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# Swiss Cooperation Programme Myanmar 2019 – 2023





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# Abbreviations and acronyms

|                  |   |
|------------------|---|
| <b>3MDG Fund</b> | Three Millennium Development Goal Fund          |
| <b>AA</b>        | Arakan Army                                     |
| <b>ADB</b>       | Asian Development Bank                          |
| <b>ACCESS</b>    | Access to Health Fund (successor of 3MDG Fund)  |
| <b>AIIB</b>      | Asian Infrastructure Investment Bank            |
| <b>ARSA</b>      | Arakan Rohingya Salvation Army                  |
| <b>ASEAN</b>     | Association of Southeast Asian Nations          |
| <b>CSO</b>       | Civil society organisation                      |
| <b>CSPM</b>      | Conflict-sensitive programme management         |
| <b>DRR</b>       | Disaster Risk Reduction                         |
| <b>EAO</b>       | Ethnic Armed Organisation                       |
| <b>EHO</b>       | Ethnic Health Organisation                      |
| <b>HA</b>        | Humanitarian Aid                                |
| <b>HSD</b>       | Human Security Division                         |
| <b>IDPs</b>      | Internally displaced persons                    |
| <b>JPF</b>       | Joint Peace Fund                                |
| <b>LIFT</b>      | Livelihood and Food Security Fund               |
| <b>MHF</b>       | Myanmar Humanitarian Fund                       |
| <b>MSDP</b>      | Myanmar Sustainable Development Plan 2018-2030  |
| <b>NCA</b>       | Nationwide Ceasefire Agreement                  |
| <b>NLD</b>       | National League for Democracy                   |
| <b>ODA</b>       | Official Development Assistance                 |
| <b>SC</b>        | South Cooperation                               |
| <b>SDC</b>       | Swiss Agency for Development and Cooperation    |
| <b>SDG</b>       | Sustainable Development Goals                   |
| <b>SECO</b>      | State Secretariat for Economic Affairs          |
| <b>TVET</b>      | Technical and Vocational Education and Training |
| <b>USDP</b>      | Union Solidarity and Development Party          |
| <b>WASH</b>      | Water, Sanitation and Hygiene                   |
| <b>WFP</b>       | World Food Programme                            |

# Foreword

Since 2011, Myanmar has been undergoing a complex transition towards peace, democracy and sustainable development in order to achieve the goals of the 2030 Agenda. Its geostrategic location means that it has to deal with fundamental challenges such as the rising influence of powerful neighbours and the management of its natural resources. The crisis in Rakhine State has added another layer of complexity.

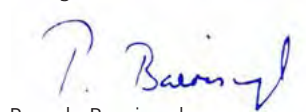
Switzerland adopts a long-term perspective on Myanmar's transition and continues to support the country in becoming a peaceful, democratic nation and a prosperous member of the Association of Southeast Asian Nations (ASEAN). Under the 2013–2018 Swiss Cooperation Strategy, the focus was on emergency relief, improvement of social services, skills development and livelihood opportunities for disadvantaged populations, and on support for the peace process and the democratic transition. Through this support, Switzerland has strived to be an independent and reliable, but also a flexible and innovative partner.

Switzerland plans to pursue its on-going activities and extend them to Shan State, also home to several

armed ethnic groups. In this new Cooperation Programme 2019–2023, it will continue to combine the tools of diplomacy, human security and peace promotion with development cooperation and humanitarian aid in order to enhance our impact. As the programme aims at systemic change, close coordination with national and sub-national authorities will be of crucial importance. Switzerland will also seek partners in the private sector, in civil society and in multilateral organisations based on the added value they each bring to our activities.

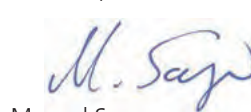
This document begins with an overview of the country's political, economic and social context. It then presents the rationale of the Swiss engagement in Myanmar, using the achievements and lessons learned from the previous strategic cycle to inform the current period. It then goes on to detail the strategic goals and implementation modalities. With this new programme, we are confident that Switzerland is well placed to make a contribution to the improvement of the lives of the people of Myanmar and their institutions.

Federal Department of  
Foreign Affairs FDFA



Pascale Baeriswyl  
State Secretary

Swiss Agency for Development  
and Cooperation SDC FDFA



Manuel Sager  
Director General

# Executive summary

At the juncture of East, South and Southeast Asia, Myanmar is home to a culturally and ecologically diverse country with rich traditions. In a largely rural but rapidly changing economy, around 54m people of different ethnic and religious groups strive to overcome a legacy of armed conflict, military rule and self-imposed isolation. In spite of substantial progress during the past decade, about 14% of the population is undernourished, 29% of children are stunted and the maternal mortality rate is 282 deaths per 100,000 births, the second-highest in the region.

The Government of Myanmar is managing a challenging transition towards democracy, a peaceful and pluralistic society as well as an open and inclusive economy. Through the Myanmar Sustainable Development Plan (MSDP) 2018-2030, the country is committed to achieving the Sustainable Development Goals (SDGs).

In 2017, attacks on 30 police posts in Northern Rakhine by the Arakan Rohingya Salvation Army (ARSA) provoked a violent response by the security forces

that reportedly resulted in the death of 10,000 people and caused more than 700,000 to flee to Bangladesh. Denouncing the lack of accountability, several Western countries imposed targeted sanctions, private investments slowed, and the country came under increasing international criticism.

Under the integrated Swiss Cooperation Strategy Myanmar 2013-2017, extended through 2018, Switzerland supported initiatives in vocational skills development, agriculture and food security, health, social services and local governance as well as peace promotion, democratisation and protection, with a total expenditure of CHF 179m over 6 years. Achievements included 16.6m disadvantaged people reached through multi-donor funds for better health and livelihoods, and systems strengthening in vocational skills training, health and land governance. Working at national level and on the ground in the southeast of the country (conflict-affected Kayin and Mon States) as well as in support of the peace process, Switzerland has earned a reputation as reliable partner.



Young woman looking from a traditional house's window, © John Rae / LIFT-UNOPS





Youth Circle members documenting the 3rd Union Peace Conference, © Youth Circle Myanmar

Under the Swiss Cooperation Programme in Myanmar 2019-2023, Switzerland *contributes to a peaceful, inclusive, democratic and prosperous society by promoting sustainable development, conflict transformation, reconciliation and the participation of all people in statebuilding*. The programme prioritises three domains of intervention: 1. Peace, Statebuilding and Protection; 2. Skills and Market Development; and 3. Health. Governance, gender as well as disaster risk reduction/climate change adaptation are cross-cutting themes. The overall budget is CHF180m, distributed roughly as follows: Peace, Statebuilding and Protection 53%; Skills and Market Development 30%; Health 15%; and 2% for other interventions.

Switzerland combines the tools of diplomacy, human security and peace promotion, development cooperation and humanitarian aid with the aim to enhance the impacts of its actions. It builds on the results achieved in southeast Myanmar, while gradually expanding to southern Shan State, an area that presents similar challenges and opportunities for peace and development. In Rakhine State, Switzerland promotes sustainable solutions to address root causes of poverty and conflict while providing humanitarian assistance to people in need.

At the national level, Swiss support targets systemic change in sectors such as health, land governance, decentralisation and skills development. Switzerland also engages with regional actors such as ASEAN. A mid-term review of the Swiss Cooperation Programme is planned for 2020.



Women dehulling maize in Shan state, © Markus Buerli / Embassy of Switzerland in Myanmar

# 1. Context analysis

With an ethnically diverse and largely rural population of 53.4m (2017 estimate), Myanmar aims to overcome a long legacy of armed conflict, military rule as well as political and economic isolation. In spite of rapid and substantial progress during the past decade, ongoing conflict, poverty, low skills, limited institutional capacities and social services as well as fragmentation within society are among the challenges facing the civilian-led government. Vulnerable populations in conflict-affected areas suffer disproportionately, especially ethnic minorities which constitute up to one-third of the population. The Rakhine crisis has added an additional layer of complexity to the triple transition to peace, democracy and inclusive economic development. A member of the Association of Southeast Asian Nations (ASEAN), Myanmar is strategically situated between India and China, with the latter exerting an assertive policy towards Myanmar in the framework of its Belt and Road Initiative.

## Transition to democracy

Following the first free elections in decades in 2015, the National League for Democracy (NLD) under the leadership of Aung Sang Suu Kyi gained the majority rule. A full transition to democracy, however, is constrained by the legal and political power of the Myanmar armed forces (*Tatmadaw*) to veto any reform of the 2008 constitution by holding 25% of seats in parliament as well as three ministries (Home Affairs, Border Affairs and Defence). The government is proceeding to strengthen its capacity to set strategic directions, ensure rule of law and the respect of human rights, and enact legislative reforms and policies. While trying to curb hate speeches and intolerant discourses, it is struggling to create an enabling environment for civil society, favourable to free speech and open critique.. National elections planned for end-2020 could result in a more diverse representation of ethnic parties; the *Tatmadaw* is expected to continue



playing a significant role both through its constitutional mandate and its proxy parties, in particular the Union Solidarity and Development Party (USDP).

## Peace process

The ongoing peace process aims to find a durable resolution to decades of armed conflict, in which more than 20 Ethnic Armed Organisations (EAO) have been fighting at times the central government and/or each other. While parts of the territory affected by conflict are under full control of EAOs, most areas are subject to mixed systems of administration where EAOs compete with the government for resources, taxation and service provision. Living standards are on average 23% lower than in the rest of the country and twice as many people have never attended school. The 2015 Nationwide Ceasefire Agreement (NCA) signed by 10 EAOs and the government, and endorsed by the parliament of Myanmar, has reduced active conflict. However, the implementation of the ceasefire is not yet effective and political dialogue has only progressed slowly. As a result, confidence in the peace process has decreased among key actors. The 21st Century Panglong Union Peace Conference has reached consensus on a number of principles, but a lasting settlement has remained elusive due to disagreement on key elements such as the future federal structure and security sector governance.

## Economic growth and development

After decades of economic stagnation, GDP grew from approximately USD 2bn in 2007 to USD 7bn

in 2018, making Myanmar a lower middle-income country, while poverty decreased from 48% to 32% between 2005 and 2015. Yet, economic development suffers from poor basic infrastructure such as roads and electricity and shortage of skills due to decades of underinvestment in education. Employment opportunities are insufficient to absorb the number of young people seeking work. The financial system is weak and investor confidence low. Though agriculture contributes nearly 30% of GDP and 56% of employment, agricultural productivity remains low as a result of insecure land tenure, poor rural infrastructure, and limited access to quality inputs, technologies and markets. A major factor fuelling conflict and hindering inclusive growth is the illicit economy, cronyism and corruption, linked to the continued existence of vested interests, high levels of drug production and trafficking as well as to the unregulated extraction of resources such as teak, gems and minerals.

Provision of social services is being accelerated, including through the 2016 National Education Strategic Plan and the National Health Plan 2017-21. 15.8m people still live below the poverty line, 87% of them in rural areas; 14% of the population is undernourished and 29% of children under five are stunted. Myanmar still ranks only 148th out of 189 countries in the United Nations Human Development Index (2017). Despite progress, wide geographic disparities characterise access to social services. Drug abuse is widespread, especially in conflict-affected areas. Union-wide, Myanmar has achieved near gender parity in primary education enrolment, while more



Restoration of a historic building in Yangon, © Nay Myo Zaw / Embassy of Switzerland in Myanmar



Emergency response for flood victims organised by SDC/HA in Mon state, © Aung Tun Naing, Embassy of Switzerland

men complete secondary level education. As for the labour force, 51% of women participate compared to 85% of men. Myanmar's gender gap in legislators, senior officials and private sector managers remains wide, ranking 88th in the Gender Gap Report 2018.

### Natural resources management and disaster risk reduction

Myanmar covers an area of approximately 680,000 km<sup>2</sup> with a diverse geography and climate. The country's natural resources are under threat from deforestation, unsustainable agricultural practices, poorly regulated mining and hydro-power development, illicit wildlife trade and extraction of oil and gas. Myanmar's high level of biodiversity is rapidly declining. The capacity of the country to sustainably increase its agricultural production while building resilience to climate change is threatened. Myanmar is one of the world's most disaster-prone areas, exposed to multiple impacts of climate change and extreme weather events, including floods, cyclones, earthquakes and droughts. Vulnerability is very high and disproportionately affects the poor, in particular poor women. The government is investing in national capacities for disaster risk reduction.

### Crisis in Rakhine

Attacks on 30 police stations by the Arakan Rohingya Salvation Army (ARSA) in August 2017 provoked a disproportionate reaction of the Myanmar security forces, which led to serious human rights violations and the flight of over 700,000 persons, mostly Muslim Rohingya, to Bangladesh. The report of a fact-finding mission mandated by the UN Human Rights Council in 2018 concluded that the violations could amount to war crimes and crimes against humanity, including intent of genocide. The events, as well as the lack of acknowledgement of their scope and consequences, resulted in international condemnation and the adoption of targeted sanctions against high-ranking officers by a number of Western countries. Demands for accountability were supported by the recent creation by the UN Human Rights Council of an independent impartial investigation mechanism and early procedures of the International Criminal Court. A voluntary return in safety and dignity of those who fled the country is unlikely, while the Rohingya remaining in Rakhine continue to face substantial restrictions, especially on freedom of movement and access to health, education, basic services and livelihoods. The search for solutions, based on the implementation of the Rakhine Advisory Commission's recommendations, led by the late Kofi Annan, has been further complicated by the attacks of the Arakan Army (AA), which started in January 2019. Human rights violations also remain widespread in other parts of Myanmar, such as in Kachin or Shan States.



## 2. Swiss foreign policy objectives in Myanmar

Switzerland has supported Myanmar with humanitarian assistance since the mid-1990s, focusing on relief for refugees and victims of civil war and natural disasters. A humanitarian aid office was opened after Cyclone Nargis in 2008; the Embassy of Switzerland in Myanmar was established in Yangon in 2012 during the transitional government of President Thein Sein. The scope of political, economic, peace and development cooperation was significantly increased under the first Swiss Cooperation Strategy Myanmar 2013-2017 (extended through 2018).

*Long-term vision for Swiss-Myanmar cooperation:* In line with the Swiss Federal Council's Dispatch on International Cooperation 2017-2020 and the 2030 Agenda for Sustainable Development, Swiss international cooperation focuses on fragile and least-developed countries. In spite of notable and varied improvements, Myanmar remains a highly fragile context. A peaceful, democratic and economically strong Myanmar is key for the stability of the region and promises potential for strengthened bilateral economic relations. Switzerland has become a Sectoral Dialogue Partner of ASEAN and the bilateral cooperation programmes with Myanmar, Cambodia and Laos are a major dimension of this partnership. Myanmar is also at the centre of one of the main economic corridors of the Chinese Belt and Road Initiative and is thus of strategic interest for the region. With the understanding that progress towards durable peace, democracy and inclusive economic growth - as well as solutions to the Rakhine crisis -

will require time, Swiss support to Myanmar's transition takes a long-term perspective.

