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For approval

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PROTRACTED RELIEF AND RECOVERY OPERATIONS – MYANMAR 200032

Improving the Food Security, Nutrition Status and Livelihoods of Vulnerable Populations	
Number of beneficiaries	2,000,000
Duration of project	36 months (January 2010–December 2012)
WFP food tonnage	157,644 mt
Cost (United States dollars)	
WFP food cost	67,041,947
Total cost to WFP	121,784,737

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

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

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EXECUTIVE SUMMARY

Myanmar has a population of 52 million divided among 135 ethnic groups; it is a food-surplus country with significant agricultural potential. But unfavourable economic policies, extreme weather, protection issues, poor social cohesion and marginalized population groups adversely affect livelihood opportunities, resulting in inadequate access to food. A recent nationwide household survey revealed that a third of the population live below the poverty line.[1] National prevalence of underweight and stunting among children under 5 is 32 percent.[2]

The proposed operation provides food assistance for the most vulnerable and food-insecure populations. It is based on assessments, results monitoring, a WFP mid-term review of protracted relief and recovery operation 100663 and a formulation mission.

This operation is designed to respond to shocks and enhance vulnerable households' resilience and coping capacity through food assistance. The objectives are to:

- respond to the immediate food needs of people affected by shocks (Strategic Objective 1);
- support and re-establish the livelihoods of the most vulnerable and food-insecure populations affected by shocks (Strategic Objective 3);
- increase levels of education and maintain and/or improve the nutrition status of targeted women, girls and boys (Strategic Objective 4); and
- increase food purchases from small farmers and improve their marketing opportunities while building government and partner capacity to address food insecurity (Strategic Objective 5).

The operation is also in line with Millennium Development Goals 1, 2, 3, 4 and 6.[3]

WFP will implement activities directly or through its cooperating partners. It will continue its partnerships with United Nations agencies and non-governmental organizations to complement food assistance and maximize the benefit of its activities.

Strategies adapted to different contexts will support the hand-over of WFP assistance. As food security improves in operational areas, WFP will scale its assistance down. Increasing national capacity remains a challenge for the sustainability of the hand-over of WFP-supported activities.

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[1] United Nations Development Programme (UNDP). 2007. Integrated Household Living Conditions Survey. New York.

[2] United Nations Children's Fund (UNICEF). 2009. *The State of the World's Children*. New York.

[3] MDG 1 – Eradicate extreme poverty and hunger; MDG 2 – Achieve universal primary education; MDG 3 – Promote gender equality and empower women; MDG 4 – Reduce child mortality; MDG 6 – Ensure environmental sustainability.

DRAFT DECISION*

The Board approves the proposed protracted relief and recovery operation Myanmar 200032 "Improving the Food Security, Nutrition Status and Livelihoods of Vulnerable Populations" (WFP/EB.2/2009/9/2).

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

SITUATION ANALYSIS AND SCENARIOS

Context

1. Myanmar, the largest country in Southeast Asia, has a land area of 676,578 km^2 and a population of 52 million divided among 135 ethnic groups; it is prone to cyclones, landslides, earthquakes and drought. In May 2008, cyclone Nargis struck the southern delta region, Myanmar's breadbasket, causing widespread destruction and the loss of 140,000 lives. Floods occur regularly during the mid-monsoon period from June to August.

2. Despite abundant natural and human resources, Myanmar is less developed than many of its neighbours: it ranks 135th of 179 countries in the 2008/09 United Nations Development Programme (UNDP) human development index. Annual per capita gross national income is US$250. According to the Organisation for Economic Co-operation and Development, Myanmar receives US$2.88 per capita per year in official development assistance, excluding post-Nargis relief and early recovery assistance; this is less than any of the other 50 poorest countries.

3. Myanmar is a food-surplus country with significant agricultural potential. But unfavourable economic policies, extremes of weather, protection issues, poor social cohesion and the marginalization of some population groups adversely affect livelihood opportunities, resulting in inadequate access to food. The Food and Agriculture Organization of the United Nations (FAO)/WFP 2009 crop and food supply assessment mission (CFSAM) estimated that 5 million people are food-insecure. Populations identified as a priority for food assistance reside in the states of Northern Rakhine, Chin, Kachin, Northern Shan and Eastern Shan, and in Magway Division.

4. Humanitarian operations face constraints in Myanmar such as travel restrictions, the need for permits to transport and move food and other goods, and import restrictions on equipment.

5. National net primary school enrolment is 85 percent. Among children from poor households, net enrolment is only 80 percent compared with 87 percent for other children. The lowest rates are 67 percent in Rakhine, which also has the highest acute malnutrition rates, followed by 78 percent in Shan.

6. Myanmar ranked 120th of 163 countries on the gender-related development index, which reviews gender inequality in life expectancy, educational attainment and living standards.

7. Myanmar is undergoing a political transition, with elections due in 2010; this period is crucial for the country's future. The political situation is not expected to change dramatically, but the level of government support is expected to increase. In line with the United Nation's strategy for Myanmar, WFP is developing partnerships with government ministries.

