result of partners' restricted access. Activities are implemented in consultation with government counterparts, which also provide access permits and import licences.

60. Nutrition activities will be implemented in coordination with UNICEF, the Myanmar Nutrition Technical Network and SUN partners. WFP will consult partners in the Disaster Risk Reduction Working Group regarding its asset-creation activities. For school feeding, WFP works with the Education Working Group and is part of the Comprehensive Education Sector Review.
61. For cash transfers, a basic 'cash-in-envelope' delivery mechanism will be used initially through cooperating partners; WFP will ensure the segregation of duties and strict financial controls. The cash-transfer delivery mechanism will be adjusted as financial service providers become available.

Capacities

62. WFP has eight sub-offices and one field office in Myanmar, with two more field offices planned for the border regions of Kayah and Kayin states. These offices implement activities, support cooperating partners and liaise with local authorities.

Non-Food Inputs

63. Tools and construction materials will be supplied locally by cooperating partners and communities. Sensitization campaigns will be conducted as part of the nutrition activity in collaboration with partners.

Procurement

64. Rice, pulses and salt will be procured locally; vegetable oil and fortified biscuits will be imported. WFP has been working with a local food manufacturer since 2011 to produce Supercereal and is seeking to procure small quantities of food from vendors close to areas of operation to reduce lead times and transport costs and to stimulate local economies. Regular monitoring ensures that local markets are not disrupted or distorted.

Logistics

65. Yangon is the entry port. Since mid-2011, many cooperating partners have assumed the responsibility for transporting food to distribution points. In areas where such capacity is limited, WFP will deliver food directly.
66. WFP has enhanced the capacities of four sub-office warehouses to make them strategic reserves where food and non-food items are pre-positioned for emergencies.

PERFORMANCE MONITORING

67. The monitoring system is based on gender-disaggregated data collected regularly by WFP and its partners. Performance indicators are regularly measured through focus groups and community surveys.
68. Monitoring will take into account indicators such as utilization and satisfaction among beneficiaries, food consumption scores and issues of concern at distribution sites. An online database has been established to consolidate and track information.
69. Household food security will be monitored seasonally by the new FSMS, which is being implemented in collaboration with major stakeholders. This will be complemented by periodic large-scale assessments in cooperation with FAO, UNDP, UNICEF, the UNHCR, NGOs and the Government.

RISK MANAGEMENT

70. The risks of natural disasters require a considerable level of preparedness. Local conflicts continue to displace many people in eastern and south-eastern Myanmar. WFP has established rapid-response mechanisms under the relief-assistance activity that will expedite a coordinated response with the Government and other partners.
71. WFP is committed to developing the capacity to respond to sudden shocks and natural disasters. Emergency preparedness measures include warehouses in operational areas, pre-positioning of food before rainy seasons and innovative transport options.
72. Contextual risks include a standstill in political reform and the potential consequences, including inadequate donor support. A serious disruption of WFP's funding, particularly during a lean season, would result in widespread hunger in NRS, the central Dry Zone³⁰ and among IDPs, and there would be no resources available to assist people affected by natural disasters. WFP's early warning system will monitor risk indicators to ensure timely responses.

Security Risk Management

73. Myanmar has seen substantial political, economic and social progress, but one ethnic conflict continues and there could be others. As a result, violent clashes between Myanmar's military and groups such as the Kachin Independence Army continue to hinder United Nations operations in southern Kachin and northern Shan states, currently under United Nations security level 3.
74. Most of the areas where WFP operates are under United Nations security level 1. Criminality is low in these areas and there are no major security threats. WFP's country office is fully compliant with minimum operating security standards and minimum security telecommunications standards.

³⁰ While Myanmar's coastal regions receive over 5,000 mm of rain annually, average annual rainfall in the Dry Zone in central Myanmar is less than 1,000 mm.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	144 433	72 216 450	
Pulses	14 165	12 748 104	
Oil and fats	6 792	11 206 998	
Mixed and blended food, and biscuits	8 960	8 673 824	
Others	1 194	454 315	
TOTAL	175 544	105 299 691	
Cash transfers		2 700 000	
Subtotal food and transfers			107 999 691
External transport			1 240 475
Landside transport, storage and handling			17 486 067
Other direct operational costs			7 806 023
Direct support costs ² (see Annex I-B)			22 185 112
Total WFP direct costs			156 717 368
Indirect support costs (7 percent) ³			10 970 216
TOTAL WFP COSTS			167 687 584

