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**Executive Board  
First Regular Session**

**Rome, 11–14 February 2002**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

**Agenda item 8**

***For approval***



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## PROTRACTED RELIEF AND RECOVERY OPERATION— MYANMAR 10066.1

### Assistance to Returnees and Vulnerable Groups in North Rakhine State of Myanmar

Number of beneficiaries	392,125
Female	231,354
Male	160,771
Duration of project	2 years (1 July 2002–30 June 2004)

Cost (United States dollars)	
Total cost to WFP	6,839,984
Total food cost	3,366,000

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# Note to the Executive Board



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

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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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 approximately 50 million people, made up of 135 national ethnic groups. This makes Myanmar one of the least densely populated countries in the region, with an average of 72 persons per square kilometre. Myanmar is classified as a least developed country (LDC), with a yearly per capita gross domestic product (GDP) of US\$123 in 1999/2000.

North Rakhine State (NRS) is one of the remote border regions of Myanmar. Geographically separated from the rest of the country by mountains in the east, the inhabitants of NRS share close ethnic and cultural links with neighbouring Bangladesh. The NRS has a population of 800,000, 82 percent of whom are Muslims of Indian sub-continent origin. The area has one of the highest population densities in all of Myanmar and is subject to seasonal heavy rainfall and tropical storms, all of which can adversely affect livelihoods. The economic and social indicators in the NRS show the local population as being some of the most vulnerable in the country.

WFP protracted relief and recovery operation (PRRO) 10066.1 will be linked to and coordinated with other ongoing and planned assistance projects in the NRS. The PRRO outlines WFP's continued interventions in relief assistance; recovery assistance will be limited to chronically at-risk beneficiaries. The PRRO is planned for two years, commencing 1 July 2002.

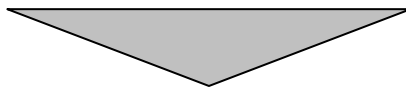
The immediate objective of PRRO 10066.1 is to bridge the food gaps for the vulnerable poor, particularly during periods of severe food deficit. Its longer-term aims are to contribute to: (a) enhancing agricultural productivity through improved irrigation systems and natural resource management; (b) creating opportunities for vulnerable groups to gain and preserve physical and human assets; and (c) facilitating access to markets and basic services by rehabilitating local road infrastructure.

Activities are selected following a continuum towards the WFP's Enabling Development policy objectives, which stress the altering of household trade-offs in favour of nutrition, education and asset-creation, and the linkage between short-term consumption and longterm sustainability. The activities can be broadly categorized into three components: (a) assistance to vulnerable families, including returnees, through relief rations; (b) formal education through food for education (FFE) and informal education through food for training (FFT); and (c) agricultural production and infrastructure rehabilitation through food for community asset creation (FFCAC). Overall, approximately 59 percent of the beneficiaries will be women.

WFP will collaborate with local communities, other United Nations agencies, non-governmental organizations (NGOs) and the focal point counterparts within the Government of the Union of Myanmar. Special effort will be made to maximize the role of communities in project planning and execution, with emphasis given to women in food distribution and management. Stress will also be placed on ensuring that women have both a voice in the selection of the projects to be implemented in their communities and control over the assets created. Participatory methodologies will be used to mobilize the community in all dimensions of project implementation.



## Draft Decision



The Board approves PRRO Myanmar 10066.1—Assistance to Returnees and Vulnerable Groups in North Rakhine State of Myanmar (WFP/EB.1/2002/8/6).



## CONTEXT AND RATIONALE

### Situation Analysis

1. The Union of Myanmar has a land size of 676,580 km<sup>2</sup>. It shares borders with the People's Republic of China, the Lao People's Democratic Republic, the Kingdom of Thailand, the Peoples Republic of Bangladesh and the Republic of India. There are also coastal borders on the Andaman Sea and the Bay of Bengal. The population of Myanmar is approximately 50 million, made up of 135 national ethnic groups. Nationwide population density is approximately 72 persons per kilometre.<sup>1</sup>
2. Myanmar is classified as a LDC and ranks 125<sup>th</sup> out of 174 countries on the United Nations Development Programme (UNDP) Human Development Index (HDI)<sup>2</sup>. Its per capita GDP is approximately US\$123.<sup>3</sup> On average, families spend approximately 70 percent of their income on food.<sup>4</sup> Myanmar has also been subjected to selective economic sanctions.
3. Nutrition is a major issue in Myanmar, particularly among women and children. Although recent data are limited, the average of global malnutrition (weight for age) in 1997 was 28.22 percent,<sup>5</sup> this standard being defined as the percentage of children aged 6 months to 5 years who are below 89 percent of the expected value of a reference population.
4. Rakhine State is located in southwestern Myanmar, partially bordering Bangladesh. The area in the north of the Rakhine State is informally known as the North Rakhine State. Mountains in the east geographically separate the NRS from the rest of the country. The area is comprised of three townships: Maungdaw, Buthidaung and Rathedaung. It is estimated to have a yearly food deficit of between 20,000 and 40,000 mt, aggravated by a weak infrastructure, variable climatic conditions, inadequate farming inputs and irrigation systems, lack of access to land tenure and rice trade restrictions.
5. The quality of life in the NRS is reflected by the area's weak economic and social indicators. The adult literacy rate is estimated to be 32 percent,<sup>6</sup> much lower than the national average. Approximately 57 percent of NRS children between 5 to 9 years are enrolled in primary school.<sup>7</sup> The area's medical staff-to-patient ratio of 1:46,000, and poor

<sup>1</sup> Myanmar, Facts and Figures, Ministry of Information, Union of Myanmar, 2000.