The Food Security and Nutrition Situation

8. Myanmar produces enough rice to meet its consumption needs and is able to export considerable quantities. However net rice production is not an accurate indicator of food security and nutrition at the household level: household outlay on food exceeds 60 percent of expenditures,[4] and there are severe problems with access to food, particularly for

[4] FAO/WFP CFSA, 2009.

vulnerable groups such as landless labourers, small-scale farmers, households headed by women and marginal households.

9. Food production is adversely affected by rural households' lack of access to land, credit and agricultural inputs. Severe and chronic food insecurity affects 382,000 people in Rakhine, 213,000 in Chin, 212,000 in Kachin, 515,000 in Northern Shan, 277,000 in Southern Shan, 178,000 in Eastern Shan and 702,000 in Magway Division.[4]

10. National prevalence of underweight and stunting among children under 5 is 32 percent.[4] All states and divisions in Myanmar have stunting and underweight prevalence of more than 20 percent.[1] Global acute malnutrition (GAM) is unacceptably high in some areas, notably in Northern Rakhine. Infant mortality is estimated at 74/1,000 live births, under-5 mortality is 103/1,000 and maternal mortality is 318/100,000.[5] This is aggravated by inadequate feeding practices for poor infants and young children; only 15 percent of children are exclusively breastfed.

11. Tuberculosis (TB) is the leading opportunistic infection in people with HIV, nearly 70 percent of whom develop active TB.[6] Estimated adult HIV prevalence is 0.7 percent.

Scenarios

12. Protracted relief and recovery operation (PRRO) 200032 is planned to provide relief assistance, stabilize food security and address emerging food security needs, as outlined below.

⇒ *Relief assistance*

13. The humanitarian and economic situation in Northern Rakhine continues to deteriorate. Most people are stateless and land-use rights are restricted. Severe food insecurity is reflected in deteriorating health and nutrition. WFP will continue to treat Northern Rakhine as an emergency and increase its relief response.

⇒ *Stabilizing food security*

- In Northern Shan, the 15-year government poppy-eradication programme has not yielded the anticipated improvements in the food security of former poppy cultivators. Small and marginal landholders struggle to feed themselves and, despite the natural resource base, household food security remains elusive because of socio-economic constraints. WFP will expand its targeted assistance in Northern Shan through livelihood and education programmes, and will enhance its partnerships with the Special Authorities and organizations that have demonstrated capacity to deliver programme responses

- Remoteness, inclement weather and poor natural resources continue to challenge the food security of vulnerable populations in Chin and Kachin states and Magway Division. WFP will continue food assistance on the basis of regular food and nutrition assessments.

[5] Nationwide cause-specific maternal mortality survey 2004–2005 by the Ministry of Health.

[6] National Plan on HIV and AIDS, 2006–2010. Ministry of Health.

⇒ *Addressing emerging food security needs*

14. After years of low-level conflict, food insecurity rates in Kayah and Kayin are expected to be high. These states are off limits for the humanitarian community, but access may become possible as reconciliation between the Government and opposition groups is established. It is anticipated that opening these areas will lead to an influx of returnees, for which response plans will be prepared on the basis of assessments.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

15. Myanmar has been subject to economic sanctions since July 2003. These include limitations on development assistance: in 2005, the latest year for which comparable figures are available, Myanmar received US$3 of aid per person compared with US$38 in Cambodia and US$49 in the Lao People's Democratic Republic. This compounds the weak social service provision in the country.

16. The Government requires United Nations and non-governmental organization (NGO) programmes to collaborate with ministries and departments to support achievement of the Millennium Development Goals (MDGs). United Nations engagement with the Government to support socio-economic development, which includes institutional capacity-building in marginalized and resource-poor areas, is a major contribution to reducing food insecurity and poverty. Political and economic changes in the operating situation are expected to re-define the role of the United Nations and NGOs in future development.

17. The WFP/FAO CFSAM of October 2008 was the first of its kind and a step towards consensus on the food security situation. It highlighted household-level food shortages and the potential of food production in addressing food access and nutrition problems.

18. FAO is assisting in the development of the National Medium-Term Priority Framework 2010–2014 to support food security, led by the Ministry of Agriculture and Irrigation. Food security, poverty alleviation and rural development are identified as essential components. WFP's future activities will contribute to this framework along with the NGO Food Security Working Group.

19. The United Nations supports the Myanmar National Strategic Plan on HIV and AIDS 2006–2010, which aims to reduce HIV transmission and HIV-related morbidity and mortality and their social and economic impacts. United Nations agencies use their own funds to manage a third of the Three Diseases Fund[7].

Coordination

20. Food security activities are coordinated through national and sub-national fora. WFP and FAO co-chair the Food Security and Agriculture Working Group; WFP participates in technical groups on nutrition and HIV and AIDS. At the sub-national level, WFP uses its substantial field presence to lead working groups in Chin State and Kokang and Wa special regions.

[7] Launched in 2007 by the United Kingdom, the European Commission, Sweden, the Netherlands, Australia and Norway; implemented by the Joint United Nations Programme on HIV/AIDS.

21. Coordination work will consolidate and implement food security policy, identify technical and complementary assistance opportunities and support advocacy on food security and protection issues.

OBJECTIVES OF WFP ASSISTANCE

22. The overall objective of PRRO 200032 is to respond to shocks and enhance vulnerable households' resilience and coping capacity through food assistance.

23. The specific objectives are to:

- respond to the immediate food needs of people affected by shocks (Strategic Objective 1);
- support and re-establish the livelihoods of the most vulnerable and food-insecure populations affected by shocks (Strategic Objective 3);
- increase levels of education and maintain and/or improve the nutrition status of targeted women, girls and boys (Strategic Objective 4); and
- increase food purchases from small farmers and improve their marketing opportunities while building the capacity of the Government and partners to address food insecurity (Strategic Objective 5).

WFP RESPONSE STRATEGY

24. WFP has considerable experience in addressing emergency and long-term food assistance needs in Myanmar and will expand the relief and recovery activities of PRRO 100663.

25. WFP's activities in Myanmar have included:

- support for the return of refugees who had fled to Bangladesh from Northern Rakhine State (NRS) between 1994 and July 2001, including follow-up phases covering July 2002 to December 2006;
- emergency operation (EMOP) 103450, launched in 2004 to support households affected by the poppy ban and integrated into PRRO 100663 in 2006; Chin and Kachin were added to the operational areas;
- assistance for 15,000 beneficiaries for six months in 2005 under EMOP 104050 following the Indian Ocean tsunami; and
- EMOP 107490 in the Ayeyarwady and Yangon divisions and special operation 107510, which in 2008 provided emergency food assistance for cyclone Nargis victims and operational and logistics support for the humanitarian community.

Operating Environment

26. The environment in which stakeholders operate in Myanmar is subject to various restrictions; access to many areas is limited. However, WFP has unique access to sensitive border areas and Special Regions. This extends to WFP cooperating partners: WFP facilitates travel and requests travel permits for partners and donors.

Effectiveness

27. The PRRO evaluation in October 2008 concluded that despite operational challenges WFP delivers efficient and effective programme responses. Constraints include inconsistent issue of food transport permits, limitations on local procurement and uncertain funding for securing a stable food pipeline.

28. Assessments have shown that food assistance has significantly enhanced school enrolment and improved women's access to social services. The relief component has been instrumental in ensuring a safety net in food-insecure areas. The number of TB patients completing the directly observed treatment, short course (DOTS) has increased significantly with food support. The mother-and-child health and nutrition (MCHN) activity has followed an integrated approach to deliver its services. There has been no return of poppy cultivation in the targeted areas, and communities have benefited from food-for-work (FFW) schemes that create seasonal income opportunities and productive assets.

Strategy Outline

29. WFP's interventions will be based on the following:

- Maintaining and expanding access. WFP will broaden its scope and geographic coverage to obtain access to vulnerable populations in all parts of Myanmar.
- Strengthening the food production chain. WFP will engage with national authorities, the private sector and local farmers to stimulate markets and transfer the benefits of Myanmar's considerable productive capacity directly to producers.
- Improving the quality, quantity and diversity of food intake. WFP will work to improve consistent access to nutritious, balanced diets for all the members of households.
- Building partnerships and strengthening national capacity**.** WFP help build institutional capacity for supporting household food security, focusing on assessment, monitoring and vulnerability mapping.

30. These approaches will support WFP's contribution to MDGs 1, 2, 3, 4 and 6 and enable it to support the Government and people of Myanmar.

31. WFP will continue to address protection issues through its field presence, food assistance, advocacy and information sharing. The country office will build the capacity of its staff and cooperating partners to integrate protection issues into their work.

32. The proposed components of the PRRO are:

⇒ *Component 1: Relief assistance*

33. WFP will distribute family rations to targeted populations during the six-month annual lean season. Relief assistance has been essential in NRS in addressing the needs of the most vulnerable; it will continue to concentrate on highly food-insecure people, especially women, children, elderly people, orphans and handicapped people, taking into consideration the social and economic restrictions that affect people's living conditions, food security, livelihoods and nutrition.

34. Relief food assistance will be provided for victims of small-scale and medium-scale natural disasters for an average of 30 days on the basis of assessed needs.

⇒ *Component 2: Support for people living with HIV and TB*

35. Nutrition activities will include: i) counselling and support to improve food intake; ii) provision of food for people living with HIV/AIDS on anti-retroviral therapy (ART) and TB patients on DOTS to ensure adherence to treatment; and iii) support for community coping mechanisms through food supplements for HIV/AIDS-affected households. WFP and its partners will promote the involvement of men and boys in HIV prevention, mitigation, treatment and care.

⇒ *Component 3: Mother-and-child health and nutrition*

36. MCHN will focus on preventing malnutrition among children aged 6 to 35 months and pregnant and lactating women through blanket supplementary feeding. In two NRS townships with persistently high levels of malnutrition, all children aged 6 to 59 months will receive blanket supplementary feeding until GAM rates are reduced to less than 10 percent, as recommended by the mid-term review.

37. In collaboration with the United Nations Children's Fund (UNICEF), the United Nations Population Fund and government partners, a package of complementary interventions will be provided that includes: i) promotion of breastfeeding; ii) immunization; iii) micronutrient supplementation; iv) de-worming; and v) nutrition education and growth monitoring.

⇒ *Component 4: Support for basic education and early childhood development*

38. WFP will provide monthly rations for families who send their children to primary schools in food-insecure areas with a view to increasing enrolment and attendance and reducing gender disparities. Rations will contribute to building a community safety-net mechanism. In response to low salaries and poor teacher performance resulting from socio-cultural barriers, rations will be provided for teachers who attend regularly. WFP and UNICEF will continue to advocate for durable solutions for the working conditions of teachers.

39. WFP will provide meals for children aged 3 to 5 years in early childhood development (ECD) centres. This will be complemented by training, educational supplies and information materials for families provided by UNICEF and cooperating partners.

⇒ *Component 5: Integrated livelihood support programme*

40. WFP will use FFW, cash for work (CFW) and food for training (FFT) to support integrated livelihood activities for food-insecure people. These will be based on proposals by communities and designs by partners for ponds, bridges, schools, land development and training. WFP food assistance will be complemented by cooperating partners' inputs such as technical expertise and non-food items. Where possible, cash programmes will be used to maximize the impact of the assistance provided.

⇒ *Component 6: Support for smallholder purchases and development of government/partner capacity*

41. Programmes to support small-scale farmers will stimulate production through direct purchase and support for marketing and local food processing. Fortified blended food (FBF) will be produced in Yangon to reduce the costs of procurement, storage and transport and ensure that beneficiaries receive a product adapted to their needs.

42. A priority of PRRO 200032 is the improvement of national institutional and human resource capacity, especially for disaster preparedness and response, teacher training, vulnerability mapping, assessment, targeting, food management and monitoring.

HAND-OVER STRATEGY

43. Strategies adapted to local contexts will support hand-over and the phasing down of WFP assistance. As the food security situation improves in operational areas, WFP will scale down its assistance. Through a consultative process based on nutrition and food security assessments, WFP will work with beneficiaries, local authorities and partners to determine which communities no longer require food assistance. The enhancement of national capacity is essential for sustainable hand-over of WFP-supported activities.

BENEFICIARIES AND TARGETING

44. PRRO 200032 will target 2 million beneficiaries, 52 percent of whom are women. WFP plans to reach the most vulnerable groups in the marginal areas of Northern Rakhine, Shan, Kachin and Chin states and Magway Division. Provision has been made to support poor, insecure populations in Kayah and Kayin if and when access allows.

45. WFP and its partners will identify the food needs of target populations. Geographic targeting will follow the results of food security assessments.

46. For relief assistance, targeting criteria will prioritize extremely food-insecure people who have no access to income and a high level of debt. In NRS, food assistance will help the most vulnerable groups to improve their household food security by bridging the six-month food gap during the lean season. Relief food assistance will provide an immediate response for the victims of small-scale and medium-scale emergencies for an initial three-month period.

47. FFW and FFT will target vulnerable and food-insecure areas where livelihood activities can be implemented. They will include women and adolescent girls as beneficiaries.

48. MCHN activities will target pregnant and lactating women and children under 5 in NRS, and pregnant and lactating women and children under 3 in Magway Division and Shan State.

49. Take-home rations will be provided for families that send their children to school as a safety net and to support increased enrolment and attendance. In 2010, 239,604 children in 1,866 primary schools in food-insecure areas will receive monthly take-home rations based on an average of five family members. WFP will continue the ECD programme for children aged 3 to 5 by providing a nutritious meal.

50. Support to people with HIV and TB will target beneficiaries in cooperating partners' treatment programmes. HIV admission will be based on patients' body mass index and health status. TB patients on DOTS will be targeted, and discharged on completion of treatment. Beneficiary figures are based on the current levels of support provided; the aim is to achieve 85 percent treatment compliance.

51. Cash for work (CFW) projects will be introduced in areas of Chin, Kachin and Shan states where markets are functioning and food is available. Activities will be subject to needs, market and capacity assessments to confirm the feasibility of cash interventions.

TABLE 1: PLANNED BENEFICIARIES			
WFP intervention	**Men**	**Women**	**Total**
Relief assistance*	63 500	66 900	**130 400**
FFW	183 189	198 454	**381 643**
CFW	16 203	16 204	**32 407**
FFT	7 600	11 400	**19 000**
MCHN	5 960	9 570	**15 530**
HIV support	10 468	10 832	**21 300**
TB support	4 732	4 368	**9 100**
Food for education (FFE)	631 960	684 640	**1 316 600**
WFP-assisted teachers	1 475	1 475	**2 950**
ECD	33 250	36 020	**69 270**
TOTAL	**958 337**	**1 039 863**	**1 998 200**

* Includes 45,000 beneficiaries assisted through immediate relief response.

NUTRITIONAL CONSIDERATIONS AND RATIONS

52. The food basket is based on a daily requirement of 2,100 kcal per person. Beneficiary preferences have been considered in the selection of foods. To address micronutrient deficiencies, iodized salt and oil fortified with vitamin A are included.

53. Locally produced fortified blended food (FBF) will provide micronutrients for the MCHN programme. Pregnant and lactating women will receive a take-home ration and micronutrient powder. HIV/TB patients will receive FBF in addition to the family ration.

TABLE 2: FOOD BASKET AND RATIONS

Activity	Duration	Rice (*g/day*)	Pulses (*g/day*)	Oil (*g/day*)	FBF (*g/day*)	Sugar (*g/day*)	Salt (*g/day*)	Kcal	Protein in g (% of energy)	Fat as % of energy
Relief assistance (protracted relief)	6 months	450	60	35	0	0	5	2 148	43.1g (8.3%)	17.1%
Relief assistance** (emergency response)	3 months	333								
FFW*	90 days	600								
CFW*	90 days	***								
FFT*	45 days	600								
MCHN: pregnant and lactating women	12 months	175	60	20			5	1 008	24.3g (9.6%)	19.3.1%
MCHN: children 6–35 months; and 6–59 months in NRS	12 months			25	200	20	5	1 101	36.0g (13.1%)	30.2%
HIV/TB support*	12 months	400	60	33	50	0	5	2 153	48.6g (9%)	17.5%
FFE*	7 months	333								
WFP-assisted teachers	9 months	500								
ECD	12 months	100	35	10	0	0	5	576	13.8g (9.6%)	9.7%

* Family rations.
** 8% of relief reserved for immediate emergency response.
*** Daily cash wage of 2,000 *kyat* (US$1.80).

TABLE 3: FOOD REQUIREMENTS, BY ACTIVITY *(mt)*							
Activity	**Rice**	**Pulses**	**Oil**	**Salt**	**FBF**	**Sugar**	**Total**
Relief assistance	24 984	2 765	1 536	230	-	-	**27 515**
FFW	49 416	-	-	-	-	-	**49 416**
FFT	1 500	-	-	-	-	-	**1 500**
MCHN	457	156	314	65	2 092	209	**3 295**
HIV/TB support	10 660	1 599	888	133	666	-	**13 946**
FFE	59 206	-	-	-	-	-	**59 206**
WFP-assisted teachers	1 200						**1 200**
ECD	1 031	361	103	71			**1 566**
TOTAL	**146 454**	**4 881**	**2 841**	**499**	**2 758**	**209**	**157 644**

IMPLEMENTATION ARRANGEMENTS

54. WFP will implement programme responses through cooperating partners, or directly where partner presence is limited or lacking.

55. WFP will include gender concerns in all components to ensure that women participate in activities and that their needs are taken into consideration, especially in Northern Rakhine where food assistance activities can enhance women's standing in communities. Women will be encouraged to play prominent roles in food-management committees.

56. Since 2007, WFP has been mainstreaming protection issues into all operations and consolidating activities under a broader protection strategy. The protection concerns of target populations are discussed during field visits and action plans are prepared to address them.

57. WFP will improve its activities for mitigating the negative environmental effects of slash-and-burn through awareness campaigns and will support the creation of productive agricultural assets such as land development and terracing.

58. CFW pilot activities will be undertaken in areas where food is available and markets are functioning. Details of interventions will be assessed on the basis of guidelines and plans developed accordingly. Lessons learned from the experience of cash activities in Chin state will be applied to maximize the effectiveness of assistance.

59. The vulnerability analysis and mapping (VAM) unit will continue to identify food insecurity and its causes. It will share information with partners to enhance the relevance of humanitarian responses.

60. WFP programmes are implemented in consultation with government counterparts, which facilitate operations by obtaining transport permits and import licences and authorizing access to operational areas.

61. WFP has seven sub-offices and two field offices in Myanmar. These implement WFP activities, support cooperating partners and liaise with local authorities. Two field

offices will be opened in Kayin and Kayah states if WFP receives authorization from the Government.

62. WFP will continue its partnerships with United Nations agencies and NGOs to complement food assistance and maximize the benefits of its activities. The United Nations country team is developing a cooperation framework as the basis for joint programmes.

63. WFP is working with 18 international[8] and 7 local NGOs.[9] Partners implement and monitor activities and provide technical support and non-food items for WFP activities.[10] WFP will continue to identify partners for activities that are currently directly implemented. Many partners depend on WFP for access to targeted areas.

64. Rice, pulses and sugar will be procured locally in surplus areas and transported to operational areas. Yangon is the port of entry for imported food. WFP has 20,000 mt of storage capacity in warehouses throughout the country and uses commercial contractors to transport food. WFP will commence local production of FBF to ensure timely provision of nutritious food for beneficiaries.

65. The Government will facilitate food imports and tax exemption on WFP food imports and local purchases. It will also arrange import permits for vehicles and telecommunications equipment.

66. WFP will be responsible for the primary transport of food and non-food items to partners' warehouses and its own implementation areas, tracked by the Commodity Movement Processing and Analysis System (COMPAS). Food will be transported to final distribution points by partners or by local means organized by food-management committees.

PERFORMANCE MONITORING

67. The monitoring system is based on primary data collection by WFP and partners conducting distribution and post-distribution monitoring. Performance indicators, including outcome results, will be measured through surveys and regular monitoring. Data and reports are sent to the country office, where they are consolidated and analysed every quarter.

68. Monitoring will comply with results-based management requirements; monitoring tools will be adapted to WFP's new results-based framework. The monitoring and evaluation (M&E) database will be improved to facilitate data storage, retrieval, analysis and reporting.

69. Household food security will be monitored through periodic assessments in cooperation with UNDP, UNICEF, FAO, the Office of the United Nations High Commissioner for Refugees, the Government and NGOs.

[8] ACF, ADRA, AMDA, AHRN, AMI, AVSI, Bridge Asia Japan, CARE, GRET, Malteser, MDM, MSF-Holland, MSF- Switzerland, Progetto Contenti, OISCA, TdH, WHH and World Vision (See acronym list for full titles.)

[9] CAD, KMSS, Metta Foundation, Myanmar Red Cross Society, NAG, REAM and Shalom Foundation (See acronym list for full titles.)

[10] Protracted relief, FFW/FFT, TB/HIV programme, FFE and nutrition activities.

70. Protection issues will be assessed through qualitative outcomes identified during protection workshops, feedback on action plans, monthly monitoring reports, analysis of M&E checklists and VAM assessments.

71. An external evaluation in 2011 will guide future programming decisions.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk Assessment

72. The country office carried out a risk-management exercise and identified external and internal risks that could affect implementation. Responses have been prepared to minimize the impact of these risks.

73. Most of the risks identified are external and result from restrictions on the country office's operations: i) limited access to some areas; ii) restrictions on local procurements; iii) delays in obtaining transportation permits; and iv) government restrictions on operational equipment.

Contingency Planning

74. Myanmar is prone to natural disasters. It also has the potential for civil unrest during the democratization process. To increase the preparedness and response capacity for natural and human-induced disasters, the Inter-Agency Standing Committee (IASC) country team has developed a contingency plan in which WFP will support food security, logistics and information and communications technology.

75. The plan includes preparedness measures and identifies two scenarios for different caseloads: i) 50,000 to 200,000 individuals; and ii) 200,000 or more individuals. It is assumed that the Government and partner organizations can respond to caseloads of up to 50,000. WFP's own contingency plan is based on this IASC plan.

SECURITY CONSIDERATIONS

76. Myanmar is under United Nations security phase I. Criminality is low, but increased in 2008. The impact on United Nations staff is considered low, and the 2009 security risk assessment report does not indicate major security threats.

77. All WFP staff have completed security training; new arrivals attend a briefing by the United Nations security adviser. The Government has not yet granted very high frequency and high frequency radio licenses to United Nations agencies, which prevents full compliance with minimum operating security standards.

ANNEX I-A

BREAKDOWN OF PROJECT COSTS			
	Quantity ***(mt)***	**Average cost per mt** ***(US$)***	**Value** ***(US$)***
WFP COSTS			
Direct operational costs			
Food commodities[1]			
- Rice	146 454	400	58 581 698
- Pulses	4 881	675	3 294 886
- Vegetable oil	2 841	900	2 556 986
- Salt	499	100	49 931
- Blended food	2 758	515	1 420 574
- Sugar	209	420	87 871
Total food	***157 642***		***67 041 947***
External transport			318 356
Total landside transport, storage and handling			17 133 076
Other direct operational costs			8 107 933
A. Total direct operational costs			**92 601 312**
B. Direct support costs[2] (see Annex I-B)			**21 216 199**
C. Indirect support costs (7.0 percent) [3]			**7 967 226**
TOTAL WFP COSTS			**121 784 737**

[1] This is a notional food basket for budgeting and approval. The contents may vary.
[2] Indicative figure for information purposes. The direct support costs allotment is reviewed annually.
[3] The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS *(US$)*	
Staff	
International professional staff	6 021 660
National professional officers	693 936
National general service staff	2 312 532
Temporary assistance	6 769 296
Overtime	268 428
Staff duty travel	1 386 561
Subtotal	**17 452 413**
Office expenses and other recurrent costs	
Rental of facility	621 647
Utilities (general)	173 698
Office supplies	71 255
Telecommunications services	505 877
Insurance	97 463
Equipment repair and maintenance	32 816
Vehicle maintenance and running cost	1 266 791
Other office expenses	106 414
United Nations organizations services	93 758
Subtotal	**2 969 719**
Equipment and other fixed costs	
Furniture, tools and equipment	117 197
Vehicles	244 800
Telecommunications equipment	432 070
Subtotal	**794 067**
TOTAL DIRECT SUPPORT COSTS	**21 216 199**

ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Risks and assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1 Improved food consumption over assistance period for targeted emergency-affected households, through targeted distributions.	➢ Household food consumption score	➢ Government restricts local purchases and food movements. ➢ Government limits access to operational areas. ➢ External political environment.
Output 1.1 Food, cash and non-food items distributed in sufficient quantity and quality to beneficiaries.	➢ Number of households receiving relief food assistance vs. planned ➢ Tonnage distributed through relief assistance vs. planned.	
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 3.1 Adequate food consumption for targeted households.	➢ Food consumption score exceeds threshold for 80% of target households.	➢ Restrictions on food movements delay the issue of transport permits. ➢ Government limits access to operational areas.
Outcome 3.2 Increased access to assets for targeted communities.	➢ Community asset score: increased productive assets for 80% of target communities.	
Output 3.1 Food, cash and non-food items distributed in sufficient quantity and quality to beneficiaries.	➢ Number of households receiving relief food assistance vs. planned. ➢ Number of beneficiaries receiving cash vs. planned. ➢ Tonnage distributed through relief assistance vs. planned. ➢ Numbers of men and women receiving food. and non-food items through FFW vs. planned. ➢ Tonnage distributed through FFW vs. planned.	

ANNEX II: LOGICAL FRAMEWORK

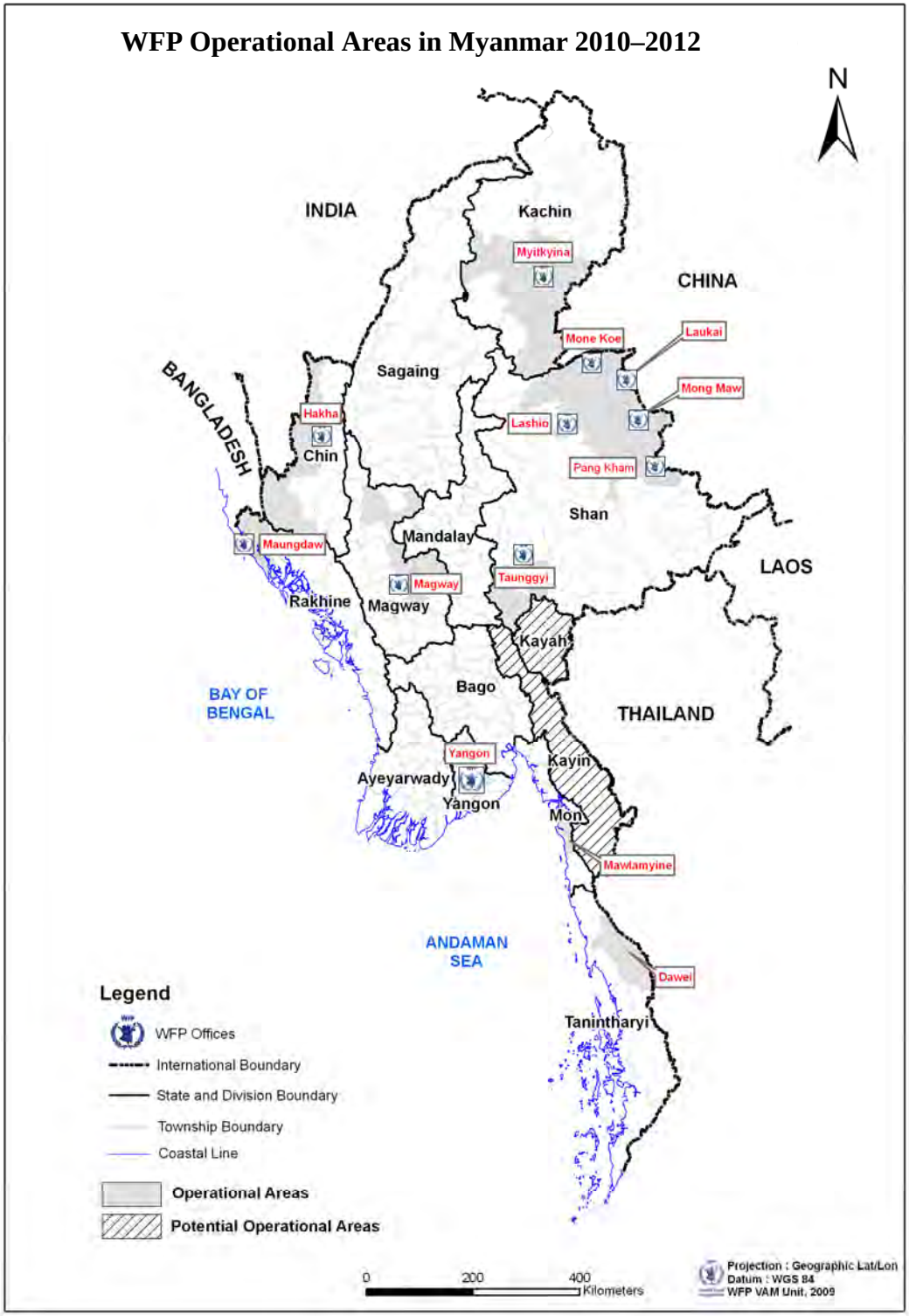
Results chain	Performance indicators	Risks and assumptions
Output 3.2 Livelihood assets developed and restored by communities.	➢ 300 water conservation structures built/renovated. ➢ 350 km of irrigation canal built/renovated. ➢ 3 000 km of access road rehabilitated. ➢ 1 800 ha of agricultural land developed. ➢ Numbers of women and men trained in. livelihood-support areas vs. planned.	
Strategic Objective 4: Reduce chronic hunger and undernutrition		
Outcome 4.1 Increased local production capacity for fortified foods.	➢ 50% of FBF requirements produced.	➢ Restrictions on food movements delay the issue of transport permits. ➢ Government limits access to operational areas. ➢ Restrictions on movement for the target group affect health care and the referral system. ➢ Presence of partners providing DOTS and/or ART in project areas. ➢ Government does not give its approval for the measurement of anaemia. ➢ Lack of baseline data for comparisons. ➢ Restrictions on conducting impact surveys.
Outcome 4.2 Increased access to education and human capital development in assisted schools.	➢ 5% annual increase in numbers of girls and boys enrolled. ➢ 90% attendance. ➢ Ratio of girls to boys enrolled.	
Outcome 4.3 Improved nutrition status of targeted women, girls and boys.	➢ Prevalence of stunting reduced by 5% in children under 5 (height-for-age as percentage). ➢ Prevalence of underweight reduced by 6% in children under 5 (weight-for-age as percentage). ➢ Prevalence of iron deficiency anaemia in targeted beneficiaries reduced by 10%.	
Outcome 4.4 Improved success of TB treatment for targeted beneficiaries.	➢ 85% of TB cases under DOTS complete treatment successfully.	

ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Risks and assumptions
Outcome 4.5 Increased survival of adults and children with HIV after 6 and 12 months of ART.	➢ 90% of adults and children living healthy lives after initiation of ART.	
Output 4.1 Food and non-food items distributed in sufficient quantity and quality to targeted beneficiaries.	➢ Tonnage of FBF produced locally. ➢ Quantity of FBF distributed vs. planned. ➢ Numbers of girls and boys receiving FFE vs. planned. ➢ 1 866 schools targeted. ➢ 45 ECD centres targeted. ➢ Numbers of children under 5 and pregnant and lactating women receiving food vs. planned. ➢ Numbers of TB and HIV patients receiving assistance vs. planned.	
Strategic Objective 5: Strengthen countries' capacities to reduce hunger, including through hand-over strategies and local purchase		
Outcome 5.1 Increased marketing opportunities at the national level, through WFP local purchases.	➢ Food purchased locally vs. distributed.	➢ Government restricts local purchases and food movements. ➢ External political environment. ➢ Donors' willingness to continue funding.
Outcome 5.2 Types of capacity developed, by sector.	➢ Numbers of people trained vs. planned.	
Output 5.1 Food purchased locally.	➢ Tonnage of food purchased locally, by type.	

ANNEX II: LOGICAL FRAMEWORK		
Results chain	**Performance indicators**	**Risks and assumptions**
Output 5.2 Capacity and awareness developed through WFP-organized training.	➢ Numbers of people trained in needs assessments, targeting, food management, market analysis and information management, disaggregated by gender and category – WFP, government and partner staff.	

ANNEX III



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

ACRONYMS USED IN THE DOCUMENT

ACF	*Action contre la Faim* (Action Against Hunger)
ADRA	Adventist Development and Relief Agency
AHRN	Asia Harm Reduction Network
AMDA	Association of Medical Doctors of Asia
AMI	*Aide médicale internationale*
ART	anti-retroviral therapy
AVSI	*Associazione Volontari per il Servizio Internationazionale*
CAD	Rangoon-based Coutnry Agency for Rural Development in Myanmar
CARE	Cooperative for Assistance and Relief Everywhere
CFSAM	crop and food supply assessment mission
CFW	cash for work
DOTS	directly observed treatment, short course
ECD	early childhood development
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FBF	fortified blended food
FFE	food for education
FFT	food for training
FFW	food for work
GAM	global acute malnutrition
GRET	*Groupe de recherche et d'échanges technologiques*
IASC	Inter-Agency Standing Committee
KMSS	Karuna Myanmar Social Services
M&E	monitoring and evaluation
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
MDM	*Médecins du monde*
MSF	*Médecins sans frontières*
NAG	Network Agencies Group
NGO	non-governmental organization
NRS	Northern Rakhine State
OISCA	Organization for Industrial, Spiritual and Cultural Advancement
PRRO	protracted relief and recovery operation

REAM	Renewable Energy Association of Myanmar
TB	tuberculosis
TdH	*Terre des hommes*
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHH	*Welthungerhilfe*