*Switzerland and international cooperation in Myanmar:* The Myanmar Sustainable Development Plan 2018-30 constitutes the main reference document for international cooperation. Its successful implementation will depend on durable solutions to the Rakhine crisis and the outcome of the peace process. The NCA will continue to guide development cooperation in ceasefire areas. Switzerland coordinates with others through the government-led Development Assistance Coordination Unit and related sector coordination groups, as well as among donors in the development, peace and humanitarian sectors. Official Development Assistance (ODA) to Myanmar constituted almost 14% of the government's expenditures in 2017. The most significant bilateral donors in 2017 were Japan, the United Kingdom, the United States, the European Union and Australia, with Switzerland ranking 10th. Non-traditional donors such as China, India and Thailand play an increasingly important role, mainly outside donor coordination mechanisms. Since 2013, loans have been the main source of aid to Myanmar, fluctuating between 50 and 70% of newly committed ODA, primarily sourced from Japan, the World Bank and the Asian Development Bank (ADB). As of mid-2018 Myanmar's total foreign debt stood at over USD 9bn, of which almost 4bn were owed to China, with Japan as the next-highest lender (around 2bn).

Myanmar participants in the Geneva course on Human Security, © GCSP/DCAF



### 3. Achievements and lessons learned during 2013–2018



Latex sheets ready for the smoke house, © Markus Buerli / Embassy of Switzerland in Myanmar

Under the Swiss Cooperation Strategy Myanmar 2013-2017 (extended through 2018), Switzerland contributed to political, social and economic transition in Myanmar and, in turn, to a peaceful, inclusive and equitable society. With a total programme expenditure of CHF179m, Switzerland supported four areas of intervention: vocational skills development (15%); agriculture and food security (31%); health,

social services and local governance (27%); and peace, democratisation and protection (25%) as well as 2% for culture and small projects.

Swiss development cooperation was relevant to country needs and satisfactory in scope, especially in light of Switzerland's only recent presence in the country and Myanmar's complex context. Switzerland's strengths were evident in its activities at the local level, especially in conflict-affected areas, and its ability to bring local experience to national policy dialogue. Project implementation responded flexibly to the rapidly changing situation while maintaining a medium to long-term perspective.

#### **DOMAIN 1** **Employment and Vocational Skills Development**

Switzerland is recognised for its expertise in skills development systems. Swiss interventions supported systemic change for increased employment of disadvantaged groups from rural and peri-urban areas. This was achieved by working with the private sector to identify market demand and opportunities for skills development for women and men from disadvantaged backgrounds and conflict-affected areas. Moreover, Switzerland has been an active member of the technical and vocational education and training (TVET) sub-sector coordination group led by the Ministry of Education. Key accomplishments include:

- Over 7,000 youth and adults (50% women) received vocational training, out of which almost 70% found employment with an average income increase of 350%.
- An apprenticeship pilot was launched, inspired by the Swiss dual education model.
- Experience from the Swiss skills initiatives contributed to the elaboration of the National Education Strategic Plan and the TVET law through active participation in sector coordination platforms.
- Support to the National Skills Standards Authority contributed to a strengthened skills regulatory framework.





Karen Department for Health and Welfare and Ministry of Health and Sports jointly providing immunization to children in ethnic villages in Kayin state, © KDHWS

## DOMAIN 2 Agriculture and Food Security

The programme portfolio contributed to increased food security, access to livelihoods and land, sustainable agricultural productivity and income for small-holder and landless farmers of all ethnicities. Key accomplishments include:

- The multi-donor “Livelihoods and Food Security Fund” (LIFT) benefitted 9.4m people in rural areas. Of the 800,000 families with increased income, more than 100,000 were headed by women; 89% of the 2.1m served by LIFT-supported microfinance institutions were women.
- Myanmar’s first National Land Use Policy was adopted with reference to land rights for women and recognition of customary tenure systems; a “National Land Use Council” was created to facilitate its implementation.
- Led by the University of Bern, the One Map Myanmar project created an online open-access data platform to improve policies and practices, for example to review the impact of large oil plantations on populations.
- A value chain approach was introduced for the rubber industry in Mon State, which resulted in increased income and efficiency of rubber producers.
- A community and government joint management approach was developed for coastal fisheries and biodiversity conservation in the endangered Gulf of Mottama.

- With support of Swiss experts seconded to the World Food Programme (WFP), cash transfer schemes have been provided, which give beneficiaries greater choices than food aid while supporting the local economy.

## DOMAIN 3 Health, Social Services and Local Governance

Swiss interventions increased the access of disadvantaged populations to basic social services and contributed to more participatory governance. In conflict-affected Kayin and Mon States, the interventions built on relationships with both government departments and EAOs to expand access to basic health services and schools, especially in remote areas under various types of administrative control. Key accomplishments include:

- The 3MDG multi-donor trust fund reached 7.2m people with maternal, newborn and child health services, accelerating progress towards universal health coverage.
- Under the SDC-mandated Primary Health Care (PHC) project, around 250,000 births were attended by skilled health personnel; more than 78’000 pregnant women benefitted from emergency referrals, including from Ethnic Health Organisations (EHOs), thus reducing maternal and child mortality.
- Increased collaboration between the Ministry of Health and Sports and EAOs in conflict-affected areas, in turn increasing health coverage and trust

building.

- Through the PHC project and policy dialogue, substantial contributions were made to the elaboration of the National Health Plan 2017-21, which was consulted with and legitimises the role of EHOs.
- Over 160 schools and health centres were built in the southeast and over 500 training sessions conducted in disaster risk reduction (DRR); water, sanitation and hygiene (WASH); and infrastructure management.
- Township planning in Mon state has become more transparent, more inclusive and more accountable thank to the Swiss-supported UNDP Township Democratic Local Governance Project.

## **DOMAIN 4**

### **Peace Promotion, Democratisation and Protection**

The overall objective was for institutional reform processes to lead to a more inclusive and democratic polity and to better protection of the basic rights of especially conflict-affected people. Key accomplishments thanks to policy dialogue, technical expertise and financial support include:

- Wide adherence to the Swiss-facilitated code of conduct for political parties during the 2015 elections.
- Contributions to the negotiation of the Nationwide Ceasefire Agreement (NCA) in 2015.
- Exposure of various stakeholders (government, EAOs, military, civil society) to diversity management, democracy and federalism during study tours to Switzerland.
- Increased communal capacities to react adequately to violence and increasingly conflict-sensitive behaviours to avoid exacerbating tensions.

- Stabilised living conditions for vulnerable people in conflict-affected areas and camps for internally displaced persons (IDPs), and increased awareness of mine risks and disasters.

## **Cross-cutting lessons learned**

1. Health and education services, also thanks to SDC directly implemented infrastructure projects, are effective for building trust within communities as well as among government and EAO service providers in government, non-government and mixed administration areas.
2. In rural areas, people largely depend on self-employment, agriculture or migration remittances. Skills development is especially relevant for decent employment and in particular for women and other disadvantaged groups, such as early school leavers and ethnic minorities.
3. An approach based on local interventions increases the relevance of Switzerland and generates knowledge and evidence for influencing national processes and policies.
4. In conflict-affected areas, local non-governmental organisations (NGOs) are often better placed to deliver services than international agencies due to their understanding of the context and long-standing relations with local actors.
5. Multi-donor funds allow for a more coordinated approach with government, influencing policy-making and providing practical evidence and innovative solutions. Serving on boards of these funds has leveraged Swiss influence and increased outreach to conflict-affected areas.
6. Civil society plays a key role for social accountability and human rights, but requires continued support to maintain and extend its space.
7. Respecting priorities and consulting activities with both government and EAOs in a transparent manner is a key requirement for successful NCA implementation.



Land Mine Victim assistance in Shan State, © DRC / DDG

## 4. Implications for the Cooperation Programme 2019–2023

Switzerland will build on its successes, lessons learnt and established relationships to support the “triple transition” in Myanmar towards more inclusive development, more democratic institutions, and a more peaceful society.

Support for the peace process and work on the root causes of conflict are at the centre of Switzerland’s engagement in Myanmar. This implies supporting collaboration between government and EAOs to build trust and enable sustainable development. Focusing on the local level and improving participation and equitable access to services, land and resources will help address political and economic grievances and contribute to conflict transformation. Switzerland will continue to promote social cohesion through community-based organisations and moderate religious leaders that encourage diversity.

Ongoing projects under the Agriculture and Food Security Domain will be reoriented. Those projects that contribute to land and natural resources governance will become, together with local governance interventions, part of a Peace, Statebuilding and Protection Domain. Value-chain projects will be clustered with the vocational skills development portfolio to form a comprehensive Skills and Market Development Domain that aims to strengthen engagement with the private sector. This strategic shift is in line with the MSDP which prioritises skills development as one of the pillars for a diversified and productive economy.

In line with the 2030 Agenda and its core commitment to *leave no one behind*, Switzerland will continue targeting vulnerable groups at risk of exclusion and discrimination, including women, members of ethnic minorities, youth, migrants, IDPs and returnees, and in general those affected by conflict. According to *Vulnerability in Myanmar (2018)*<sup>1</sup>, at least 44% of Myanmar’s population are considered to be vulnerable.

The events in Rakhine have strained relations between Myanmar and Western democracies. While supporting international efforts to ensure account-

ability, Switzerland will engage with Myanmar and the international community to find solutions, recognising the need to adopt a long-term perspective.

Switzerland aims to continue the dialogue with all the parties in the peace process, including the government, the *Tatmadaw* and EAOs. The importance of regional actors for Myanmar is taken into account in the search for opportunities of engagement, for example with ASEAN.

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<sup>1</sup> MIMU (2018), *Vulnerability in Myanmar: A Secondary Data Review of Needs, Coverage and Gaps*





Children learning in a Temporary Learning Space in Maw Thi Nyar IDP Camp, Sittwe Rakhine State, © Nwe Nwe Win, NRC

# 5. Strategic orientation and priorities for 2019–2023

The overall goal of Swiss cooperation with Myanmar is *to contribute to a peaceful, inclusive, democratic and prosperous society by promoting sustainable development, conflict transformation, reconciliation and the participation of all people in statebuilding*. To this intent, the programme focuses on three domains of intervention:

## DOMAIN 1 Peace, Statebuilding and Protection

Switzerland works with key institutions, state and non-state actors and decision-makers to promote peace, democratic principles and decentralisation. It empowers people and communities to participate in decisions that affect them directly, including regarding their access to land, resources and services. Improved protection, resilience and governance as well as greater respect for human rights will contribute to social cohesion, conflict transformation and sustainable peace.

### Domain objective

The people of Myanmar benefit from inclusive peace agreements and from more accountable, decentralised and democratic institutions that promote public participation. Vulnerable and conflict-affected persons are better protected from violence and disasters, experience better respect of their human rights, and gain improved access to public services, land and natural resources.

### Swiss portfolio outcomes

1. Peace and Democratisation: Parties to the peace negotiations formulate their aspirations and participate in processes that lead toward a sustainable peace agreement, supported by efforts to strengthen reconciliation, democratisation and human rights, and inform a federal arrangement that reflects the diversity of the country. *Lead: Human Security Division*
2. Governance: More accountable, efficient and decentralised institutions; a stronger participation of civil society, vulnerable communities and women in decision-making processes; and more equitable access to public services and sustainably managed land and natural resources contribute to conflict

transformation, social cohesion and statebuilding. *Lead: SDC South Cooperation*

3. Protection: The protection of conflict, violence and disaster-affected people, including IDPs and returnees, is enhanced. They are better integrated in their communities, live in safety and security, and have equitable access to basic services and livelihoods. Returns and relocations are carried out following international standards. *Lead: SDC Humanitarian Aid*

These three outcomes are mutually reinforcing: Success in supporting peace and democratisation is measured in terms of Swiss contributions to formal and informal peace negotiations, improved public confidence in democratic electoral processes and more effective policies in the area of human rights. This is complemented by Swiss interventions aimed to strengthen the capacity of civil society and developing more efficient decentralised institutions. Vulnerable and marginalised communities will benefit from better implemented conflict-sensitive laws and policies on land and natural resources, a more responsible private sector, as well as enhanced protection from violence and natural disasters.

## DOMAIN 2 Skills and Market Development

In areas with private sector engagement, Switzerland supports market-oriented vocational skills development. In areas where employment opportunities are limited, including remote and conflict-affected areas, Swiss initiatives aim to increase capacities for gainful employment and market-oriented production through improved access to services and markets, in line with the MSDP and the NCA. Switzerland aims to improve income and livelihood opportunities for vulnerable women and men through TVET models inspired by the Swiss dual education system involving both public and private actors.

### Domain objective

Women and men have increased socio-economic opportunities through inclusive market and technical vocational training (TVET) systems that are responsive to market demands.



Drone flying training for land use mapping, © CDE / OneMap Myanmar

### Swiss portfolio outcomes

1. Women and men, especially from disadvantaged backgrounds and conflict-affected areas, have increased employment and self-employment opportunities through competitive skills and inclusive market access.
2. Key Myanmar public institutions and private sector actors that define the supply and demand of TVET and market systems are more responsive to local, national and regional markets for labour, services and commodities.

Outcome 1 leads to increased incomes from employment and self-employment and improved access to TVET and skills development, especially for vulnerable segments of the population. Outcome 2 focuses on institutions and systems, engaging and strengthening national and local government institutions as well as furthering a responsible private sector, including actors from areas not under direct government control. SECO complementary initiatives, such as the UN Trade Cluster project, the support for intellectual property rights as well as the support for entrepreneurship and labour standards are aligned to the domain objective.

### DOMAIN 3 Health

By bringing together state and EHOs, this domain builds trust and supports health systems strengthening, the delivery of quality affordable health services and universal health coverage as per the National Health Plan. Better access to health services, including nutrition support, and to health literacy messages contributes to an improved health status of the pop-

ulation. Collaboration between ethnic and government health professionals to provide quality health services strengthens social cohesion and mitigate causes of conflict.

### Domain objective

Vulnerable people in conflict-affected and remote areas have improved access to quality essential health care and healthy diets delivered through strengthened institutions.

### Swiss portfolio outcomes

1. Vulnerable people, especially women and children, have improved and non-discriminatory access to adequate and healthy diets as well as to essential and affordable quality health services and health literacy and know how to stay healthy.
2. Capacities of relevant institutions are enhanced to contribute to improved health sector planning, management, coordination and service delivery in a conflict-sensitive way.

The first outcome targets vulnerable populations and measures progress in terms of health-seeking behaviour (e.g., number of births attended by skilled birth attendants) and access to health services, based on improved emergency obstetric referrals from EHOs to government health facilities as well as nutrition support. Equitable access to quality services also serves to strengthen social cohesion. Outcome 2 strengthens institutions, resulting in improved coordination across conflict boundaries, inclusive local decision-making, better quality basic health service provision and increased quality of services measured.