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	5 924 340
Local staff – national officers	1 366 028
Local staff – general service	3 257 194
Local staff – temporary assistance	5 015 890
Local staff – overtime	92 700
Hazard pay and hardship allowance	27 000
International consultants	412 500
United Nations volunteers	270 000
Staff duty travel	963 260
Subtotal	17 328 912
Recurring expenses	
Rental of facility	1 570 504
Utilities	447 528
Office supplies and other consumables	269 496
Communications services	722 582
Equipment repair and maintenance	111 405
Vehicle running costs and maintenance	205 916
Office set-up and repairs	175 757
United Nations organization services	130 583
Subtotal	3 633 771
Equipment and capital costs	
Vehicle leasing	911 881
Communications equipment	251 235
Local security costs	59 313
Subtotal	1 222 429
TOTAL DIRECT SUPPORT COSTS	22 185 112

ANNEX II – LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Activity 1: Relief assistance		
Outcome 1.1 Improved food consumption over assistance period for emergency-affected households through targeted distributions	<ul style="list-style-type: none"> ➤ Household food consumption score Target: Food consumption score exceeds 21 for target households	Government does not restrict local purchase and food movement Government does not limit access to operational areas Stable political environment during transition period
Output 1.1 Food, cash and non-food items distributed in sufficient quantity and quality to beneficiaries	<ul style="list-style-type: none"> ➤ Number of households receiving relief food assistance vs planned ➤ Tonnage distributed through relief assistance vs planned 	
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Activity 2: Nutrition		
Outcome 3.4 Reduced acute malnutrition in target groups of children	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as percentage) ➤ ≤10 percent prevalence of acute malnutrition ➤ Prevalence of low MUAC among children under 5 ➤ Prevalence of stunting reduced by 5 percent in children under 5 (height-for-age as percentage) Target recovery rate > 75 percent	No restrictions on conducting impact surveys Baseline data available for comparisons
Output 3.4 Food distributed in sufficient quantity and quality to beneficiaries	<ul style="list-style-type: none"> ➤ Number of children under 5 and pregnant and lactating women receiving assistance vs planned ➤ Tonnage of food distributed by type as percentage of planned distribution ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution ➤ Number of health-care centres assisted 	



ANNEX II – LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Activity 3: Post-disaster Recovery through the restoration and rehabilitation of production assets		
Outcome 3.1 Adequate food consumption for targeted households	<ul style="list-style-type: none"> ➤ Food consumption score exceeds threshold for 80% of targeted households <i>(Note: to be measured through a survey)</i> Target: Food consumption score exceeds 35 for target households	Presence and capacity of partners to adequately implement asset-creation activities
Output 3.1 Food and non-food items distributed in sufficient quantity and quality to beneficiaries	<ul style="list-style-type: none"> ➤ Number of households receiving food assistance vs planned ➤ Number of beneficiaries receiving cash vs planned ➤ Tonnage distributed through food assistance vs planned ➤ Total amount of cash transferred to beneficiaries ➤ Numbers of men and women receiving food and non-food items through FFA vs planned 	No restrictions on food movements No delays in the issue of transport permits Government does not limit access to operational areas
Outcome 3.2 Targeted communities have increased access to assets	<ul style="list-style-type: none"> ➤ Community asset score Target: increased productive assets for 80 percent of targeted communities	
Output 3.2 Livelihood assets developed, built or restored by targeted communities and individuals	<ul style="list-style-type: none"> ➤ 600 km of irrigation canals renovated/constructed ➤ 50 earth dams and dikes renovated/constructed ➤ 3,000 ha of agricultural land developed ➤ 2,000 ha of tree-planted land ➤ 1,000 ha of crop-cultivated land ➤ 2,000 ha of soil conserved ➤ 1,500 km of road constructed/renovated ➤ 50 small bridges/culverts renovated/constructed ➤ 350 water ponds/water systems renovated/constructed ➤ 50 community schools and centres renovated/constructed 	Regional security concerns do not impede activities Sufficient capacity of cooperating partners and targeted communities.