<sup>2</sup> Human Development Report, UNDP, 2000.

<sup>3</sup> Statistical Yearbook, 1998, Central Statistical Organization, Ministry of National Planning and Economic Development, Yangon, Myanmar, 1998. The GDP Kyat value of 44,424 /annum has been converted at the official United Nations exchange rate for December 2000.

<sup>4</sup> Report of 1997, Household Income and Expenditure Survey, Central Statistical Organization, 1999.

<sup>5</sup> Statistical Yearbook, 1998, Central Statistical Organization, Ministry of National Planning and Economic Development, Yangon, Myanmar, 1998.

<sup>6</sup> Figure based on the 1983 census, as reported in the Situation Analysis of Women and Children in Myanmar, UNICEF, 1999.

<sup>7</sup> The Multiple Indicator Cluster Survey, Department of Health Planning, Ministry of Health and United Nations Children's Fund (UNICEF), 1997.



access to health centres (with one centre per 42,000 people), are lower than in the other parts of the country.<sup>8</sup>

6. The population of NRS is approximately 800,000, with over 80 percent being Muslims of Indian sub-continent origin and the rest being mainly Buddhist Rakhine. Although the Muslims in the region are integrated into Myanmar culture, traditions and overall life, they also share a similar culture, language and religion with the people of Bangladesh. The lack of valid data on the date of arrival of the Muslims in the NRS, coupled with ethnic and cultural differences, have led to practices that prevent them from participating as an ethnic minority. The majority of the NRS population does not have citizenship, which has consequences on other areas of their lives.<sup>9</sup> All these elements affect women and children more severely than the population as a whole.
7. Unfavourable conditions in the NRS have spurred two mass departures of Muslims to Bangladesh. The first took place in 1978, involving some 200,000 persons. The incident repeated itself in 1991/1992, where the numbers reached some 250,000. No major population exodus has occurred since then, although an intermittent outflow of households to Bangladesh continues to be reported by agencies working in the NRS and Bangladesh. Food insecurity linked with poverty factors and little hope for economic improvement were the major causes for the mass departures.

### WFP's Response to Date

8. WFP's assistance in Myanmar has been targeted to the NRS, where 99 percent of the returnees are located. Under its intervention from 1994 onwards, WFP assisted about 200,000 returnees.
9. WFP's most recent operation began in April 1994, under a Memorandum of Understanding (MOU) between the Government and the Office of the United Nations High Commissioner for Refugees (UNHCR), under which WFP provided food through general distribution to returnees. These interventions broadened into food for work (FFW) in 1994, and later included FFT in 1996. The scope and nature of all WFP interventions, as with other United Nations agencies, are subject to directives from the United Nations Secretary General and decisions of the General Assembly.<sup>10</sup> During the same period, the beneficiary scope was expanded to incorporate other vulnerable groups in addition to returnees. Prior to the current PRRO, 10066.0, WFP had assisted about 620,000 food-insecure people, distributing an estimated 27,000 mt of food with a WFP food cost of US\$11.12 million.
10. Under this two-year PRRO, WFP plans to provide assistance to 392,125 food aid beneficiaries per year using 19,800 tons of commodities, with a total cost to WFP of US\$6.8 million (which includes the food cost of US\$3.3 million).

### Government Recovery Policies and Programmes

11. The Government's policies, targeted to strengthening national food security, are well formulated, but have been inadequately translated into action. Attempts to increase the

<sup>8</sup> Assessment on Educational Needs in the NRS Region, Joint study between United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Department of Educational Planning, 1999.

<sup>9</sup> According to the Burma Citizenship Law (1982), most of the people in the NRS have difficulty in obtaining citizenship in Myanmar.

<sup>10</sup> Original United Nations General Assembly resolution of 1991 (1991/46/132) with annual resolutions, including the most recent of 2 November 2000 (A/C.3/55/L.38).



availability of agricultural supplies and equipment to local farmers benefited few, as a result of distribution and access difficulties. Food security remains a major concern in the NRS.

12. The Government has made some commitments towards the resettlement and reintegration of returnees in the NRS. Following the population exodus in 1992, the Government of Myanmar and the Government of Bangladesh jointly established a repatriation mechanism through which approximately 45,000 of the 250,000 refugees returned to Myanmar prior to UNHCR's involvement in 1994. In May 2000, the Government granted lands leases to approximately 500 participants of the Cooperative Assistance for Relief Everywhere (CARE) agro-forestry activity supported by WFP, which was a significant and positive change in the land tenure policy.

## Rationale

13. Continued household food insecurity, pressing needs in basic services and modest government commitment to these people signify the conditions for recovery and justify the need for ongoing WFP interventions.
14. Donor support for the United Nations operation in the NRS has been strong. Despite the uncertainties associated with the complex political environment, there is a general consensus among resident missions that international assistance in the NRS is much needed. This is to ensure that past efforts are sustained and the survival and livelihoods of the most vulnerable are protected.
15. This PRRO, planned for the period of 1 July 2002 to 30 June 2004, will be implemented in coordination with an anticipated UNDP-led effort in the NRS. The UNDP plan serves as a common United Nations framework for assistance to the NRS following the expected withdrawal of UNHCR. Under this plan, all United Nations agencies operating in the NRS will work in a complementary fashion in the delivery of humanitarian and rehabilitation assistance. WFP intends to be a key player in this effort and, through the PRRO, proposes to be involved in the activities involving the four identified beneficiary needs: food security, income-generation training, basic education, natural resources, and rural transport infrastructure.

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## RECOVERY STRATEGY

### Beneficiary Needs

16. WFP conducted a programme review in March 2000, the results of which were combined with Food Security and Crop Assessments carried out by partner agencies in order to identify potential areas of intervention.



17. From the various assessments, four major beneficiary needs were identified:

### ✧ *Food Security*

18. Food security is a year-round concern in the NRS, particularly during the pre-harvest season (July to September), when labour opportunities are limited. Over half of the NRS population is assessed to be food insecure. Women, whose earnings constitute only one half to two thirds those of men, tend to be the first excluded from the labour force in times of distress.
19. The primary form of economic activity in the NRS is agriculture. Land is the single most important productive asset through which household food security can be improved. However, less than half of the NRS population has access to land as a result of governance-and poverty related factors. Of those who have land tenure, many are unable to generate high levels of output owing to constraints in key inputs such as livestock for draught power and manure, quality seed and pesticides.
20. When food is scarce, members of marginal households reduce their dietary intake in quantity by skipping meals and/or by reducing the amount consumed per meal. Some sell their meagre assets or go into debt to finance basic human needs. Others send their children to work for an additional family income. Coping with short-term food needs in these ways jeopardizes long-term food security, as it occurs at the expense of family capital. In this culture, as with many cultures globally, women eat last.

### ✧ *Health and Nutrition*

21. Some of the underlying factors that affect nutritional status in the NRS include inadequate food consumption, inappropriate nutrition practices, and lack of nutrition education and limited access to quality health care. Despite the active promotion and supply of certain micronutrients such as vitamin A and iodine in remote border areas by United Nations agencies and NGOs, the dietary intake of mothers and children in the NRS remains unsatisfactory. Currently, few ongoing activities in the NRS are focused specifically on nutrition.

### ✧ *Education and Training*

22. Schooling of children involves not just the direct educational cost, but also the income forgone when children are out of the workforce. Education for girls is given particularly low priority as a result of prevailing socio-cultural norms.
23. Prior to WFP's FFT intervention in 1996, girls accounted for less than 32 percent of total students enrolled in primary schools. Owing to WFP's efforts, the number of girls attending school increased dramatically, from approximately 12,000 in 1996 to 36,500 in 2000. This has triggered the need for more primary school teachers in order to maintain a reasonable teacher-to-student ratio. (See paragraphs 38–42.)
24. In the NRS, the majority of the population possesses no income-generation skills other than their own physical labour. This labour brings little earnings during the pre-harvest season, when on-farm work is limited. These people would benefit from vocational training opportunities that provided them with basic skills that they could use to improve their economic well being with minimal start-up capital and simple technology.





## ➤ Rural Infrastructure

25. The infrastructure in the NRS is inadequate, hindering movement at both village and township levels. Access to schools, basic health services and markets is especially difficult during the extended monsoon season (May to October) when unpaved roads are heavily eroded by torrential rain. An ineffective infrastructure also weakens social cohesion, as impeded access reduces the possibility for community interaction and participation.
26. Community members have expressed a high level of desire for the continued rehabilitation of infrastructure such as roads, bridges and culverts. A WFP technical assessment of dam structures conducted in 2000 by a consultant engineer recommended technical improvements in the agricultural infrastructure. These recommendations were to improve safety while allowing farmers to benefit fully from the potential of cultivable land during the dry season.

## Beneficiary Targeting

27. Through extensive community consultations in the application of vulnerability criteria, WFP targets the most vulnerable and deprived groups. These have been identified as female-headed households,<sup>11</sup> the elderly, orphans, landless, mentally and physically disabled, primary-school girls and returnees. A total of 392,125 beneficiaries, 231,354 (59 percent) of whom are women, will be assisted under this PRRO annually.

GENDER BREAKDOWN BY ACTIVITY AND BENEFICIARY TYPE

Component	Activity	Target group	Female (%)	Male (%)
Relief	Assistance to Vulnerable Families (AVF) and Returnees	Returnees, female-headed households, landless	87	13
	Food for education & food for training	Female-headed households, Primary-school girls	87	13
Recovery	Food for community asset-creation	Landless, seasonal labourers	50	50
<b>Total</b>			<b>59</b>	<b>41</b>

## The Role of Food Aid

28. WFP food interventions have been instrumental in helping the most chronically at-risk, primarily women and children, to cope with the food deficit in the NRS. In the short term, food aid serves as a safety net for those whose survival would be in jeopardy if no such form of aid were provided. Where access to food is difficult and costly in the NRS, particularly during the pre-harvest season, food is preferred to cash because its effects are more immediate.

<sup>11</sup> “Female-headed households” refers to female heads of households and their dependant(s), as well as to single widows without dependants, i.e. single-person households.



29. Over time, food aid helps to build the resilience of beneficiaries by creating an enabling environment for them to become more self-sufficient. Food aid used in these ways encourages beneficiaries to participate in asset-creation schemes that will strengthen household food security in the medium and long terms. The added value of food aid is in the human and/or physical asset that remains after its consumption.

### Programme Approaches

30. Through geographical targeting using vulnerability analysis and mapping (VAM) techniques, WFP identifies the most food insecure areas. Participatory methodologies will be used to mobilize the community in all dimensions of project implementation, including beneficiary selection and activity assessment. In so doing, WFP will coordinate with partner agencies, specifically NGOs, to ensure that there are complementary inputs in community outreach. Top priority will be given to the role of women in identifying the activities to be undertaken and, later, in controlling the assets created. The role of women will be promoted particularly in food management and distribution.

### Risk Assessment

31. The potential risks that may hinder the timely execution and success of this PRRO include:
- a decline in donor financial backing and policy endorsement;
  - the occurrence of a natural disaster; and
  - the lack of partnership opportunities for project implementation at the grass-roots level.

### Objectives and Goals

32. The primary goal of the project is to enable the recovery and stabilization of vulnerable groups in the NRS, including returnees, by improving household food security through food assistance interventions, with a special emphasis on women and children. In all activities, WFP will advance its five Enabling Development policy objectives through increased advocacy, capacity-building and partnerships.
33. The project objectives are to bridge the food gap for vulnerable households during periods of chronic food deficit through the following strategies:
- a) provide relief food assistance to returnees and chronically vulnerable households during the lean season;
  - b) create opportunities for vulnerable groups to gain and preserve social and economic assets;
  - c) promote human development through increased enrolment and attendance of girls in primary schools;
  - d) enhance year-round agricultural productivity through improved irrigation structures and natural resource management; and
  - e) facilitate access to markets and basic services by rehabilitating and upgrading local infrastructure.



## IMPLEMENTATION PLAN

### Key Programme Components

34. WFP exclusively implements the following relief and recovery activities in the NRS in conformance with directives from the United Nations Secretary General regarding the need for a coherent system-wide approach for United Nations activities in Myanmar.

### ✦ *Protracted Relief*

#### **Activity 1: Relief Assistance for Vulnerable Groups and Returnees**

35. WFP will provide food assistance to approximately 5,000 returnees from the 1992 exodus who have requested voluntary repatriation and are expected to return to the NRS during the proposed PRRO period. Each returnee will be given a six-month food ration of 25 kg per month. The duration of the assistance is considered appropriate based on the twice-a-year harvest times in the NRS. The six-month general ration will give the returnees an adequate amount of time to cultivate a crop and benefit from the yield.
36. In addition to returnees, WFP will also support the food needs of other vulnerable groups, under the Assistance to Vulnerable Families activity. The timing of this assistance is critical, as it focuses on bridging the food gap during the pre-harvest season (July to September), when food is scarce and costly. WFP works with villagers so that the people themselves identify the most vulnerable individuals and families in their communities. Some of those repeatedly identified as vulnerable through these exercises include:
- female-headed households;
  - child(ren) under 16 years of age;
  - widows without support;
  - the elderly (60 years and above); and
  - unaccompanied physically and/or mentally disabled persons.
37. Beneficiary families receive 100 kg of rice in two equal distributions during the pre-harvest season. To help them achieve self-sufficiency; AVF beneficiaries are encouraged to move into the vocational training activities implemented in partnerships with the Myanmar Red Cross Society (MRCS) and other NGOs. In total, WFP will assist approximately 62,000 food aid beneficiaries (5,000 returnees and 57,000 vulnerable individuals) under the relief component. In compliance with WFP's Commitments to Women, 87 percent of relief beneficiaries will be women.

#### **Activity 2: Formal Education through Food for Education and Vocational Training through Food for Training**

##### *Food for Education*

38. The FFE activity is designed to increase the enrolment of girls in primary schools. Being the primary caregivers in the household, mothers who were educated as girls are more likely to be equipped with the knowledge and skills for maintaining healthy families.
39. WFP is currently implementing the FFE activity in 95 percent of the primary schools in the NRS for levels between kindergarten and grade 5 (approximately 10 years of age). Schoolgirls who meet the 80 percent attendance criteria per academic year are entitled to



15 kg of rice per month, for a total ration of 90 kg through three bimonthly distributions. Since the beginning of the intervention in 1996, the percentage of girls to boys enrolled in primary schools increased from 32 to 57 percent. To maintain past achievements and to further promote the importance of educating girls, it is essential that the activity continue under the proposed PRRO.

40. Under the same activity, WFP also supports WFP-assisted teachers (WATs) to increase the availability of teaching staff in primary schools. A WAT is selected according to the following criteria:
  - completion of ninth grade;
  - above 18 years of age;
  - teaching experience;
  - non-government employee;
  - certificate of primary level teachers training course (preferred); and
  - female (preferred).
41. WATs who meet the attendance requirement of more than 90 percent of the academic year are entitled to a monthly honorarium of 100 kg. This is considered an appropriate household ration based on an average family size of five, and when converted to monetary terms, is slightly less than the basic salary of a government teacher.
42. The FFE activity will provide assistance to a total of 105,000 girls and 1,250 teachers.<sup>12</sup>

#### *Food for Training*

43. WFP supports vocational training activities implemented by MRCS and other NGOs, such as fishnet-weaving, bamboo crafts-making and tailoring. These activities enhance the long-term benefits of food assistance by providing opportunities for beneficiaries to acquire lifetime income-generation skills. In the selection of trainees, vulnerable women, such as widows and female heads of households defined by AVF criteria, will be given first priority. The benefits of income-generation skills, combined with small-scale loans, enable vulnerable women to increase their self-sufficiency and reduce their dependency. The trainees receive 3.5 kg of food per workday, a standard ration for a family of five, at 700 g per person, as a replacement for the food/income lost for the time invested in training.
44. The vocational training activities will reach approximately 40,000 food aid beneficiaries, approximately 60 percent of whom will be women.

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<sup>12</sup> Some of the same beneficiaries may be the recipients of rations for each year of the PRRO.



## 🏠 Recovery

### Activity 3: Infrastructure and Agriculture Activities: Food for Community Asset-Creation

45. WFP will implement and support activities targeted to facilitate the year-round movement of people, enhancing and increasing agricultural productivity in the NRS, through the FFCAC scheme. Consistent with WFP's Enabling Development policy, these activities are geared towards achieving lasting benefits for individuals and/or the community-at-large. Each activity participant receives a ration of 3.5 kg per workday as an honorarium, at 700 g of food per person per day, based on a family size of five. Various non-food items (NFIs) in the form of stone, gravel, culverts, bridges and spillways are necessary to complete this work, and this cost is reflected in the other direct operational cost (ODOC) budget.
46. WFP will assist in the construction and rehabilitation of village access pathways (non-vehicular), identified by the communities as high priority, to facilitate access to essential facilities and services such as markets and schools. An improved village pathway system also helps to enhance social interactions at the local level, particularly as they apply to women's participation in community welfare activities. Under the project agreements between WFP and the village development committee (VDC),<sup>13</sup> completed village access pathways are handed over to the VDC for long-term management and maintenance. In addition, WFP and UNHCR jointly implement the Township Road Project (TRP). This project was instigated at the request of communities, who wished to have a more complete and durable route between major towns for the transportation of agricultural commodities to and from markets and for facilitated access to regional health centres.
47. To improve household food security and fully utilize the potential of cultivable land in the NRS, WFP has assisted in the construction of eight dams for the storage of water from the extended rainy season (May to October) to enable double cropping in the dry season. This PRRO will also focus on improving the technical aspects of the existing structures under local conditions while enhancing their quality. The need for new structures to enhance agricultural productivity in areas not yet covered by previous construction will also be examined. Additional agricultural activities will be implemented in partnership with other agencies in the areas of safeguarding improved seed stock and protecting agricultural land against salt-water encroachment.
48. WFP also supports agro-forestry<sup>14</sup> activities implemented by CARE to promote sustainable farming techniques and to help participants achieve medium-to long-term self-sufficiency. The participants, mostly landless villagers, are each allocated 1 acre of land to cultivate their own mix of crops. WFP intends to provide food rations to the participants as compensation for their labor inputs. Nine months is considered the minimum amount of time needed for land preparation before benefits can be derived. Towards the end of food assistance, a joint assessment with CARE will be conducted to evaluate the effectiveness of the approach and the appropriateness of the ration duration.
49. In total, the FFCAC activities will benefit approximately 130,000 project participants, 50 percent of whom will be women. Female participation in outdoor FFCAC activities has been limited, owing to religious and cultural constraints. Recognizing this, WFP will

<sup>13</sup> VDC is a community body organized by UNHCR.

<sup>14</sup> Agro-forestry is a system of resource management whereby agriculture, shrubs, trees and livestock complement one another to produce short- to long-term benefits for farming households.



continue to encourage the empowerment of women through increased advocacy, while developing new culturally amenable activities to extend asset-selection, -creation and -management opportunities to female participants. FFCAC activities that have been successful in other countries with similar demographic and social characteristics, such as Bangladesh and India, will be considered for replication in Myanmar. Activities identified by women as culturally acceptable will be prioritized. Other sustainable FFCAC interventions, such as fishponds, small-scale dam construction and seasonal vegetable production, will be explored.

### Selection of Activities

50. WFP wants to highlight activities consistent with the criteria outlined in the 'Enabling Development' policy,<sup>15</sup> which stress the linkage between short-term food consumption and long-term asset-creation. In activity selection, joint consultations between WFP and other agencies will be maintained to ensure mutual support and consistency in implementation and to benefit from best-practice experiences. Proposals received from communities with the highest levels of participation and willingness to help themselves will be considered most favourably. Proposals received through the VDCs have an added advantage as they ensure women's representation. Typical selected activities will be small scale and community based.
51. The PRRO will support priority activities that:
- are cost-effective;
  - benefit vulnerable groups, especially women and children, in food-insecure areas;
  - originate from communities where women are active members of the selection process;
  - work to achieve women's empowerment and gender balance, and awareness about the importance of both;
  - advocate for the poor who need food;
  - encourage community strengthening and cohesion;
  - seek working arrangements with partners that create a value-added effect; and
  - lead to sustainable livelihoods by way of asset-creation.

### Activity Approval Mechanism

52. WFP field staff encourage vulnerable communities to examine activities in their communities through a community identification process. Typically this process will be through the VDC, which ensures the involvement of women. All local-level proposals received by WFP are pre-screened by the appropriate heads of units in the country and field offices to ensure that they are consistent with the goals and objectives. Once an activity passes the initial review, it is brought forward to the proposal review committee (PRC) in the NRS.
53. The PRC comprises five WFP field staff and other agency staff as appropriate. Proposals are reviewed according to a set of criteria that includes beneficiary types, gender sensitivity, cost-effectiveness, community involvement/input, project time frame, environmental concerns and opportunities and need for partnerships.

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<sup>15</sup> Enabling Development. WFP/EB.A/99/4-A, 30 April 1999.



## Institutional Arrangements and Selection of Partners

54. WFP currently cooperates with UNHCR, United Nations Office for Projects Services (UNOPS), three international NGOs and one local agency in project implementation, and will continue to do so under any future coordinated effort. As an active participant in the United Nations Country Team (UNCT) and Common Country Assessment (CCA), WFP will work collaboratively with other United Nations agencies in identifying and carrying out interventions in Myanmar. Partnerships with NGOs will also be strengthened to reach the most needy at the grass-roots level. Through joint resource mobilization, project planning, technical assistance delivery and capacity-building, WFP will be able to increase the cost-effectiveness and efficiency of its activities. WFP enters all partnerships with formal agreements that clearly state objectives, responsibilities, accountabilities and WFP's Commitments to Women.
55. WFP will continue to seek participation from community-based organizations (CBOs) and the VDCs in the identification of beneficiaries and activity areas, as well as in evaluation and food management tasks. Special efforts will be made to enhance women's participation in CBOs, as indicated under Activity 2.
56. Cooperation with some government ministries on returnee issues will also be maintained. These ministries include the Immigration and National Registration Department (INRD); the Ministry of Progress of Border Areas and National Races and Development Affairs; and the Ministry of Social Welfare, Relief and Resettlement.

## Capacity-building

57. Through the support of partner agencies, WFP will conduct training for CBOs, including in techniques for problem identification and solving, and in small-scale commodity storage. Efforts will be made to enhance the role of the community in the management of the communal assets created through WFP activities. In all training topics, the participation of women will be emphasized. Targeted training will also be provided to the staff of WFP and implementing partners to strengthen their knowledge in monitoring and evaluation, rapid rural appraisals, data analysis, logistics management, gender issues and other areas as needed.

## Logistics Arrangements

58. Rice is the only commodity required under this PRRO. This is locally purchased and received in Sittwe, the State's capital, and transported by boat to the four WFP warehouses in the NRS. During distribution, temporary extended delivery points (EDPs) are established in eight additional locations to facilitate receipt by the beneficiaries.
59. Owing to state limitations on the movement of rice, WFP currently works with the NaSaKa, the state agency mandated with administrative and legal control on the the NRS border area, to facilitate transport arrangements to the warehouses. Discussions have led to the possibility of using commercial transporters.
60. All warehousing, commodity management and release at the activity sites are carried out by WFP, with the exception of the Relief and Resettlement Department staff (four) assisting in warehouse management.
61. A commodity tracking system (CTS) is being established in the project area. It will systematically track commodity movements from source to beneficiaries and allow for more accurate and timely reporting of receipts and distribution.



62. Owing to the direct implementation of much of the operation and the consequent large number of WFP staff, there is a corresponding need for the mobility of these staff members in the field. Motor boats, 4X4 vehicles, motorcycles and bicycles are all used extensively for this purpose. The maintenance, replacement and running costs for this transport are reflected in the budget.

## Monitoring and Evaluation

63. WFP will use a results-based monitoring and evaluation approach to measure the performance of activities in relation to their stated objectives. The system will involve the collection of quantitative and qualitative monitoring data, as well as activity/area-specific, time-bound assessments of the appropriateness and effectiveness of the assistance delivered. Various performance indicators will be used to determine the relative success of the activities in relationship to objectives (see Annex V). The information obtained will be used to identify problems, constraints and necessary adjustments to be made to enhance management decisions.
64. Monitoring and evaluation of project activities are performed on a regular basis by the monitoring staff within individual project units. Quantitative information is collected through the use of standardized checklists and reporting formats. All data will be disaggregated by gender. Additionally, a separate monitoring unit comprising four staff (of whom two are women) will carry out thematic and periodic monitoring using participatory techniques such as beneficiary gender analysis and household food security assessments, as well as to support project staff in routine monitoring tasks.
65. A new database has recently been established to facilitate baseline data collection and analysis. Based on the VAM officer's recommendations in the March 2000 programme review, WFP is in the process of assembling basic data sets, such as those on land cover, crop distribution and market prices. The system will enhance the usage of information for targeting, monitoring, analysis and documentation purposes.
66. WFP will be part of a planned, collaborative monitoring and evaluation system, which will be used to measure the performance of various agencies participating in the collaborative United Nations operation. The results of this collaborative effort can be cross-referenced with the WFP monitoring outcomes and should lend impartiality and validity to the overall process. Wherever possible, data will be shared with other agencies to maximize cost-effectiveness and efficiency.

## Security Measures

67. The present security situation in the NRS is relatively stable. The Government has established a sizeable security presence there to maintain continued and adequate state security.
68. The WFP field office shares space with UNHCR, and the possibility of continuing this arrangement through the PRRO period is being discussed. A high frequency (HF) and very high frequency (VHF) radio network is operated by the Ministry of Immigration and Population for use by the agencies.
69. Training in first aid and safety procedures has been conducted for all WFP staff. Security-awareness training has been completed for many of the staff; the remaining personnel will be trained during the life of the operation. Periodic refresher awareness training will be given.





## Exit Strategy

70. It is expected that the food security situation in the NRS will be improved through WFP and other agency interventions. While WFP will focus on strengthening the recovery component and keeping relief at a minimum, progress of the PRRO is contingent upon the evolution of the overall NRS environment.
71. Capacity-building will be given emphasis to ensure that project activities initiated and/or completed are taken over by CBOs, and their continuity assured.
72. An assessment of the PRRO will be made to review the achievements with respect to the specified goals and objectives. The outcome of that assessment will determine future operational directions and strategic orientation for any further interventions in the area.

## Staffing

73. More than 60 WFP staff are stationed in the field offices for project implementation, regular assessment and monitoring of activities. The lack of NGO partnership opportunities creates the necessity for WFP to assign a high number of staff in the field for direct implementation and monitoring of the activities at the grass-roots level. This level of staffing and its consequent cost has a significant impact on the level of direct support cost (DSC), and the DSC percentage of the total budget.

## Contingency Mechanism

74. WFP is a member of the United Nations Emergency Preparedness Thematic Working Group that addresses contingency planning issues at the national level. The country office has outlined a contingency plan designed specifically for the NRS in anticipation of various scenarios.
75. WFP has started discussions with the Myanmar Agricultural Produce Trading (MAPT), the current supplier, for quick commodity release from its regional depot in the event of a major emergency. Other operational issues such as staffing, communications, equipment and/or funding would be coordinated with the regional bureau. For minor emergencies, food can be reallocated quickly among the various project areas.
76. WFP has introduced a disaster mitigation working group in the NRS, with a twofold purpose: to prepare a coordinated contingency plan and to build the capacity of staff in disaster mitigation. This group includes United Nations agencies, the Red Cross and NGOs operating in the project area.

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## INPUT REQUIREMENTS

### Food Rations and Commodity Justification

77. The rations for the various activities have been determined on the basis of family size, local diet, daily kilo calorie requirements, beneficiary type, consumption levels, food bartering, complementary food availability, logistics and market prices. The current ration levels have been assessed to be appropriate by the nutritionist during the March 2000 programme review, therefore no ration change is warranted at this time. Nonetheless, the levels will be reviewed periodically throughout this PRRO.



78. The ration amount given to returnees is based on per capita rice consumption in Myanmar. This is justified by the fact that the food deficit in the NRS applies mainly to the staple food, in this case rice, and not to complementary foods.

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## RECOMMENDATION

79. The PRRO 10066.1, in favour of 392,125 annual beneficiaries at a total cost to WFP of US\$6.8 million, which includes a food cost to WFP of US\$3.3 million, is recommended for approval by the Executive Board.



**ANNEX I**

## PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity (mt) <sup>1</sup>			
Rice	19 800	170	3 366 000
<b>Total commodities</b>	<b>19 800</b>		<b>3 366 000</b>
ITSH		27	531 844
<b>Total LTSH</b>			<b>531 844</b>
<b>Other direct operational costs</b>			<b>573 450</b>
<b>Total direct operational costs</b>			<b>4 471 294</b>
<b>B. Direct support costs</b> (see Annex II for details)			
<b>Total direct support costs</b>			<b>1 873 775</b>
<b>C. Indirect support costs</b> (7.8 percent of total direct costs)			
<b>Subtotal indirect support costs</b>			<b>494 915</b>
<b>TOTAL WFP COSTS</b>			<b>6 839 984</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



**ANNEX II**

DIRECT SUPPORT REQUIREMENTS ( <i>dollars</i> )
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**Staff**

International Professional staff	858 800
National Professional staff	57 000
National GS Staff	96 000
Temporary Assistance	306 350
International Consultants	39 000
United Nations Volunteers	78 000
Staff Duty Travel	120 000
Staff Training and Development	12 000
<b>Subtotal</b>	<b>1 567 150</b>

**Office expenses and other recurrent costs**

Rental of facility	21 500
Utilities	9 795
Office supplies	20 000
Communications and IT services	50 000
Equipment repair and maintenance	6 930
Vehicle maintenance and running cost	93 000
Other office expenses	3 000
UN organizations services	7 200
<b>Subtotal</b>	<b>211 425</b>

**Equipment and capital costs**

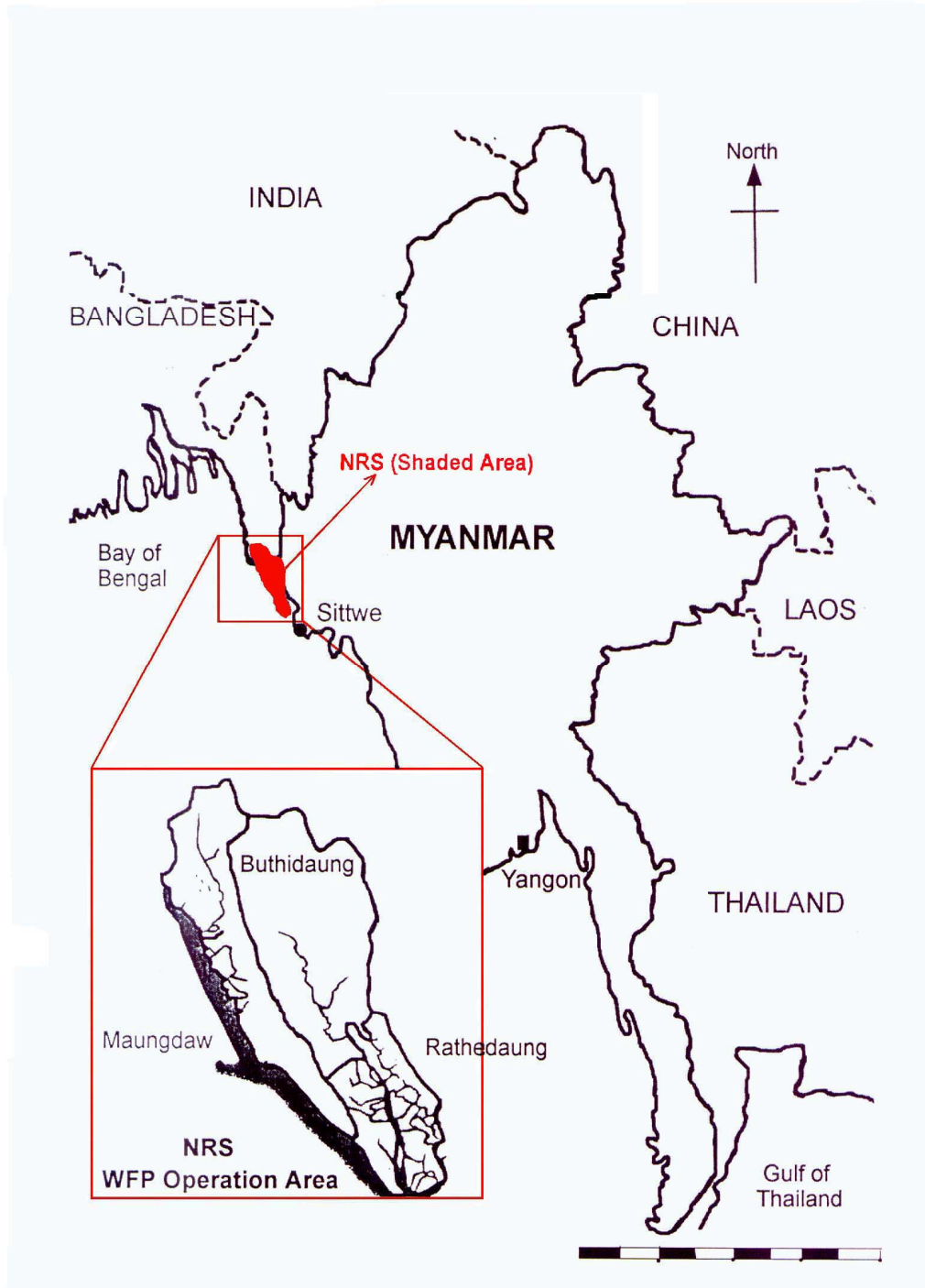
Vehicles	70 700
TC/IT equipment	22 000
Furniture, tools and equipment	2 500
<b>Subtotal</b>	<b>95 200</b>

<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 873 775</b>
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**ANNEX III**

**UNION OF MYANMAR—SOUTH EAST ASIA**



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.



**ANNEX IV**

PERFORMANCE INDICATORS
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**General**

Number of beneficiaries by gender

Quantity of food distributed

Ration per beneficiary

**Objective 1: Bridge the Food Gap**

- Availability of food in the household
- Daily food consumption
- Decrease in number of beneficiary families seeking loans during lean season

**Objective 2: Enhance Agricultural Productivity**

- Acreage of new land under irrigation
- Gross and net amounts of increased agricultural production
- Increased job opportunities and access to land for land less

**Objective 3: Create Opportunities to Gain and Preserve Physical and Human Assets**

- Girl-to-boy ratio in primary school
- Number of girls enrolled in primary school
- Number of girls meeting 75-percent attendance
- Number of teachers to students
- Number of schools covered
- Percentage of training participants formerly in Vulnerable Family programme
- Percentage of trained beneficiaries involved in income-generation activities

**Objective 4: Rehabilitate and Upgrade Local Infrastructure**

- Increased access to markets and use of basic services by villagers
- Use of village access roads by schoolchildren during the rainy season
- Quantity of food available in participant households
- Percentage of women as FFW participants
- Kilometres of village and township roads constructed



## BENEFICIARIES AND RATIONS

Nutritional rations Beneficiary type	Project type	Ration type	Food aid beneficiaries	Commodity	mt	Ration g/person/month	Nutritional content		
							Kcal	Protein (g)	Fat (g)
Vulnerable families	Relief	Individual	57 000	Rice	1 710	500	1 800	35	2.5
<b>Subtotal</b>			<b>57 000</b>		<b>1 710</b>				
							<b>Ration</b>		
							<b>Ration kg/participant/day</b>	<b>kg/participant/month</b>	
Returnees	Relief	Individual	5 000	Rice	750			25 (for 6 months)	
FFT	Relief	Family	8 000	Rice	1 680	3.5			
FFE	Relief	Individual	105 000	Rice	9 450			15 (for 6 months)	
WFP-assisted teacher (WAT)	Relief	Family	1 250	Rice	750			100	
FFCAC	Recovery	Family	130 000	Rice	5 460	3.5			
<b>Subtotal</b>			<b>249 250</b>		<b>18 090</b>				
<b>GRAND TOTAL</b>			<b>306 250</b>		<b>19 800</b>				

Note: Based on the demographics of family size, extremely vulnerable families have an average family size of three, whereas other beneficiary families are of five.

## ACRONYMS USED IN THE DOCUMENT

AVF	Assistance to Vulnerable Families
CARE	Cooperative Assistance for Relief Everywhere
CBO	Community-based organization
DSC	Direct support cost
FFCAC	Food for community asset-creation
FFE	Food for education
FFT	Food for training
GDP	Gross domestic product
ITSH	Internal transport, storage and handling
LTSH	Landside transport, storage and handling
LDC	Least developed country
MOU	Memorandum of Understanding
MRCS	Myanmar Red Cross Society
NGO	Non-governmental organization
NRS	North Rakhine State
PRC	Proposal Review Committee (in NRS)
PRRO	Protracted relief and recovery operation
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
VAM	Vulnerability analysis and mapping
VDC	Village development committee
WAT	WFP-assisted teacher