Cook apprentices learning how to braise meat, © Saw Vincent Phone Mya / Swisscontact

## Transversal themes

Along the lines of SDG 5 and the National Strategic Plan for the Advancement of Women 2013-22, **gender equality** is mainstreamed through gender-sensitive outcomes and sex disaggregated indicators. The focus on **good governance** principles (participation, accountability, transparency, non-discrimination and human rights) and on beneficiaries, institutions and political processes allows for systematic integration of governance in line with Myanmar's international commitments and the MSDP. The transversal theme of **DRR and climate change adaptation** recognises the high risk of natural disasters and still weak prevention and response capacities. Also benefiting from the support of the SDC DRR hub in Bangkok, projects are planned in a way that respects and promotes climate change adaptation and environmental sustainability. The Swiss embassy supports **cultural initiatives** that foster the expression of Myanmar's diversity.

## Geographic focus

Support for national-level institutions continues to target systemic reforms in key sectors such as health, TVET, land governance, decentralisation, DRR and mine action. The main geographical focus remains in southeast Myanmar (Kayin and Mon states as well as part of Tanintharyi region) where Switzerland works across mixed administration areas. Switzerland is progressively extending its combined humanitarian, development and peace interventions to the southern part of neighbouring Shan State which has great potential for economic development and is key for the peace process, but is constrained by a complex mosaic of political interests and active as well as latent armed conflicts. In Rakhine State, Switzerland contributes to durable solutions for IDPs and returnees from Bangladesh, while cooperating with local partners to support interventions for improving the living conditions of all populations regardless of their ethnic or religious background. Swiss support intends to promote inter-community cohesion and strengthen resilience to disasters with a specific focus on the role of women. In addition to regular contributions to humanitarian actors, long-term solutions are sought through multi-donor funds, such as LIFT or ACCESS (Access to Health Fund).



# 6. Programme management and implementation

## Principles of conflict sensitivity and flexibility

“Do no harm”, “conflict sensitivity”, “human rights-based approach” and “protection” continue to be core principles of project design, implementation and monitoring, partner selection and resource allocation. Applying conflict-sensitive programme management (CSPM) and protection principles is the responsibility of both embassy staff and implementing partners. Conflict sensitivity and political economy analyses are especially important as Switzerland engages with a new set of partners in the complex context of southern Shan State.

The ability to maintain flexibility in the projects while engaging over the long run is one of Switzerland’s strengths in the dynamic context of Myanmar. The Swiss programme portfolio may also be adjusted on the basis of context needs, for example along the 2020 national elections.

## Responsive aid modalities

Switzerland continues applying aid modalities that respond to needs on the ground, partner capacities and geographic access, taking into account the political, operational and fiduciary risks of working in fragile contexts. These include:

- Competitive mandates and contributions to NGOs, CSOs, UN and other international agencies;
- Contributions to multi-donor funds that are consistent with government priorities and increasingly work in conflict-affected areas - i.e., LIFT, ACCESS, JPF and MHF;
- Direct support to negotiating parties in the peace processes;
- Direct implementation in conflict-affected areas to provide protection through physical presence and build trust as well as humanitarian and development space;
- Deployment of Swiss experts to strategic partners;



Pond rainwater harvesting in Mon State, © Mark Haeussermann / Embassy of Switzerland in Myanmar



Attendees at the Womens League conference, © Ei Ei Han / JPF

- Synergies with Swiss-supported multilateral institutions as well as with SDC global and regional programmes and SECO complementary initiatives;
- Economic and diplomatic relations, including with ASEAN and around the Belt and Road Initiative.

Switzerland continues supporting country systems strengthening, including at sub-national level, while promoting synergies and collaboration between government and EAO service provision systems under the NCA. Transparent and evidence-based policy dialogue, both bilaterally with national decision-makers and through multi-stakeholder platforms, supplements Swiss financial contributions. Throughout the Swiss portfolio, there is scope for strengthening partnerships with private companies.

Should the political situation deteriorate, adaptive measures include options such as increased support for local NGOs, less direct implementation, increased support for multi-donor funds, international NGOs and the UN as well as increased emphasis on policy dialogue and advocacy.

### **Acting in concert with other partners across the development-humanitarian-peace nexus**

Switzerland cooperates with international and Swiss actors while interacting with actors ranging from government authorities at Union and state/region level to CSOs and EAOs. The Swiss embassy is an active member of the Cooperation Partners Group

and participates in the relevant sector coordination groups. It is a member of the Peace Support Group and observer to the Humanitarian Country Team. Bi-annual meetings with Swiss NGOs ensure coherence on context, approaches, implementation constraints and policy dialogue.

At a regional level, the Swiss embassy continues working with the Swiss Cooperation Offices in Lao PDR and Cambodia to support the Swiss Cooperation Strategy Mekong Region 2018-2021, especially regarding regional migration, skills development, land governance and bio-trade. An active exchange with the Swiss embassy in Bangladesh helps to establish a joint political dialogue on durable solutions to the Rakhine crisis. The Swiss representation in Jakarta is the main regional interlocutor for ASEAN. To ensure consistency in strategy implementation as well as synergies, the embassy supports relevant global programmes with activities in Myanmar such as SDC Global Programmes (Agriculture and Food Security, Climate Change and Environment, Water, Migration and Health). The embassy actively participates in selected SDC thematic networks.

Opportunities for strengthening engagement and coherence will also be explored within the scope of Swiss support to ASEAN, with UN agencies, the World Bank, ADB and the Asian Infrastructure Investment Bank (AIIB), as well as in relation to China's Belt and Road Initiative.

## **Capacity development**

Besides individual and organisational strengthening at the embassy, capacity development will also target partners by investing in the promotion of values and best practices among different stakeholders for knowledge management in support of a more conducive institutional framework. Staff competences within the embassy and among project partners will be reinforced as regards gender, CSPM, risk management, communication for development, security, protection and DRR.

## **Stable financial and human resources**

A total budget of around CHF 180m is proposed for the five-year period, including CHF6.6m from SECO. Planned allocations are 52% for Peace, Statebuilding and Protection (SDC SC, SDC HA and HSD); 33% for Skills and Market Development (SDC SC and SECO); 14% for Health (SDC SC) and 1% for other interventions (see budget allocations in Annex 4). Affirmative action will be explored to ensure diversity within the embassy, also in view of the programmatic expansion to Shan State.



## 7. Strategic steering

This cooperation programme is subject to regular monitoring to ensure 1) strategic, effective and efficient programme steering; 2) results accounting; and 3) continuous learning. In fragile contexts like Myanmar, in which alliances and attitudes may change rapidly, frequent context monitoring is a necessary prerequisite for strategic risk assessment and management.

The Monitoring System for Development-Relevant Changes relating to the laid out scenarios (Annex C, MERV in German) is conducted three times a year by programme staff, including identification of consequences of change and possible responses. A major shift in the Swiss programme is not expected unless the situation deteriorates dramatically.

Domain-level results and related monitoring frameworks guide Swiss interventions (Annex B). At the level of Swiss portfolio outcomes they include selected SDC Aggregated Reference Indicators (ARIs). The embassy also monitors progress towards country development outcomes and assesses and reports on

Swiss contributions towards these national priorities. Management results focus on the efficiency and effectiveness of programme implementation by the embassy such as compliance with development effectiveness principles, aid modalities, a consistent CSPM approach, cooperation with partners, allocation of financial resources and the operationalisation of transversal themes.

The capacity building and empowerment entails continued learning and training of embassy staff and partners. Systematically conducted partner risk assessments and regular steering committees provide guidance on the capacity building needs of partners and networks, while the Management by Objectives process is the instrument of organisational and individual development for all embassy staff.

A mid-term review of this programme is planned for early 2021 following the adoption of the new Federal Dispatch on International Cooperation 2021-24 and Myanmar's national elections planned for 2020.



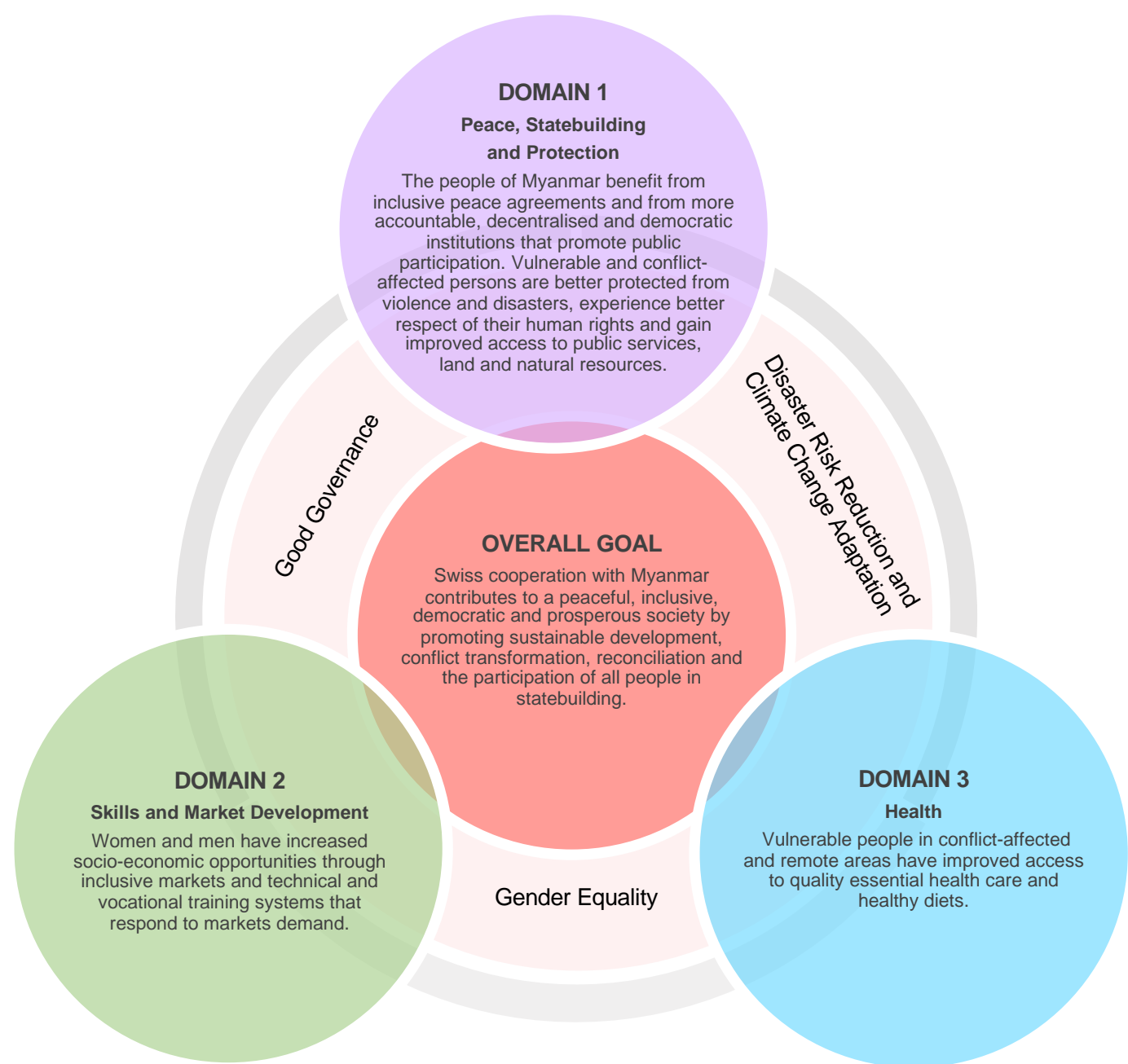
Levelling water supply system in Mon State, © Aung Htay Hlaing



Recording for the peace-related TV show "Khan Sar Kyi", Kayin State, © BBC Media Action



# Annex A: Results framework synopsis



# Annex B: Scenarios

|  | Improving Situation<br>Progressive but sustained move towards peace, federalism and more inclusive economy   | Most likely Scenario<br>Slow progress in peace democratisation but conflict elite economy persists  | Worsening Situation<br>Authoritarian rule and elite economy   |
|--|--|---|---|
| Political Conditions & General Framework | <p><b>Elections 2020</b> confirm a democratic path but continue to present challenges (maintaining of the influence of the Military). Increased multiplicity and diversity of political parties, including ethnic voices.</p> <p>Progressive reduction of <b>corruption</b>, especially at lower levels of government.</p> <p><b>Legal framework</b> improves significantly with positive legislative reforms in most areas.</p> <p>Increase in the capacities of parliamentarians and government decision makers/civil servants, judiciary (including their accountability, receptivity to citizens, and transparent processes).</p> <p>More efficient links and processes between national, regional/states and township governments with a more responsive and efficient <b>General Administration Department (GAD)</b> at state and regional levels. Decentralisation increases (responsibilities and capacities) and spaces for dialogue with Ethnic groups are created at state and regional as well as township levels.</p> <p>Increasing integration of Myanmar in international community and progress through ASEAN in democratization, connectivity and economic integration.</p> <p>Sanctions (EU, US) are lifted.</p> <p>Progressive although slow improvement in relation to regional, ethnic and religious <b>identity issues</b> (although unlikely with regard to Rohingyas and Muslim community).</p> <p>Nationalist <b>Buddhist movement</b> loses momentum and moderate, inclusive and tolerant voices progressively gain power.</p> <p><b>Kofi Annan Commission</b> recommendations are progressively implemented. A limited number of Rohingya refugees return to Rakhine under the conditions stated in the Kofi Annan report.</p> <p>Reform of <b>Telecommunications Act</b> (criminal law provision regulating the use of telecommunication networks) and other oppressive laws brings positive changes in matters of freedom of expression and civil and political rights.</p> <p>Decrease in number of <b>political prisoners</b>.</p> <p><b>Hate speech</b> gets increasingly controlled in a transparent way.</p> | <p><b>Elections 2020</b>. NLD loses seats to ethnic parties but maintains majority in Parliament and forms the government. Limited progress on constitutional reform.</p> <p><b>Corruption</b> persists, especially at lower levels of government</p> <p>Some positive <b>legislative reforms</b> in various sectors; but new legislation retrograde in some cases.</p> <p>Some increase in capacity of parliamentarians, government decision makers/ civil servants, judiciary. Parliamentary processes are not transparent and difficult for general public to influence.</p> <p>Incremental progress of the <b>General Administration Department (GAD)</b> at regional and township levels, accompanied by progressive steps towards increased decentralisation and a some improvement in the public perception.</p> <p>Relations with neighbours are challenging but channels of dialogue remain open i.e. China, Thailand, Bangladesh.</p> <p>Western countries impose more targeted bilateral sanctions on Myanmar.</p> <p>Regional, ethnic and religious <b>identity issues</b> remain sensitive, especially with regard to Rakhine.</p> <p>The nationalist <b>Buddhist movement</b> gains political power.</p> <p><b>Kofi Annan Commission</b> recommendations are implemented in a selective manner but no access to international Human Rights inquiry instruments is granted.</p> <p>No Rohingya refugees return to Rakhine under the conditions stated in the Kofi Annan report. The remaining Rohingya in Rakhine continue living with strong restrictions on the freedom of movement and limited access to basic services.</p> <p>Press freedom and freedom of speech becomes more restricted. The <b>Telecommunications Act</b> and other outdated or oppressive laws are increasingly used for the detention of media workers and as a political tool.</p> <p>Number of <b>political prisoners</b> same as or more than under previous government.</p> <p>Hate speech continue to widespread, especially through use of social media i.e. Facebook.</p> | <p><b>Elections 2020</b> are not free or fair; and/or are overshadowed by violence. Multiplicity of parties is blocked. Polarisation and stagnation in parliament. Military profits from this blockage and reinforces its power.</p> <p><b>Corruption</b> prevention measures stagnate and corruption increases.</p> <p><b>Legislative reforms</b> in various sectors stagnate, are blocked, or favour an authoritarian regime and linked private sector.</p> <p>Capacity, transparency and accountability of civil servants are not increasing.</p> <p>The <b>General Administration Department (GAD)</b> is too slow in reforming and maintain a negative perception with the public. Decentralisation efforts are patchy and ineffective.</p> <p>Myanmar isolates itself again or turns increasingly away from reformist agenda).</p> <p>EU and other western countries impose general bilateral sanctions on Myanmar.</p> <p>Regional, ethnic and religious identity issues lead to an increase of violent conflicts and internally displaced people and refugees.</p> <p>Nationalist <b>Buddhist movement</b> radicalizes big parts of the society resulting in a rise of instability.</p> <p>The <b>Kofi Annan Commission</b> recommendations are <i>de facto</i> ignored and access to Rakhine for UN or international monitoring and humanitarian agencies is systematically controlled and/or refused.</p> <p>More of the remaining Rohingya population in Rakhine leave the country due to the lack of livelihood opportunities and worsening security situation or live under increasingly segregation.</p> <p>Heavy restrictions on the freedom of press and speech.</p> <p><b>Hate speech</b> prevalent and unchecked, even outside social media.</p> <p>Increase in number of <b>political prisoners</b>.</p> |
| Peace Process                            | <p>The <b>peace process</b> moves slowly forward. More EAOs join, and all armies are respecting, a general <b>National Ceasefire Agreement</b>. The political dialogue brings confidence and concrete progresses regarding a constitutional reform towards a genuine inclusive democracy.</p> <p><b>Interim arrangements</b> according to the NCA are increasingly agreed upon and lead to positive development changes.</p> <p>(Northern) Shan State groups join the ceasefire and promulgate an ethnically inclusive constitution and relevant institutions.</p>   | <p>The <b>peace process</b> stagnates or makes only little progress due to lack of trust between the parties hindering consensus on strategic approaches or lack of an agreement on a general roadmap.</p> <p>No other group sign the <b>Nationwide Ceasefire Agreement - NCA</b>. Only sporadic armed conflict with involvement of signatories.</p> <p><b>Interim arrangements</b> according to the NCA are discussed at different levels with limited progress.</p> <p>In Shan state the RCSS and PNLO remain signatories to the NCA, but vulnerability of the population due to a general absence of rule of law and service delivery remains high.</p>  | <p>The <b>peace process</b> fails and a lack of progress provokes political stalemate and resurgence of violent clashes. Foreign support is rejected.</p> <p>The <b>Nationwide Ceasefire Agreement - NCA</b> starts falling apart.</p> <p>No discussion on <b>interim arrangements</b> according to the NCA.</p> <p>Armed conflict increasing, in both ceasefire and non-ceasefire/NCA and non-signatory areas.</p> <p>Shan State (including southern Shan) remains in a state of conflict and its people vulnerable to cross-border exploitation.</p>  |
| Security                                 | <p><b>Armed conflict</b> diminishes, with occasional flare-ups in Rakhine and/or Shan and Kachin.</p> <p>Positive <b>Security Sector Reforms (SSR)</b> at both Tatmadaw and EAO levels.</p>  | <p><b>Armed conflict</b> due to ethnic differences increases and Muslim or Buddhist violent extremism. Episodes of violent conflicts in Shan, Kachin and Rakhine and other regions/states continue and become more intense.</p> <p>Quantitative Indicator (baseline): Number of fatalities 2018 or skirmishes or conflict affected areas.</p> <p>Tatmadaw shows limited openness towards Security Sector Reform.</p>  | <p><b>Armed conflict</b> reaches new areas of the country, even in area now open for tourism. Bombs, extortion and gross human rights violation continue in Shan, Kachin and Rakhine and other regions/states with occasional clamp-down by the military.</p> <p>No <b>Security Sector Reforms</b> take place</p>   |

|                                       |  |  |  |
|---------------------------------------|--|--|--|
| Economy                               | <p><b>Strong economic growth</b> resumes and GDP growth (&gt;8%) remains stable over the next 5 years.</p> <p><b>Foreign investment</b>, import and export increase significantly and is a positive driver for inclusive development due to better livelihood opportunities.</p> <p><b>Production and employment opportunities</b> increase significantly</p> <p><b>Monetary Policy &amp; banking system</b> reforms are adopted and strengthen the monetary and banking system thus increasing the confidence of economic actors and investors</p>  | <p><b>Economic growth</b> continues on a moderate scale with a GDP (6-8%) over the next 5 years. Estimated GDP growth 2018/19 (WB): 6.7%.</p> <p><b>Foreign investment</b>, import and export increase slowly and incrementally in specific sectors only and further contribute to regional inequalities.</p> <p><b>Production and employment opportunities</b> rise incrementally.</p> <p><b>Monetary Policy &amp; banking system</b> reforms are adopted but on a slow pace and face implementation difficulties keeping the confidence of economic actors and investors low.</p> <p><b>Employment</b> to population ratio: m 84% / w 59%</p> <p><b>Child labour</b>: 12% of children (10-14 years) work and are not in school.</p> <p><b>Minimum salary</b>: MMK 4800 / day.</p>  | <p><b>Economic growth</b> slows down markedly over the next 5 years with a GDP of 6% or less.</p> <p><b>Foreign investment</b>, import and export decrease drastically due to investor insecurity, foreign embargos or fear of reputational repercussions.</p> <p><b>Production and employment opportunities</b> stagnate due to lack of investments and investor confidence. War and illicit economy prevail, particularly in Shan.</p> <p><b>Monetary Policy &amp; banking system</b> reforms are not adopted and/or not implemented. Investors' confidence diminishes further.</p>  |
| Development & Humanitarian Conditions | <p><b>Poverty</b> rates in the hilly and mountainous areas (Shan) and coastal regions (i.e. Rakhine) start to decrease due to better access to basic services.</p> <p><b>Inequality</b> reduces due to better opportunities and improved access to basic services in rural areas, leading to less rural-urban migration.</p>   | <p><b>National Poverty Threshold</b>: MMK 1303 (USD 0.96) / adult: 32% of the population (15.8 mio people of which 87% live in rural areas) live below the poverty line (2015).</p> <p><b>HDI Myanmar</b> (2016): 0.556, rank 145.</p> <p>Intra-regional <b>inequalities</b> with regard to socio-economic development and access to basic services persist.</p> <p><b>Inequality</b> remains high; national <b>Gini-coefficient</b>: 38.1 (WB, 2015).</p>   | <p><b>Poverty</b> rates in the hilly and mountainous areas (e.g. Shan and Kayin) and coastal regions e.g. Rakhine and Mon) continue to rise fuelling outmigration.</p> <p><b>Inequality</b> continues to rise, especially in the urban areas and between rural and urban areas.</p>  |
|                                       | <p><b>Education</b>: Reforms are adopted and implemented leading to an increase of quality of education. Accessibility to education is improved by including education in ethnic (mother tongue) languages in. Shan, Mon and Kayin States.</p> <p><b>Food security</b>: Food security and nutrition improves through increased agricultural productivity and climate change adaptation.</p> <p><b>Land governance</b>: Increased land tenure security, particularly also in marginal areas or conflict affected areas (i.e. Shan and Rakhine).</p> <p><b>Health</b>: Basic health services are expanded to marginal areas or areas controlled by EAOs and are inclusive and accessible to all. Drug users are increasingly decriminalized and prevention measures show effect.</p> <p><b>Environment</b>: Environmental degradation (forests, water sources, fish stock...) is increasingly addressed by legislation and concrete measures are taken. Environmental preservation improves. Waste issue is increasingly addressed.</p> <p><b>DRR</b>: Disaster response is improved and coordinated well.</p> | <p><b>Education</b>: Education reforms allow a slow and incremental increase of the quality of and access to education. Ethnic areas keep lagging behind in education and alphabetization levels.</p> <p><b>Food security</b>: Food security and nutrition improve through increased agricultural productivity and increased land tenure security, especially in the main agricultural zones.</p> <p><b>Land governance</b>: Slow progress in returning confiscated land to smallholders and landless households, but land of shifting cultivators and of IDPs is still under threat.</p> <p><b>Health</b>: Access to basic health services gradually increases to areas controlled by non-state actors (i.e. South east of Myanmar). Drug abuse remains wide spread and has a negative influence on development.</p> <p><b>Environment</b>: Environmental degradation (forests, water sources, fish stock...) gets increasingly addressed by legislation, but implementation lacks behind concrete action.</p> <p><b>DRR</b>: Disaster response by Government agencies is progressively improved.</p> | <p><b>Education</b>: Reforms come through with difficulty and don't allow a betterment of the quality of education. Access to education in ethnic areas is decreasing.</p> <p><b>Food security</b>: Food and nutrition security remains challenging through modest agricultural productivity constrained by lack of land tenure security or predominantly illicit economy (opium cultivation).</p> <p><b>Land governance</b>: Increased land-based investments threatening not only IDPs but also smallholder farmers.</p> <p><b>Health</b>: Access to basic health services remains restricted to areas under government control and there is increased tension between government and EAOs for the provision of social services in mixed controlled areas. Increased production and consumption of drugs.</p> <p><b>Environment</b>: Environmental degradation and exploitation (forests, water sources, fish stock...) continues unabated and the government is unable to take concrete action.</p> <p><b>DRR</b>: Myanmar is hit by a major natural disaster (cyclone, flood, earthquake). No adequate response is provided by the government.</p> |
| Space for development                 | <p><b>Space for development</b> increases with easier and more predictable access to government (civil and military) partners and institutions and allows Developing Partners to lead actions efficiently and effectively, including at local level.</p> <p>New <b>Development Assistance Policy (DAP)</b> brings clarity regarding roles and responsibilities and improves complementarity and coordination and between Development Partners and government agencies.</p> <p>The <b>Myanmar Sustainable Development Plan (MSDP 2018-2030)</b> is recognised and used by all Union Ministries and partners in development.</p> <p><b>Developing partners</b> are increasingly coordinating their approaches.</p> <p><b>Space for Civil Society</b> is increasing for most organisations, including for those working on Human Rights and ethnic issues.</p> <p><b>International Humanitarian and Development Organisations</b> gain access to ethnic or conflict-affected areas, including non-signatories.</p>  | <p><b>Space for development</b> and institutional access remains stable with occasional reshuffling of Ministerial responsibilities and government personnel. Travel Authorisations remain restrictive in remote ethnic areas.</p> <p>New <b>Development Assistance Policy (DAP)</b> and related legal framework restrict the space for development for development Partners, INGOs and local NGOs (INGO law).</p> <p>The <b>Myanmar Sustainable Development Plan (MSDP 2018-2030)</b> remains a reference document mainly for donors but is not adequately monitored.</p> <p><b>Coordination of development initiatives</b> through Development Partners improves but not significantly.</p> <p><b>Space for Civil Society</b> continues to shrink particularly for organisations working on Human Rights or ethnic issues.</p> <p><b>International Humanitarian and Development Organisations</b> only have constrained access to ethnic or conflict-affected areas.</p>   | <p><b>Space for development</b> decreases significantly due to lack of access to government (civil and military) partners and institutions and further restrictions to NGOs and INGO, including lack of registration.</p> <p>New <b>Development Assistance Policy (DAP)</b> and related legal frameworks restrict the space for development ultimately leading to the withdrawal of Western Donors from Myanmar.</p> <p>The <b>Myanmar Sustainable Development Plan (MSDP 2018-2030)</b> remains an isolated document.</p> <p><b>Little or no coordination of development initiatives</b> and approaches through Development Partners.</p> <p><b>Space for Civil Society</b> is shrinking for the vast majority of organisations.</p> <p><b>International Humanitarian and Development Organisations</b> do not get access to ethnic or conflict-affected areas.</p>   |
| Programme Implications                | <p>The Swiss cooperation expands and consolidate its existing programmes into geographical areas previously largely inaccessible to bilateral and/or multilateral interventions.</p> <p>Systems approaches or on-budget contributions are increasingly supported where possible in existing thematic priorities.</p> <p>The <b>development-humanitarian-peace nexus</b> is expanded and implemented in areas previously difficult to access (e.g. eastern or northern Shan as well as central and northern Rakhine).</p>   | <p>The Swiss cooperation continues to pursue a careful balance of multi-lateral and bilateral engagements in its thematic focus areas its access to the different geographical regions.</p> <p>The <b>development-humanitarian-peace nexus</b> is maintained and implemented in accessible areas to the extent possible.</p>   | <p>The Swiss cooperation increasingly curtails bilateral development cooperation in fragile areas and relies on its participation in multilateral engagements specific to its thematic priorities.</p> <p>The <b>development-humanitarian-peace nexus</b> is severely challenged due to lack of access in conflict affected areas, also in areas under government control (i.e. Rakhine, Shan, and parts of the South East).</p>   |



# Annex C: Results framework

## Domain 1: Peace, Statebuilding and Protection

**Domain impact hypothesis:** By working with key institutions, actors and decision-makers, and promoting democratic principles and decentralisation while empowering people and communities to participate in the decision-making processes that affect them directly, Switzerland contributes to sustainable peace and statebuilding as well as to respect of human rights, social cohesion and protection from conflict, violence and disasters. Consequently, women and men can better claim their rights, in particular over public services, land, water, forests and biodiversity and manage them more sustainably under the framework of improved and better applied laws as well as policies contributing to conflict transformation.

| <b>Domain objective: Peace, Statebuilding and Protection</b><br>The people of Myanmar benefit from inclusive peace agreements and from more accountable, decentralised and democratic institutions that promote public participation. Vulnerable and conflict-affected persons are better protected from violence and disasters, experience better respect of their human rights and gain improved access to public services, land and natural resources.   |  |  |
|---|--|--|
| (1) Swiss portfolio outcomes  | (2) Contribution of Swiss Programme  | (3) Country development outcomes   |
| <p><b>Outcome 1.1 Peace, Democratisation and Human Rights (lead HSD)</b></p> <p>Parties to the negotiations can formulate their aspirations and participate in processes that lead toward a sustainable peace agreement, supported by efforts to strengthen reconciliation, democratisation and human rights, and inform a federal arrangement which reflects the diversity of the country.</p> <p>Field of observation 1.1.1: Both the <b>intensity</b> (frequency, progress on substance) and <b>quality</b> (fairness, constructive engagement) of <b>interactions</b> and the <b>number of outcomes</b> (policy points addressing the core issues and grievances between parties) of <b>formal and informal negotiations</b> in the framework for political dialogue (peace process).</p> <p>Field of observation 1.1.2: Main stakeholders incl. government, civil society, army, religious and ethnic groups are informed about different forms of <b>democratic governance as well as management of diversity in society</b> so as to enhance the quality of the debate on peaceful coexistence, reconciliation, democratisation and federalism. Integration of interests and opinions of women.</p> <ul style="list-style-type: none"> <li>- Number and quality (preparation, follow-up, dissemination) of exposure tours with diverse participation (e.g. government, civil society, army, ethnic groups, political parties, women, etc.) as well as quality of interactions during events (workshops, trainings, courses) organised by the embassy;</li> <li>- Number and quality of courses and events on security sector issues;</li> <li>- Number and quality of stakeholders, including women, participating in the various interactions that become more responsive to their constituency.</li> </ul> <p>Indicator 1.1.3 <b>Democratic Electoral Processes</b><br/># and nature of contributions by supported actors (e.g. electoral commission, CSOs, media, political parties, local authorities, women, youth etc.) to the running of transparent, inclusive, non-violent elections and information on the population's confidence in elections and their participation. (TRI)<br/>-Baseline [2018]: 4;<br/>-Target value [2023]: 25.</p> <p>Indicator 1.1.4. <b>Human Rights Policies</b><br/># (and relevance) of initiatives (e.g. demarches, bilateral and multilateral actions, projects supported), policies, and political processes developed in the field of human rights. (ARI HR1)<br/>- Baseline [2018]: N/A;<br/>- Target value [2023]: 40.</p> | <p><b>Attribution logic</b><br/>By supporting the parties to formulate their aspirations and engage effectively in negotiations, as well as support to a fair and transparent process, the Swiss programme will contribute to advancing the negotiations towards a peace agreement and/or ceasefire agreements. Through the provision of expertise, discussion partners and targeted exposure trips the Swiss contribution will help deepen understanding of aspects of federalism, diversity, and democratic values among conflict parties, political parties and CSOs. In partnership with election monitors and 'best practice' institutions Swiss activities will help to reduce potential for violent confrontations and support the country in conducting transparent and inclusive elections. Through support for the elaboration, approval and implementation of selected initiatives, Switzerland helps to improve the normative and political framework for human rights in Myanmar.</p> <p><b>Conducive factors</b></p> <ul style="list-style-type: none"> <li>- The reputation of Switzerland as a neutral country with no hidden agenda;</li> <li>- The track record and network Switzerland has built through its past activities (peace promotion, 2015 elections, development cooperation);</li> <li>- The existence of specialised institutions in Switzerland such as the Geneva Centres for Security Policy and for the Democratic Control of Armed Forces.</li> </ul> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>- Limited space and access for direct action;</li> <li>- Weakening influence of Western actors in Myanmar;</li> <li>- Limited space for engagement with the <i>Tatmadaw</i>;</li> <li>- Attempts by the majority party to maintain control over the electoral process;</li> <li>- Strong preconceived ideas that are difficult to surmount (gender, cultural stereotypes).</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- The electoral process of 2019/2020 disrupts the peace negotiations;</li> <li>- Political expediency is preferred over a negotiated settlement that includes all ethnic armed organisations;</li> <li>- Geopolitical shifts lead to side-lining of ethnic aspirations in favour of "national" or "regional" interests.</li> </ul> | <p><b>Outcome 1.1 Peace, Democratisation &amp; Human Rights</b></p> <p><u>Political dialogue for peace</u><br/>"This agreement ...aims to secure an enduring peace...through an inclusive political dialogue process involving all relevant stakeholders."<br/>(<i>Nationwide Ceasefire Agreement/NCA Preamble</i>)</p> <p><u>Commitment to democracy and federalism</u><br/>"... we agree to implement this NCA in accordance with the following basic principles (a) Establish a union based on the principles of democracy and federalism ... that fully guarantees democratic rights, national equality and the right to self-determination on the basis of liberty, equality and justice while upholding the principles of non-disintegration of the union, non-disintegration of national solidarity and the perpetuation of national sovereignty." (NCA, Paragraph 1a)</p> <p><u>Women's participation</u><br/>"We shall include a reasonable number/ratio of women in the political dialogue process."<br/>(NCA Article 23)</p> <p><u>Justice and rule of law</u><br/>The Myanmar government commits to a democratic transition with greater access to justice, individual rights and adherence to the rule of law, with enhanced governance, institutional performance and improved efficiency of administrative decision making at all levels, and the increased ability of all people to engage with the government. (<i>Myanmar Sustainable Development Plan (MSDP) 2018-2030</i>)</p> |

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| <p><b>Outcome 1.2 Governance (lead SDC South)</b><br/>More accountable, efficient and decentralized institutions, a stronger participation of civil society, vulnerable communities and women in decision-making processes and a more equitable access to public services and sustainably managed land and natural resources, contribute to conflict transformation, social cohesion and statebuilding.</p> <p><b>Indicator 1.2.1 Participation/Empowerment</b><br/># of persons from vulnerable groups (including women) empowered to participate in relevant peace, development and political processes (<i>ARI F1, SDG 5.5, 10.2, 16</i>)<br/>-Baseline [2018]: 18,500 persons (50% women);<br/>-Target value [2023]: 50,000 (50% women).</p> <p><b>Indicator 1.2.2 Efficient and Accountable Decentralized Governance Institutions</b><br/># and description of issues that have been acknowledged, responded to and/or actioned by more efficient local governance institutions and that were raised by supported CSOs, EAOs, alliances and networks.<br/>-Baseline [2018]: 88;<br/>-Target value [2023]: 250.</p> <p><b>Indicator 1.2.3 Land and Natural Resource Governance</b><br/># of land and natural resources related policies/laws/strategies/plans approved and implemented at national and subnational level (<i>ARI FS2, CC2, FS5, SDG 2, 15</i>)<br/>National:<br/>-Baseline [2018]: 6;<br/>-Target value [year]: 13.<br/>Subnational (directly or indirectly linked to Swiss funding):<br/>-Baseline [2018]: 1;<br/>-Target [2023]: 18.</p> | <p><b>Attribution logic</b><br/>Through increased inclusion, effectiveness and accountability, the public sector provides decentralised quality services that respond to citizens needs and improve framework conditions for socio-economic recovery, respect for human rights, sustainable development and equitable access to land and natural resources. By supporting transparent and accountable coordination between EAOs and government for public service delivery and natural resource governance, trust is built. The Swiss program promotes space for constructive dialogue and empowers vulnerable groups (especially women), enhances their civic engagement and strengthens their capacity to hold the duty bearers accountable. In 2018, fewer than 1% of village tract administrators were female; capacity will be strengthened to motivate more women to become leaders in their communities.</p> <p><b>Conducive factors</b></p> <ul style="list-style-type: none"> <li>- The civilian government continues to pursue bottom-up development planning and decentralization reforms with delegation of powers and management of budget;</li> <li>- Alignment of governance programmes with the General Administration Department has become less politically sensitive since it was moved from (military-controlled) Home Ministry to the Ministry of the Union Government Office in 2018;</li> <li>- The National Land Use Council was formed in January 2018 creating an inter-ministerial body tasked with the policy/law level of land governance.</li> </ul> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>- Shrinking space for civil society constrains its ability to demand accountability and advocate for inclusive policies and human rights;</li> <li>- Stalled peace process discourages EAOs from constructive engagement with government; and constrain discussions related to land and natural resources as well as service delivery;</li> <li>- Ongoing conflict and restricted access;</li> <li>- Corruption also due to illicit economy.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- Government lack of commitment to decentralization agenda;</li> <li>- Negative influence of elites and (religious) interest groups jeopardise local governance processes, accountability and inclusion.</li> </ul> | <p><b>Outcome 1.2 Governance</b><br/>Increased engagement of all people and open communication with government, as well as strengthened government capacity to respond, improves among others, land governance and sustainably managed resource-based industries. (<i>MSDP strategy 1.5 and 5.5; NCA Article 1, Basic Principles; NCA Articles 22 and 23 on the holding of an inclusive political dialogue</i>)</p> <p><b>Women's Empowerment</b><br/>"Improve systems, structures and practices to ensure women's equal participation in decision-making and leadership at all levels of society." (<i>National Strategic Plan for the Advancement of Women (NSPAW), Priority Area 13, MSDP 1.4.1</i>)</p> <p><b>Decentralization</b><br/>Decision making delegated to the local level for social cohesion and effective service delivery in post-conflict socio-economic reconstruction. (<i>MSDP action plan 1.2.1, refers SDG 16.6, 16.7</i>)</p> <p><b>Accountability of government processes</b><br/>Increased transparency, predictability and accountability of government processes. (<i>MSDP 1.5.2, 1.5.5, 1.5.7, refers SDG 16.10, 16.6</i>)</p> <p><b>Subnational Natural Resource Governance</b><br/>Number of inclusive mechanisms for information-sharing and decision-making on sustainable use of natural resources established at S/R level (<i>MSDP National Indicator Framework 1.5.9, Strategy 1.5</i>)<br/>-Baseline and target not specified.</p> <p><b>Land Rights</b><br/>Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure. (<i>MSDP National Indicator Framework 1.5.9, Strategy 1.5</i>)<br/>-Baseline [2015]: 14.2 (F)/32.1 (M)/24.5 (Proportion of female/male/total agricultural population with ownership or secure rights over agricultural land) (<i>SDG Indicator Baseline Report 2017, Goal 5.a.1</i>)-<br/>Target: none specified</p> |
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| <p><b>Outcome 1.3 Protection (lead SDC HA)</b><br/>The protection of conflict, violence and disaster affected people, including internally displaced persons and returnees, is enhanced. They are better integrated in their communities, live in safety and security, and have equitable access to basic services and livelihood. Returns or relocations are carried out following international standards.</p> <p><b>Indicator 1.3.1 Violence reduction &amp; Protection</b><br/># of persons (M/F) reached by programmes supported by Switzerland that contribute to durable solutions for vulnerable persons, including internally displaced persons and returnees, and the reduction of any form of violence (including gender-based violence, forced displacement and mine incidents) (ARI HA4)<br/>-Baseline [2018]: 15,900 (m/f/children)<br/>-Target value [2023]: 42,000 (m/f/children)</p> <p><b>Indicator 1.3.2 Disaster Risk Reduction</b><br/># of persons (M/F) benefitting from implemented disaster risk reduction measures supported by Switzerland (ARI HA5)<br/>-Baseline [2018]: 0 (m/f)<br/>-Target value [2023]: 282,500 (1,250m/1,250f/280,000children)</p> <p><b>Indicator 1.3.3 Emergency Aid</b><br/>Number of persons reached through emergency aid with Swiss support (ARI HA2, SDG 2.1)<br/>-Baseline [2018]: 0 (m/f)<br/>-Target value [2023]: N.A. (m/f)</p> | <p><b>Attribution logic</b><br/>Through humanitarian diplomacy and tangible action on the ground, Switzerland intends to improve access to humanitarian support for affected people. Basic rights will be confirmed for the vulnerable population, especially children and women, including by obtaining identity documentation, a first step to strengthening protection towards abuse. In partnership with local organizations, Humanitarian Aid support provides entry points for protective action, peace promotion and development interventions in targeted conflict- and violence affected areas. To build trust and a conducive environment for durable solutions, Switzerland works with parties involved, including community leaders and local populations, to manage assets for improved and secured access to basic services and livelihood. In cooperation with both the government and local non-state actors, Swiss support will promote access to inclusive and protective basic education in improved and resilient social infrastructure.</p> <p><b>Conducive factors</b><br/>-The Nationwide Ceasefire Agreement (NCA) was a major step toward reduction of fighting, and humanitarian activities and basic service delivery in ceasefire areas;<br/>-Myanmar is committed to implement National Action Plans to increase its preparedness, response and people's resilience to disasters (e.g. Myanmar Action Plan for Disaster Risk Reduction (MAPDRR) 2017 and cooperation with ASEAN Humanitarian Aid Centre (AHA);<br/>-Willingness to make progress in Mine Action including the creation of a Mine Action Authority.</p> <p><b>Adverse factors</b><br/>-The Burma Citizenship Law of 1982 blocks the access of stateless groups to their basic rights, inc. freedom of movement, by segregating groups of citizens according to their ethnic origin;<br/>-Myanmar has one of the world's highest landmine contamination levels, which along with the presence of armed actors, land grabbing and the lack of civil documentation are key factors restricting IDPs to return to their areas of origin;<br/>-Restricted access for international humanitarian actors;<br/>-Myanmar is an extremely disaster-prone country, exposed to multiple hazards that disproportionally affect the poor.</p> <p><b>Risks</b><br/>-Restricted access into target areas and restricted freedom of movement (disaster, conflict, ceasefire area);<br/>-Increased violations of the NCA by signatories and the <i>Tatmadaw</i>, higher conflict intensity and parties leaving the NCA;<br/>-Constrained implementation of MAPDRR 2017.</p> | <p><b>Outcome 3 Protection</b><br/>"Guarantee equal rights to all citizens who live within the Republic of the Union of Myanmar, no citizen shall be discriminated against on the basis of ethnicity, religion, culture, or gender." (NCA, Article 1d)</p> <p><b>Women's Right to Protection</b><br/>"Strengthen systems, structures and practices to ensure women's right to protection in emergencies, and to ensure their participation in emergency preparedness, response, and disaster and conflict risk reduction." (NSPAW 2013-2022, priority area)</p> <p><b>Disaster Preparedness</b><br/>"Enhancing disaster preparedness for effective response and resilient rehabilitation and reconstruction in Myanmar." (<i>Myanmar Action Plan for Disaster Risk Reduction MAPDRR 2017, Priority Action 4</i>)</p> <p><b>Legal identity and birth registration</b><br/>"Provide legal identity for all, including birth registration." (MSDP 4.5.1)</p> <p><b>Identity Documentation</b><br/>Proportion of population satisfied with access to identity document (SDG Indicator Baseline Report 2017, Goal 16.6.2)<br/>- Baseline [2015]: 64%;<br/>- Target value [2030]: no target specified.</p> <p><b>Rakhine Recommendations</b><br/>Number of completely implemented recommendations of the Advisory Commission on Rakhine State<br/>- Baseline [2017]: 0;<br/>- Target value [2030]: 88.</p> <p><b>Disaster-Affected Population</b><br/>Number of persons affected by disaster per 100'000 people (SDG Indicator Baseline Report 2017, Goal 13.1.2)<br/>- Baseline [2015]: 1'152;<br/>- Target value [2030]: cannot specify.</p> |
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#### (4) Lines of intervention (Swiss Programme)

##### Outcome 1.1 **Peace, Democratisation & Human Rights**

- Support to the negotiating parties by providing expertise as demanded
- Supporting engagements that will further the political debate through bilateral or multi-donor fund channels
- Providing safe space for discussions
- Support to formal and informal conflict management mechanisms to resolve and/or prevent conflict (e.g. through Joint Peace Fund)
- Study tours, courses, trainings, and workshops on constitution building, federalism, rule of law and diversity management
- Civic engagement, public awareness and confidence in democratic and peace process is increased at local level
- Support to political parties (including ethnic) and strengthening their capacity to enhance formal and informal consultations, dialogues and negotiations, promotion of fair and transparent elections
- Advocacy for and promotion of Human Rights and IHL at a multilateral and bilateral level and contribution to governmental dialogue and adherence to human rights obligations

##### Outcome 1.2 **Governance**

- Support to civil society organizations to advocate for a more enabling environment and greater participation of civil society in policy-making, and strengthen their role of oversight
- Evidence building and policy advocacy including by supporting local CSOs for a people centred system of land and natural resources governance as well as assuring their sustainable use
- Improve capacity of local governments (states and townships) and EAOs to respond to their constituencies' needs and further collaboration and coordination between them as well as with the central government
- Empowerment of female Village Tract Administrators to motivate more women to take over leadership positions in local decision-making processes and to promote more inclusive planning and development
- Improved donor coordination in local governance and decentralisation and promoting dialogue with the Ministry of the Union Government and the General Administration Department (GAD)

##### Outcome 1.3 **Protection**

- Jointly with HA and HSD, humanitarian diplomacy will be undertaken with Union authorities and armed non-state actors for increased humanitarian access and creating peace dividends. The focus will be working in ceasefire areas (Government controlled, non-Government controlled, contested areas), conflict/violence affected or disaster prone areas relevant for peace and trust building but also for the protection of the affected population. Humanitarian diplomacy will be supported through the most appropriate implementation modalities, including direct actions.
- The Swiss knowhow and in-country experience from the ground are transferred to governmental bodies responsible for an equitable access to basic services (safe schools, decent medical facilities, safe WASH facilities, etc.), by coaching and training the executing staff of ministries, state bodies.
- Relevant partners' capacities are strengthened with expertise (including deployed secondments from HA expert groups) and/or financial contributions.
- Needs based humanitarian assistance in case of emergencies and disasters, either directly or through humanitarian partners with access to affected areas.
- Un-earmarked multi-bi contributions to the ICRC, UNHCR and WFP for emergency aid, protective action and improved livelihoods.
- Approve and implement the new operational protection concept 2019-21 for Myanmar in a way that is mutually supportive with CSPM approaches
- Assist the responsible ministries to roll-out the Safe School Construction guidelines for 200 newly built schools in the country, to expand the hard infrastructure required to enable access for all to education, including gender and disability-inclusive school facilities, technology, water and sanitation (MSDP 4.1.3).
- The Ministry of Social Welfare, Relief and Resettlement's institutional capacity are strengthened, including in DRR thanks to national and regional expertise facilitated by the Swiss experts
- Support implementation of Myanmar Action Plan for Disaster Risk Reduction 2017 (MAPDRR)

#### **Mainstreaming Transversal Themes**

##### *Gender*

- The Swiss programme strengthens systems, structures and practices that ensure women's leadership, equal participation in decision-making and equal access to natural resources (refer to indicators 1.1.3, 1.2.1, 1.2.2, 1.2.3, 1.3.1, 1.3.2).

##### *Governance*

- The Swiss programme contributes to strengthening institutions in order to provide more accountable, inclusive and quality services, and raises the awareness of vulnerable people and empowers them to advocate for their rights for more inclusive policies (refer to indicators 1.1, 1.2.1, 1.2.2, 1.2.3, 1.2.4, 1.3.1, 1.3.2).

##### *DRR*

- Infrastructure and DRR interventions, as well as community based disaster risk management increase the resilience of affected population to natural disasters (refer to indicator 1.2.3, 1.3.2).
- Institutional support to the Union and State governments for the implementation of the MAPDRR 2017 and their capacity building through regional DRR platforms.

#### (5) Resources, partnerships (Swiss Programme)

##### **Total financial resources**

CHF 95.35 million (52% of overall budget 2019-2023).

##### Outcome 1.1: **Peace, Democratisation & Human Rights**

Tentative final commitment: CHF 15 million by HSD und SC.

Human resources: 1 Swiss human security advisor (100%), 1 NPO (100%), 1 Admin Assistant (part-time), 1 Finance Controller (part-time)

Partnerships: State Councillor's office, Tatmadaw, EAOs, UNFC, NRPC, MPC, other donors in Peace Support Group (PSG) and LEK 5 Group, Joint Peace Fund, Alumni, political parties, local and international NGOs and CSOs, Election Support Group (ESG).

##### Outcome 1.2: **Governance**

Tentative final commitment: CHF 26.6 million by SC (Outcome 1.1 and 1.2 combined is approx. 30% of total SC-budget)

Human resources: 1 Swiss programme manager (100%), 1 NPO (100%), 1 Admin Assistant (part-time), 1 Finance Controller (part-time)

Partnerships: UN Agencies (UNDP etc.), Union and State/Region government institutions (General Administration Department (GAD); Agriculture, Livestock and Irrigation; Natural Resources and Environmental Conservation; National Land Use Council, General Attorney's Office), University of Bern (CDE), EAOs, INGOs (e.g. Oxfam, TNI), local NGOs (incl. LCG, Paung Ku), Regional Programmes (MRLG and CSOs as well as other donor coordination fora including, Local Governance Donor Coordination Group).

##### Outcome 1.3 **Protection**

Tentative final commitment: CHF 53.75 million by HA

Human resources: 2 – 3 Swiss Programme Managers (different positions, incl. junior function, 300%), 1 NPO (80%), 6 - 9 national engineers, field facilitators and assistants (600 - 900%), 5 SHA secondments to protection partners agencies (500%), 1 Admin Assistant (part-time), 1 Finance Controller (part-time)

Partnerships: Union and State government institutions (Ministries of Border Affairs, Education, Social Welfare, Relief and Resettlement, Construction, etc.), Tatmadaw, EAOs, INGOs, local NGOs, CSOs, development partners, ICRC, UN agencies (WFP, UNHCR, UNOCHA, UNICEF, UNDP, etc.), ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA center).

## Domain 2: Skills and Market Development

**Impact hypothesis:** By supporting the establishment of a pluralistic Technical and Vocational Education Training (TVET) system in Myanmar, which involves stakeholders from both the public and the private sector, vulnerable women and men including from conflict-affected areas can improve their access to better income and livelihood opportunities. In areas where employment opportunities remain limited, increased capacities of smallholder farmers and agricultural labourers to access agricultural services and markets will enhance their opportunities in market-oriented production. Enabling the safe and gainful participation of all women and men in opportunities for socio-economic development will contribute to the overall goal of achieving a more inclusive, peaceful, and prosperous society in which equal work is rewarded with equal pay.

### Domain Objective: Skills and Market Development

Women and men have increased socio-economic opportunities through inclusive market and technical and vocational training (TVET) systems responsive to market demand.

| (1) Swiss portfolio outcomes   | (2) Contribution of Swiss Programme | (3) Country development outcomes |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
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| <p><b>Outcome 2.1: Beneficiaries</b></p> <p>Women and men, especially from disadvantaged backgrounds and conflict-affected areas, have increased employment and self-employment opportunities through competitive skills and inclusive agricultural market access.</p> <p>Indicator 2.1.1. <b>Income</b></p> <p># beneficiaries (w/m) with increased <u>income</u><sup>1</sup> from a) agriculture and/or b) employment. [ARI-E1; SDG 2.3, 8.3, 10.1]</p> <table> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> <tr> <td>Agriculture income</td><td></td><td></td></tr> <tr> <td>Bilateral</td><td>4700</td><td>14,420</td></tr> <tr> <td>Multilateral</td><td>n/a</td><td>164,000</td></tr> <tr> <td>Employment income</td><td></td><td></td></tr> <tr> <td>Bilateral</td><td>w 2400/m 2700</td><td>w 8,500/m 8,500</td></tr> <tr> <td>Multilateral</td><td>n/a</td><td>24,500</td></tr> </table> <p>Indicator 2.1.2. <b>Access</b></p> <p># youth (15-24 yrs; w/m) and # adults (&gt;24 yrs; w/m) with a) <u>access</u> to vocational skills development directly or indirectly<sup>2</sup> linked to SDC funding and/or b) <u>employed</u> 6 months after graduation of VSD training. [ARI-EV3; SDG 4.4, 8.1]</p> <table> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> <tr> <td>Access <i>bilateral</i></td><td></td><td></td></tr> <tr> <td>Direct 15-24 yrs</td><td>w 2000/m 2200</td><td>w 9500/m 9500</td></tr> <tr> <td>Direct &gt;24 yrs</td><td>w 1200/m 1300</td><td></td></tr> <tr> <td>Indirect beneficiaries</td><td>w 300/m 150</td><td>w 2000/m 2000</td></tr> <tr> <td>Access <i>multilateral</i></td><td>56,400</td><td>106,500</td></tr> <tr> <td>Employment <i>bilateral</i></td><td></td><td></td></tr> <tr> <td>Direct 15-24 yrs</td><td>w 1900/m 2200</td><td>w 8100/m 6400</td></tr> <tr> <td>Direct &gt;24 yrs</td><td>w 900/m 750</td><td></td></tr> <tr> <td>Multilateral</td><td>n/a</td><td>w15000/m14,350</td></tr> </table> <p>Indicator 2.1.3. <b>Inclusion (Fragility)</b></p> <p># persons (w/m) benefit from programmes to reduce discrimination, marginalization and exclusion. [ARI-F2; SDG 16]</p> <table> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> <tr> <td>Bilateral</td><td>7000 (w/m)</td><td>19000 (w/m)</td></tr> <tr> <td>Multilateral</td><td>n/a</td><td>1 mio (w/m)</td></tr> </table> |                                     | Baseline 2018                    | Target 2023 | Agriculture income |  |  | Bilateral | 4700 | 14,420 | Multilateral | n/a | 164,000 | Employment income |  |  | Bilateral | w 2400/m 2700 | w 8,500/m 8,500 | Multilateral | n/a | 24,500 |  | Baseline 2018 | Target 2023 | Access <i>bilateral</i> |  |  | Direct 15-24 yrs | w 2000/m 2200 | w 9500/m 9500 | Direct >24 yrs | w 1200/m 1300 |  | Indirect beneficiaries | w 300/m 150 | w 2000/m 2000 | Access <i>multilateral</i> | 56,400 | 106,500 | Employment <i>bilateral</i> |  |  | Direct 15-24 yrs | w 1900/m 2200 | w 8100/m 6400 | Direct >24 yrs | w 900/m 750 |  | Multilateral | n/a | w15000/m14,350 |  | Baseline 2018 | Target 2023 | Bilateral | 7000 (w/m) | 19000 (w/m) | Multilateral | n/a | 1 mio (w/m) | <p><b>Attribution logic</b></p> <p>Through the up-skilling of women, men and youth from vulnerable groups and conflict-affected areas with the knowledge, skills, competencies and certificates that are increasingly recognised by relevant employers and ASEAN member countries, Switzerland will contribute to achievement of career aspirations and increased income.</p> <p>By promoting development of efficient agricultural market systems including through public and private partnerships, Switzerland supports vulnerable women and men, especially from rural areas, to increase sustainable agricultural productivity, market participation and income.</p> <p><b>Conducive Factors</b></p> <ul style="list-style-type: none"> <li>- Continued trend of urbanization leads to increasing demand for services and quality food</li> <li>- Myanmar is rich in natural resources and has high potential in related industries</li> </ul> <p><b>Adverse Factors</b></p> <ul style="list-style-type: none"> <li>- Political situation in Myanmar negatively affects economic development and employment opportunities with impact on fair remuneration</li> <li>- Traditional gender roles limit economic and employment opportunities for women</li> <li>- Increasingly restricted access to conflict-affected areas</li> <li>- Perception of Myanmar as a risky business environment (unclear legal framework, corruption, etc) constrains socially responsible investments</li> <li>- Illicit economy continues to distort markets especially in conflict-affected areas</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- Poor growth in tourism sector impacts on fair remuneration and equal pay</li> <li>- Lack of gainful skills or market opportunities for returnee migrants or IDPs</li> <li>- ASEAN-compatible labour standards not recognized in destination countries</li> <li>- Migration to neighbouring countries drains up-skilled workforce</li> <li>- Reverse trend in the peace negotiations hampers rural development in ethnic areas</li> </ul> | <p><b>Outcome 2.1: Beneficiaries</b></p> <p>More learners can access TVET and graduate from quality-assured and labour market-responsive TVET programmes under a more effective TVET management system; and smallholder farmers can benefit from value chains by engaging in productive, long-term partnerships with agro-enterprises and gaining increased negotiating power within the value chain.</p> <p>(Related to National Education Strategic Plan 2016-21; Agricultural Development Strategy 3.6; Myanmar Sustainable Development Plan 4.1.7)</p> <p><b>Income</b></p> <p>Average daily earnings (MMK/day) of female and male employees. (SDG Indicator Baseline Report 2017, Goal 8.5.1)</p> <ul style="list-style-type: none"> <li>- Baseline [2015, w/m]<sup>3</sup>: 3'990/5'320 MMK per day</li> <li>- Target: None specified.</li> </ul> <p><b>Participation</b></p> <p>Participation rate of youth (15-24) and adults (25-64) in formal and non-formal education and training in the last 12 months (SDG Indicator Baseline Report 2017, Goal 4.3.1).</p> <ul style="list-style-type: none"> <li>- Baseline [2015]<sup>3</sup>: 22.5% / 0.5%</li> </ul> <p><b>Poverty</b></p> <p>Population (%) living in poverty (rural/urban).</p> <ul style="list-style-type: none"> <li>- Baseline [2017]<sup>4</sup>: 38.8%/14.5%</li> </ul> <p><b>Gender and women's economic opportunities</b></p> <p>Strengthened systems, structures and practices to ensure fairness and equal rights for women in relation to employment. Creating enabling environments for women through quality applied technical skills, trainings and opportunities for poverty reduction, including specific women-focused agro-entrepreneurship programmes. (NSPAW 2013–2022, ADS 2018-2023)</p> <p><b>Out-of-Fragility</b></p> <p>Increased economic activity and TVET opportunities in rural and conflict-affected communities, especially for job creation and livelihood enhancement on a par with urban areas (NESP 2016-21; MSDP 2018).</p> |
|  | Baseline 2018                       | Target 2023                      |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Agriculture income   |                                     |                                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Bilateral  | 4700                                | 14,420                           |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Multilateral   | n/a                                 | 164,000                          |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Employment income  |                                     |                                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Bilateral  | w 2400/m 2700                       | w 8,500/m 8,500                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Multilateral   | n/a                                 | 24,500                           |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
|  | Baseline 2018                       | Target 2023                      |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Access <i>bilateral</i>  |                                     |                                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Direct 15-24 yrs   | w 2000/m 2200                       | w 9500/m 9500                    |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Direct >24 yrs   | w 1200/m 1300                       |                                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Indirect beneficiaries   | w 300/m 150                         | w 2000/m 2000                    |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Access <i>multilateral</i>   | 56,400                              | 106,500                          |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Employment <i>bilateral</i>  |                                     |                                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Direct 15-24 yrs   | w 1900/m 2200                       | w 8100/m 6400                    |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Direct >24 yrs   | w 900/m 750                         |                                  |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Multilateral   | n/a                                 | w15000/m14,350                   |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
|  | Baseline 2018                       | Target 2023                      |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Bilateral  | 7000 (w/m)                          | 19000 (w/m)                      |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |
| Multilateral   | n/a                                 | 1 mio (w/m)                      |             |                    |  |  |           |      |        |              |     |         |                   |  |  |           |               |                 |              |     |        |  |               |             |                         |  |  |                  |               |               |                |               |  |                        |             |               |                            |        |         |                             |  |  |                  |               |               |                |             |  |              |     |                |  |               |             |           |            |             |              |     |             |   |   |

<sup>1</sup> Minimum salary per Jan 2018: MMK 4'800/ day

<sup>2</sup> Indirect beneficiaries are not required to be measured in the ARI but include: graduates from programmes by other training providers not directly linked to Swiss funding, but using training material developed by SDC supported programmes (e.g. VSDP /Swisscontact, LIFT) as per agreed MoU between implementers.

<sup>3</sup> UNDP and Central Statistical Organisation 2017: SDG Indicator Baseline report

<sup>4</sup> WB, 2017. Analysis of poverty in Myanmar

| <p><b>Outcome 2.2: Institutions and Systems</b><br/>Key Myanmar public institutions and private sector actors defining the supply and demand of the TVET and market systems are more responsive to local, national and regional markets for labour, services and commodities.</p> <p>Indicators 2.2.1. <b>Private sector</b><br/># Private sector enterprises supporting socially responsible local skills or agricultural market development activities directly linked to SDC funding.</p> <table border="1"> <thead> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> </thead> <tbody> <tr> <td>Bilateral</td><td>0</td><td>130</td></tr> <tr> <td>Multilateral</td><td>0</td><td>216</td></tr> </tbody> </table> <p>Indicator 2.2.2. <b>Outreach</b><br/># persons (w/m) reached by:<br/>a) the national assessment and skills certification system;</p> <table border="1"> <thead> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> </thead> <tbody> <tr> <td>Bilateral</td><td>6300</td><td>8300</td></tr> </tbody> </table> <p>b) or by institutions/systems providing agricultural inputs and services.</p> <table border="1"> <thead> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> </thead> <tbody> <tr> <td>Bilateral</td><td>9000 (w/m)</td><td>25000 (w/m)</td></tr> <tr> <td>Multilateral</td><td>260000 (w/m)</td><td>482000 (w/m)</td></tr> </tbody> </table> <p>Indicator 2.2.3. <b>Leveraged private sector funding</b><br/>CHF X funds leveraged and # of businesses from the private sector contributing to Swiss supported interventions.</p> <table border="1"> <thead> <tr> <th></th><th>Baseline 2018</th><th>Target 2023</th></tr> </thead> <tbody> <tr> <td>CHF / #</td><td>0</td><td>tbd</td></tr> </tbody> </table>   |               | Baseline 2018 | Target 2023 | Bilateral | 0 | 130 | Multilateral | 0 | 216 |  | Baseline 2018 | Target 2023 | Bilateral | 6300 | 8300 |  | Baseline 2018 | Target 2023 | Bilateral | 9000 (w/m) | 25000 (w/m) | Multilateral | 260000 (w/m) | 482000 (w/m) |  | Baseline 2018 | Target 2023 | CHF / # | 0 | tbd | <p>Through collaboration with stakeholders from the public and private sectors, including an expansion of the apprenticeship model, professionalization of the hospitality sector, and quality agricultural value chains, Switzerland contributes to realizing relevant, inclusive and pluralistic TVET models for employment/self-employment and agricultural market opportunities, especially for vulnerable women and men including from marginal and conflict-affected areas.</p> <p><b>Conducive Factors</b></p> <ul style="list-style-type: none"> <li>- TVET is a declared pillar of the NESP (2016-21);</li> <li>- Myanmar continues to move towards a market economy and professionalises its rules, regulations and institutions to encourage private sector engagement;</li> <li>- Myanmar benefits from a grant from the Global Partnership for Education (to which Switzerland contributes) that requires an increase of public spending on education.</li> </ul> <p><b>Adverse Factors</b></p> <ul style="list-style-type: none"> <li>- Political situation in Myanmar affects the private sector, especially tourism, and impacts on fair remuneration.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- Poor or limited participation of the private sector in assessment and training/the TVET system</li> <li>- Ministry restructuring and overlapping responsibilities impacts implementation;</li> <li>- Insufficient resources and capacity at national and sub-national levels of government;</li> <li>- Unconducive framework for private sector engagement.</li> </ul> | <p><b>Outcome 2.2: Institutions and Systems</b><br/>Creating a diverse and productive economy with rural development and agriculture as the foundation and supporting job creation in industry and services, especially through the development of SMEs and Myanmar's TVET system produces a highly qualified workforce for the domestic economy in emerging industrial and service sectors, and ensures that skilled workers are able to achieve international and ASEAN TVET skills standards.<br/>(MSDP, Strategy 3.1 and 3.2, NESP 2016-2021, Economic Policies 3 and 6).</p> <p><b>Public Private Partnerships</b><br/># PPP programmes improve access and quality of TVET programmes under a more effective TVET management system.</p> <p><b>Government Spending on Education</b><br/>% of total government spending on essential services (education);<br/>- Baseline [2015-6]<sup>3</sup>: 14.53%.</p> <p><b>Out-of-Fragility</b><br/>Non-governmental organisations collaborate with MoE to deliver quality non-formal primary and middle school education equivalency programmes and other Alternative Education programmes for out-of-school learners (NESP 2016-2021).</p> |
|---|---------------|---------------|-------------|-----------|---|-----|--------------|---|-----|--|---------------|-------------|-----------|------|------|--|---------------|-------------|-----------|------------|-------------|--------------|--------------|--------------|--|---------------|-------------|---------|---|-----|---|---|
|   | Baseline 2018 | Target 2023   |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| Bilateral   | 0             | 130           |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| Multilateral  | 0             | 216           |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
|   | Baseline 2018 | Target 2023   |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| Bilateral   | 6300          | 8300          |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
|   | Baseline 2018 | Target 2023   |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| Bilateral   | 9000 (w/m)    | 25000 (w/m)   |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| Multilateral  | 260000 (w/m)  | 482000 (w/m)  |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
|   | Baseline 2018 | Target 2023   |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| CHF / #   | 0             | tbd           |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| <b>(4) Lines of intervention (Swiss Programme)</b>  |               |               |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| <p><b>Outcome 2.1. Beneficiaries</b></p> <ul style="list-style-type: none"> <li>- Mobilization of vulnerable groups (especially youths and women) from both urban and rural areas, including conflict-affected areas.</li> <li>- Improving access to quality inputs and services for farmers (w/m) and other actors in rural market systems.</li> <li>- Support to skills development at local and regional level.</li> <li>- Facilitation of inclusive employment and self-employment opportunities in the main economic hubs, rural and conflict-affected areas through partnerships with private and public sector stakeholders.</li> </ul> <p><b>Outcome 2.2. Institutions and Systems</b></p> <ul style="list-style-type: none"> <li>- Seek local and international private sector partnerships for piloting dual vocational education and training models adapted to the Myanmar context.</li> <li>- Market system development for selected crops and support to a sustainable and diversified production system.</li> </ul> <p><b>Mainstreaming Transversal Themes</b></p> <p><i>Culture</i></p> <ul style="list-style-type: none"> <li>- The Swiss programme supports initiatives linking skills development, traditional Myanmar culture and heritage.</li> </ul> <p><i>Gender Equality</i></p> <ul style="list-style-type: none"> <li>- The Swiss programme gives stronger focus on increasing women's economic empowerment opportunities, specifically with regard to selected value chain development, targeted skills development (including business skills) and micro-finance services relevant for rural development.</li> </ul> <p><i>Good governance</i></p> <ul style="list-style-type: none"> <li>- The Swiss programme participates in policy and sectoral coordination platforms addressing the elaboration of relevant laws, implementation strategies and other strategic policy documents (SDG 17.16, 17.19) including discussions with the Government of Myanmar, trade unions and employer organisations, to ensure inclusive access and opportunities for all women and men, including from conflict-affected areas. Milestones: inputs to relevant national policies such as NESP (2016-2022), TVET law, ESD law, etc.</li> </ul> <p><i>DRR</i></p> <ul style="list-style-type: none"> <li>- Swiss-supported interventions aim to integrate the prevention of possible natural hazards (DRR), climate change related impacts and/or psycho-social trauma into selected TVET and skills training initiatives and assure that market development activities (particularly in agriculture and infrastructure developments) give due considerations to the impacts of disasters on the most vulnerable groups.</li> <li>- The Swiss Embassy in Myanmar contributes towards realising the 'ASEAN community' (Initiative for ASEAN Integration Strategic Framework, 2009–2015).</li> </ul> |               |               |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| <b>(5) Resources, partnerships (Swiss Programme)</b>  |               |               |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |
| <p><b>Financial Resources</b><br/>CHF 53.6 mio (33% of overall budget 2019-2023).</p> <p><b>Human resources</b><br/>2 Swiss Programme Manager (150%), 2 Senior NPO (150%), 1 Programme Assistant (part-time), 1 Finance Controller (part-time).</p> <p><b>Partnerships</b></p> <ul style="list-style-type: none"> <li>- Government of Myanmar (Ministry of Education; Ministry of Labour Immigration and Population; Ministry of Hotel and Tourism, Ministry of Agriculture, Livestock and Irrigation; Ministry of Commerce and their relevant department/units at national and sub-national levels).</li> <li>- Cooperation partners: close coordination particularly with other LIFT Fund Board members (UK, EU, US and Australia) but also with Germany, Sweden and Finland.</li> <li>- International and local organisations: UN (UNOPS, UNODC, UNESCO), INGOs (Swisscontact, CARE, British Council and many others through LIFT).</li> </ul>   |               |               |             |           |   |     |              |   |     |  |               |             |           |      |      |  |               |             |           |            |             |              |              |              |  |               |             |         |   |     |   |   |



### Domain 3: Health

**Impact hypothesis:** Support to state and ethnic health organizations (EHOs) fosters coordination, contributes to trust-building, strengthens their accountability to deliver quality affordable health services and ultimately contributes to achieving Universal Health Coverage. As a result, ethnic and government health service providers will collaborate to provide better quality health services, and will be more trusted by the population across conflict boundaries, which strengthens social cohesion and mitigates causes of conflict. Improved access to health services, healthy diets and to health literacy delivered by better-capacitated community volunteers and village health committees will contribute to the improvement of the health status of the population.

| Domain objective Health:<br>Vulnerable people in conflict-affected and remote areas have improved access to quality essential health care and healthy diets delivered through strengthened institutions  |   |   |
|--|---|---|
| (1) Swiss portfolio outcomes   | (2) Contribution of Swiss Programme   | (3) Country development outcomes  |
| <p><b>Outcome 3.1 Equitable Access to Quality Services</b><br/>Vulnerable people, especially women and children, have improved and non-discriminatory access to adequate and healthy diets as well as essential and affordable quality health services and health literacy and know how to stay healthy</p> <p><b>Indicator 3.1.1 Mother Child and Neonatal Health MCNH</b><br/>Number of births attended by skilled health personnel (doctors, nurses and midwives) in areas supported by SDC (ARI H2, SDG 3)<br/>-Baseline [2018]: 102'808<br/>-Target value [2023]: 120'462</p> <p><b>Indicator 3.1.2 Referral</b><br/>Percentage and Number of appropriate Emergency Obstetric Care (EmOC) referrals from ethnic health organizations (EHOs) to MoHS facilities supported<br/>-Baseline [2018]: 33% of /957 referrals to MoHS facilities<br/>-Target value [2023]: 33% of /728 referrals to MoHS facilities</p> <p><b>Indicator 3.1.3: Nutrition</b><br/>No. of persons (F/M) reached with Swiss-supported nutrition-specific interventions</p> <p><b>Bilateral:</b><br/>- Baseline [2018]: 4,450<br/>- Target [2023]: 5,000</p> <p><b>Multilateral:</b><br/>- Baseline [2018]: N.A.<br/>- Target [2023]: 50,000</p> | <p><b>Attribution logic</b><br/>Through direct support to health service providers in underserved remote and conflict-affected areas, as well as by strengthening coordination and collaboration between government and Ethnic Health Organizations (EHOs), Swiss support will contribute to achieving Universal Health Coverage. By promoting the Basic Essential Package of Health Services, which includes nutrition interventions, in addition to a program focus on maternal, newborn and child health, Swiss support will help provide pregnant and lactating mothers and children access to services that will reduce malnutrition, stunting, and related vulnerability to communicable disease such as TB. Through strong capacitated networks of health-literate village health committees and volunteers, women and their family members will better know how to stay healthy, and improve health-seeking behaviour, including antenatal care demand from women as well as their husbands.</p> <p><b>Conducive factors</b></p> <ul style="list-style-type: none"> <li>- The civilian government views improved access to health care as an incentive toward peace;</li> <li>- The National Health Plan recognizes Ethnic Health Organizations as legitimate health service providers;</li> <li>- Cessation of active conflict allows better access to health services in many remote areas.</li> </ul> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>- Low uptake of public health services (lack of trust by communities);</li> <li>- Lack of infrastructure in remote and conflict-affected areas (roads, electricity); limited access</li> <li>- Increased drug abuse and addiction;</li> <li>- Poor WASH standards undermine health, esp. of children;</li> <li>- Persistent and excessive out-of-pocket health expenditures for remote populations.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- Peace process loses momentum, constraining or disabling access to EAO-controlled areas;</li> <li>- Poor coordination among development and humanitarian agencies, and/or assistance not harmonized with National Health Plan;</li> <li>- Disease outbreak (e.g. multi-drug resistant malaria).</li> </ul> | <p><b>Outcome 3.1 Universal Health Coverage (UHC)</b><br/>The National Health Plan 2017-2021 (NHP) aims to strengthen the country's health system and pave the way towards Universal Health Coverage, through an approach that is explicitly pro-poor.</p> <p><b>Access to health services</b><br/>Proportion of population satisfied with access to medical treatment. (SDG Indicator Baseline Report 2017, Goal 16.6.2)</p> <p><b>Improved Quality of Health Services</b><br/>Improve the control of epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases, hepatitis, water-borne diseases and other communicable diseases. (MSDP 4.2.8. and SDG 3.3)</p> <p><b>Nutrition / Stunting</b><br/>Prevalence of stunting among children under 5 years of age (SDG Indicator Baseline Report 2017, Goal 2.2.2; MSDP)<br/>-Baseline [2017]: 29.2%<br/>-Target value [2030]: 0%</p> |

|  |   |   |
|--|---|---|
| <p><b>Outcome 3.2 Statebuilding through Strengthened Institutions</b><br/>Capacities of relevant institutions are enhanced to contribute to improved health sector planning, management, coordination and service delivery in a conflict-sensitive way.</p> <p><b>Indicator 3.2.1 Service Utilization</b><br/>Number of primary health care facility/outpatient department visits per person per year (RI WHO)<br/>-Baseline [2018]: 0,29<br/>-Target value [2023]: 0,34</p> <p><b>Indicator 3.2.2 Better Service Provision</b><br/>Percentage of beneficiaries reporting receiving services of "good quality" or better (current strategy indicator)<br/>-Baseline [2018]: 50%<br/>-Target value [2023]: 88%</p> <p><b>Indicator 3.2.3 Inclusion</b><br/>Percentage and number of representatives from ethnic minority groups and women at decision making level in (i) Township Health Working (THW) Groups and in (ii) Village Health Committees (VHC)<br/><br/>-Baseline [2018]:<br/>i) 28% / 8 ethnic minority in THW; 43% / 12 women in THW<br/>ii) NA ethnic minority in VHC; 47% / 723 women in VHC<br/>-Target value [2023]:<br/>i) 25% / 9 ethnic minority in THW; 44% / 14 women in THW<br/>ii) 77% / 23 ethnic minority in VHC; 50% / 1026 women in VHC</p>  | <p><b>Attribution logic</b><br/>By promoting improved coordination between government and EHO health providers, quality of service delivery, and sustainable financing systems, the Swiss programme will contribute to improved health governance function and performance of the health sector overall. Combined with diverse and inclusive participation in village and township health committees, development of participative Township Health Plans, Swiss support will contribute to increased trust in and use of the health system.</p> <p><b>Conducive factors</b></p> <ul style="list-style-type: none"> <li>- The Myanmar Health Sector Coordination Committee, chaired by the Union Minister, is an active platform for all stakeholders;</li> <li>- Positive results of Swiss-supported health financing pilots are ready to roll out by government and EHO.</li> </ul> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>- Inclusive Township Health Plan is quite technical and EHOs not fully participating in the Township Health Working Groups;</li> <li>- Peace process is stalled and EHOs do not want to engage further with MoHS.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- Limited technical capacity and accountability of national and local government and EHOs;</li> <li>- Poor intersectoral coordination;</li> <li>- Lack of trust in MoHS;</li> <li>- Poor governance structure of EAOs;</li> <li>- Absence of regulation for quality control and enforcement in health services;</li> <li>- Elections in 2020 result in weakened civilian government;</li> <li>- Security agenda increases politicization of other areas of intervention, including health.</li> </ul> | <p><b>Outcome 3.2 Strengthened Health System:</b><br/>A comprehensive, well-resourced and inclusive social safety net protects against a wide range of risks faced by those living below the poverty line and those hovering close to it. (NHP, MSDP).</p> <p>Health service delivery is to be carried out in coordination between government and signatory EAOs, as part of the interim arrangements during the ongoing peace process.<br/>(NCA Chapter 6 'Tasks to be implemented in the Interim Period' Article 25)</p> <p><u>Delivery of Basic Health Package</u><br/>Develop Inclusive Township Health Plans supported by national template and guidelines. (MSDP 4.2.3 and SDG Indicator Baseline Report 2017, Goal 3.8)</p> <p><u>Strengthened supply of Human Ressources for Health</u><br/>Improve links between production, recruitment and deployment of health workers, including through gradually decentralizing decision-making to States and Regions. (MSDP 4.2.5. and SDG Indicator Baseline Report 2017, Goal 3.8, 3.c)</p> <p><u>Women's rights to health care</u><br/>Strengthened laws, systems, structures and practices to protect, promote and fulfil women's and girls' right to quality and affordable health care, including sexual and reproductive health. (NSPAW priority area 9)</p> |
| <b>(4) Lines of intervention (Swiss Programme)</b>   |   |   |
| <p><b>Outcome 3.1 Equitable Access to Quality Services</b></p> <ul style="list-style-type: none"> <li>- Support to NGOs, CSOs, national institutions, and EHOs for the delivery of primary health services (EPHS) in conflict-affected areas to reach vulnerable people.</li> <li>- Awareness raising and community mobilization to improve health practices/healthcare seeking behaviours, e.g. improved capacity of families in order for women to seek regular antenatal care and get support from their husbands.</li> <li>- Disability mainstreaming, including psychosocial health</li> <li>- Strengthen coordination and collaboration between MoHS and EHOs to improve service delivery to marginalized populations</li> <li>- Careful assessment of first health financing pilots and potential further support to roll-out in government and EAO controlled areas</li> <li>- Nutrition support to pregnant and lactating women, Maternal and Child Cash Transfer (MCCT), collaboration with National Nutrition Center.</li> </ul> <p><b>Outcome 3.2 Statebuilding through Strengthened Institutions</b></p> <ul style="list-style-type: none"> <li>- Capacity/system building components at national, regional and local levels will be built into health interventions</li> <li>- Promote knowledge exchange and information sharing on sector-relevant topics (e.g. purchaser-provider, health financing, working in the nexus humanitarian-peace-development, intra- and inter-sectoral coordination, health governance in fragile contexts, integrated health service delivery)</li> <li>- Participation in sector dialogue with other donors and government (policy dialogue and aid coordination)</li> <li>- Identification and provision of relevant Swiss expertise in health sector planning and development</li> <li>- Health interventions offering a peace dividend and a means to contribute to a more inclusive society, empowered women and increased trust between different stakeholders</li> </ul> <p><b>Mainstreaming Transversal Themes</b></p> <p><i>Gender Equality</i><br/>Women are empowered to get access to and demand quality health care services and healthy diets and are supported by their husbands when doing so (refer to indicators 3.1.1, 3.1.2, 3.2.1, 3.2.2, 3.2.3).</p> <p><i>Good governance</i><br/>Government institutions and ethnic health organizations are strengthened, and related coordination among the two, in order to provide more responsive, inclusive and quality services; furthermore, the capacity of vulnerable people living in conflict-affected areas is strengthened to demand for more accountability and better services (refer to indicators 3.1.1, 3.1.2, 3.2.1, 3.2.2, 3.2.3).</p> <p><i>DRR</i><br/>The Swiss programme will mainstream DRR through awareness raising with its partners with the ultimate goal to increase the resilience of affected population to natural disasters (refer to indicators 3.2.2, 3.2.3).</p> |   |   |
| <b>(5) Resources, partnerships (Swiss Programme)</b>   |   |   |
| <p><b>Resources</b><br/>CHF 25 million (14% of overall budget 2019-2023).</p> <p><b>Human Resources</b><br/>SC: 1 Swiss Programme Manager (50%), 1 NPO (100%), 1 Programme Assistant (part-time), 1 Finance Controller (part-time).</p> <p><b>Partnerships</b><br/>Multi-donor trust funds (Access to Health, LIFT), UN Agencies (UNFPA, WHO, UNICEF, UNAIDS, UNODC etc), Union and State government institutions (Ministries of Health and Sports, Social Welfare, Relief and Resettlement), EHOs, INGOs (e.g. Community Partners International, Save the Children, Christian Aid), local NGOs (e.g. Karen Baptist Convention, Karuna Mission Social Solidarity KMSS, Metta Development Foundation), CSOs, development partners<br/>Global Program Health through Providing for Health Network (P4H) network is providing support to build leadership capacity on UHC.</p>  |   |   |

## Key management and performance results for the Swiss Programme

| Outcomes / Results  | Indicators / Fields of observation   |
|---|--|
| <p><b>1. Conflict-Sensitive Programme Management</b><br/>Switzerland and its partner organizations in Myanmar apply a conflict-sensitive management approach, maintain impartiality and contribute to the reduction of conflicts.</p>                             | <ul style="list-style-type: none"> <li>Projects of all domains maintain an aspect of working on conflict addressing root causes by working on the development-humanitarian aid-peace nexus to build trust and improve framework conditions. Conflict-sensitive programme management is applied consistently, including in key moments of project cycle: planning, procurement, implementation, monitoring, reporting and evaluation.</li> <li>Regular context monitoring meetings involving all embassy staff identify risks and need for programme adaptation.</li> <li>Swiss embassy is fit for fragility. It adapts programme, communication, security, office and human resources management to manage a portfolio in a fragile context and in a conflict sensitive way, including budgeting flexibility.</li> </ul>   |
| <p><b>2. Policy influencing for stability and peace</b><br/>In coordination with partners, Switzerland influences national policies and processes that contribute to peace and progress out of fragility, improving the framework conditions for development.</p> | <ul style="list-style-type: none"> <li>Embassy takes leadership and/or actively participates in key sectoral coordination bodies on Local Governance, Education (TVET), Agriculture and Rural Development (Land), Health, Disaster Risk Management and within the Cooperation Partners Group, the humanitarian coordination mechanisms and the Peace Support Group with a view to enable coordinated sectoral approaches with multi-stakeholder participation that support movement toward peace and out-of-fragility.</li> <li>Embassy takes leadership and/or actively participates in multi-donor funds/fund boards that work in conflict-affected areas on peace, health and livelihoods (Joint Peace Fund, ACCESS, LIFT).</li> <li>Thematic networks, including the SDC-networks, are used strategically for knowledge management and evidenced-based policy dialogue.</li> </ul> |
| <p><b>3. Leave no one behind</b><br/>Switzerland works directly and indirectly toward inclusion of vulnerable populations and empowerment of the marginalized.</p>  | <ul style="list-style-type: none"> <li>Target population – leaving no one behind is the guiding principle for the definition of key beneficiaries and the identification of geographic focus areas of most of Swiss projects and programmes.</li> <li>Partner organisations – social and gender equity and inclusion are discussed with partner organisations and considered across the Swiss supported projects and programmes in procurement for partner selection.</li> <li>Embassy internal – The FDFA policy on equal opportunities in the workplace is implemented and affirmative actions for social and gender equity and inclusion are implemented (recruitment, internships within the Swiss embassy and its programme partners).</li> </ul>   |
| <p><b>4. Cross-cutting themes</b><br/>Gender equality, good governance; disaster risk reduction, climate change adaptation and environmental sustainability remain at the core of Swiss programme management.</p>   | <ul style="list-style-type: none"> <li>The Swiss country programme achieves results in the cross-cutting themes beyond the domains of intervention and management ensures that they are applied throughout the portfolio.</li> </ul>   |



# Annex D: Budget allocations

Financial planning, rounded and in Swiss Francs thousands

| Domain of intervention                          | Source | 2019          | 2020          | 2021          | 2022          | 2023          | Total          | %           |
|---|--------|---------------|---------------|---------------|---------------|---------------|----------------|-------------|
| Domain 1<br>Peace, Statebuilding and Protection | HSD    | 1'000         | 1'000         | 1'000         | 1'000         | 1'000         | 5'000          | 52%         |
|   | SC     | 7'600         | 7'750         | 7'250         | 7'000         | 7'000         | 36'600         |             |
|   | HA     | 10'750        | 10'750        | 10'750        | 10'750        | 10'750        | 53'750         |             |
| Domain 2<br>Skills and Market Development       | SC     | 10'000        | 10'600        | 11'000        | 11'000        | 11'000        | 53'600         | 33%         |
|   | SECO*  | 1'800         | 600           | 600           | 1'800         | 1'800         | 6'600          |             |
| Domain 3<br>Health                              | SC     | 4'600         | 4'600         | 5'200         | 5'200         | 5'200         | 24'800         | 14%         |
| Other interventions                             | SC     | 300           | 300           | 300           | 300           | 300           | 1'500          | 1%          |
| <b>Total</b>                                    |        | <b>36'050</b> | <b>35'600</b> | <b>36'100</b> | <b>37'050</b> | <b>37'050</b> | <b>181'850</b> | <b>100%</b> |

\* Although mentioned in this budget, the SECO interventions are not part of the results framework.

On 01 Jan 2019, 1 Swiss Francs = 1.05 US Dollars.

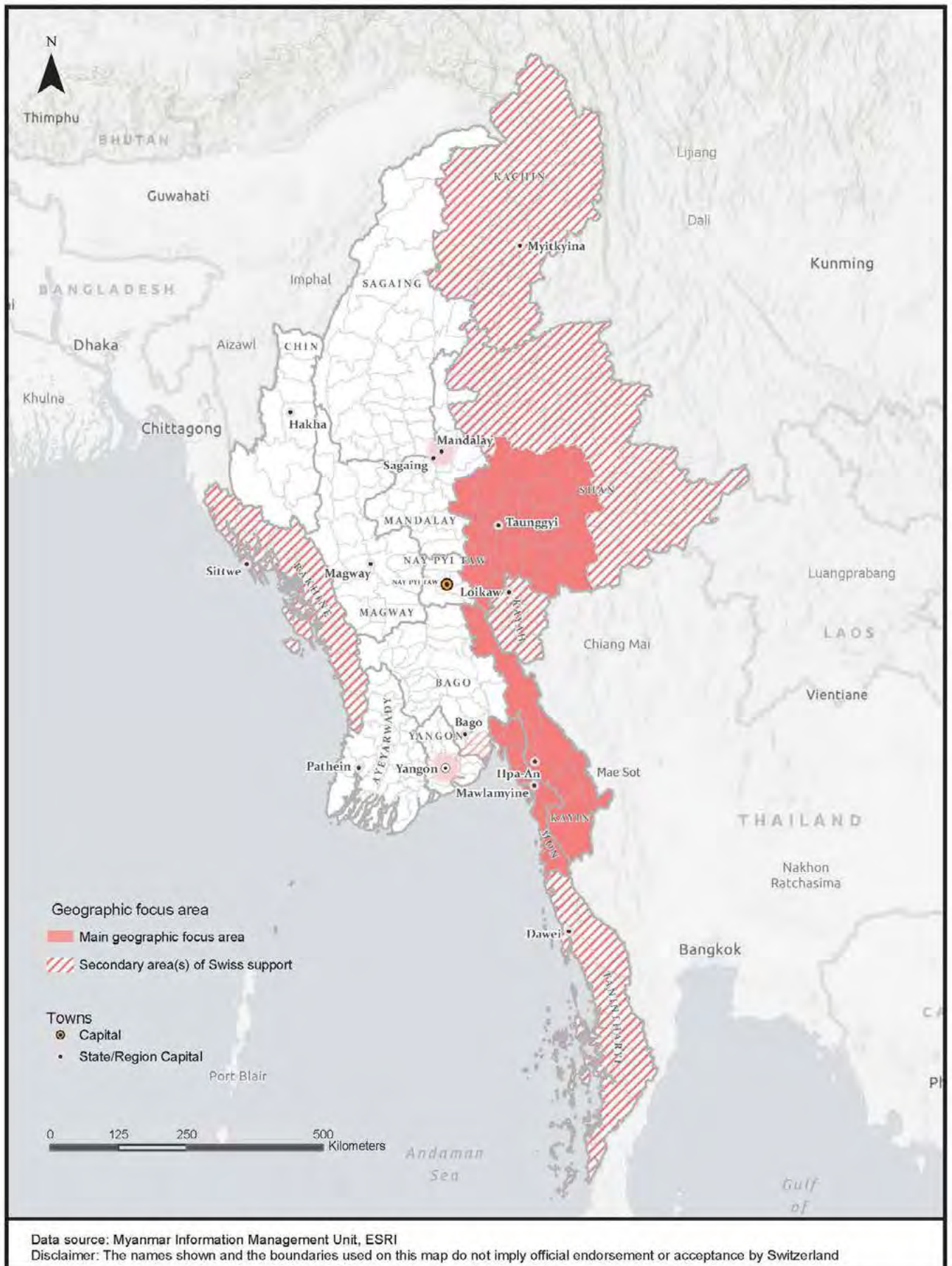
HSD = Human Security Division

SC = South Cooperation

HA = Humanitarian Aid

SECO = State Secretariat for Economic Affairs

# Annex E: Map of Myanmar







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