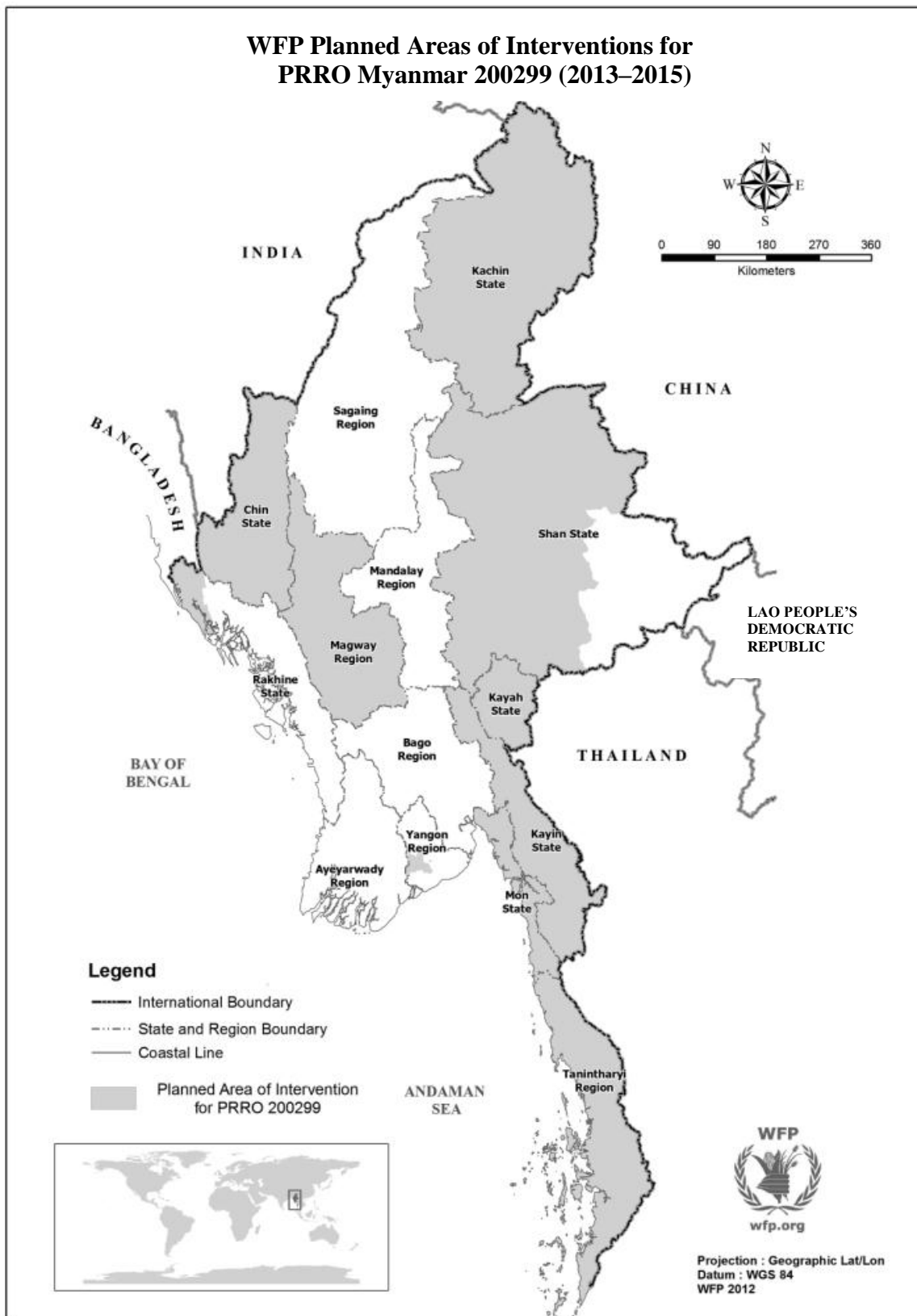


ANNEX II – LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Activity 4: School feeding		
Outcome 3.3 Increased enrolment of girls and boys, including IDPs and refugees, in assisted schools	<ul style="list-style-type: none"> ➤ Attendance rate: Target: 90 percent in operational areas ➤ Enrolment rate: Target: 5 percent average annual rate of change in number of girls and boys enrolled ➤ Retention rate: Target: 50 percent retention from grade 1 through 5 	Regional security concerns do not impede activities Sufficient capacity of cooperating partners and targeted communities
Output 3.3 School feeding coverage aligned with programme of work	<ul style="list-style-type: none"> ➤ Number of schools assisted by WFP Target: 1,300 ➤ Number of boys and girls receiving school snacks (by age and gender) ➤ Tonnage of food distributed by type as percentage of planned distribution ➤ Numbers of girls and boys receiving take-home rations vs planned 	
Activity 5: HIV/TB		
Outcome 3.5 Improved nutritional recovery of ART and TB treatment clients	<ul style="list-style-type: none"> ➤ Nutritional recovery rate Target: >75 percent acceptable nutritional recovery rate ➤ 85 percent of TB patients receiving DOTS successfully complete treatment ➤ ART survival rate at 12 months 	Adequate presence of partners providing DOTS and ART in operating areas Baseline data available for monitoring and evaluation and no restrictions on conducting impact surveys Stable living conditions foster nutritional recovery Information on nutrition available



ANNEX III



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

ART	anti-retroviral therapy
CFA	cash for assets
DOTS	directly observed treatment, short-course
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FSMS	food security monitoring system
IDP	internally displaced person
IHLCA	Integrated Household Living Conditions Assessment
MDG	Millennium Development Goal
MICS	multiple-indicator cluster survey
MUAC	mid-upper arm circumference
NGO	non-governmental organization
NRS	northern Rakhine State
PRRO	protracted relief and recovery operation
SUN	Scaling-Up Nutrition
TB	tuberculosis
UNCT	United Nations country team
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund