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Investir dans les populations rurales

République de l'Union du Myanmar

Programme d'options stratégiques pour le pays

Note pour les représentants au Conseil d'administration

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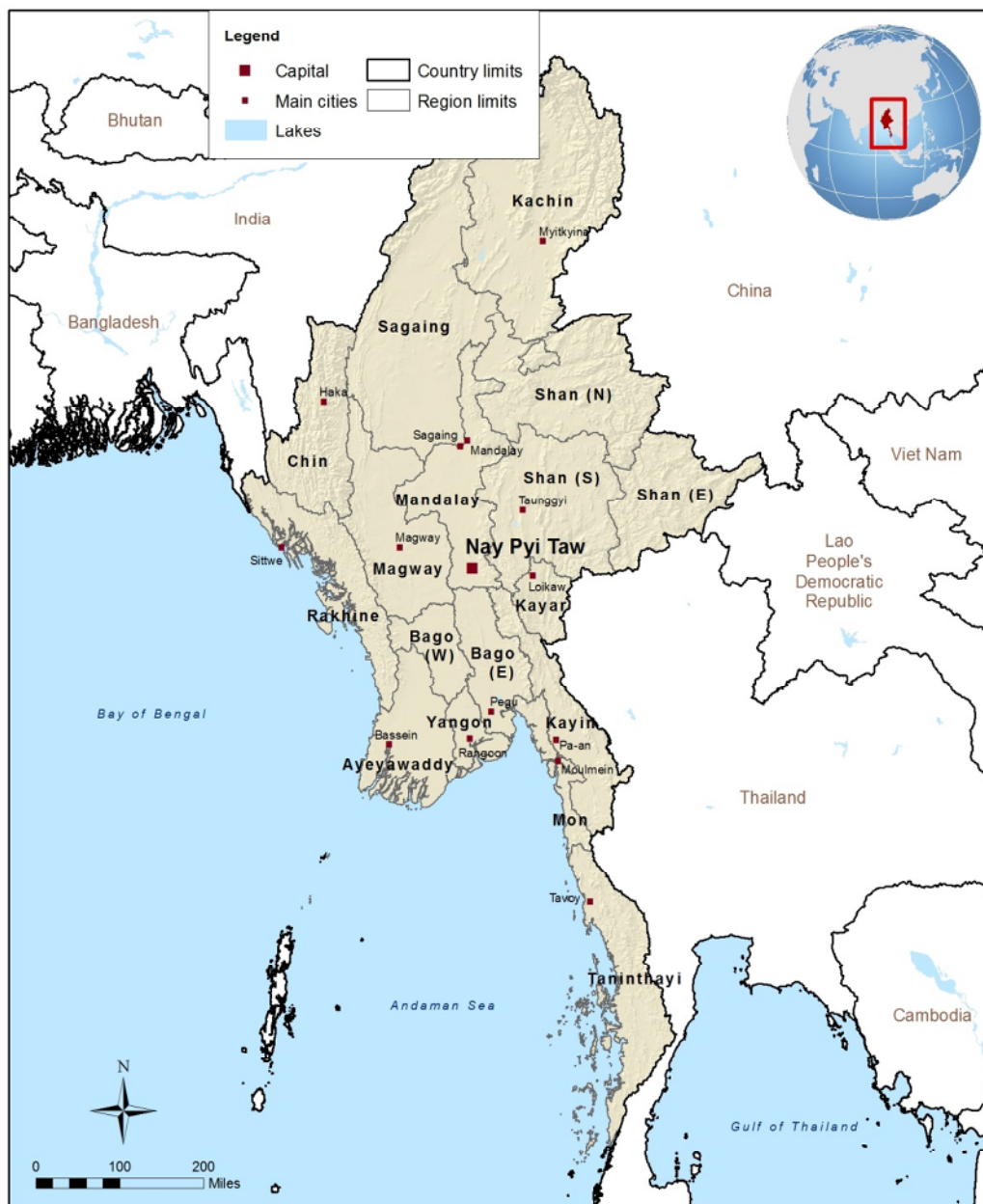
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Sigles et acronymes

| | |
|-------|---|
| COSOP | Programme d'options stratégiques pour le pays |
| SAFP | Système d'allocation fondé sur la performance |

Carte du pays indiquant les zones d'intervention du FIDA

Republic of the Union of Myanmar



Source: FIDA. 10/02/2014

Les appellations figurant sur cette carte et sa représentation graphique ne constituent en aucun cas une prise de position du FIDA quant au tracé des frontières ou limites, ou aux autorités de tutelle des territoires considérés.

Résumé de la stratégie pour le pays

1. Le Myanmar, qui est doté d'abondantes ressources en terres et en eau et bénéficie d'un climat favorable à l'agriculture, est le plus grand pays de l'Asie du Sud-Est. Le secteur agricole est le pilier de l'économie, et les deux tiers de la population vivent en milieu rural. Le niveau de pauvreté est nettement plus élevé en milieu rural qu'en milieu urbain, et parmi les petits exploitants, les paysans sans terre et les groupes ethniques. Bien que le pays produise des excédents vivriers, de nombreuses zones rurales souffrent d'insécurité alimentaire chronique et aiguë.
2. Le présent programme d'options stratégiques pour le pays (COSOP) contribuera à favoriser la croissance économique et la réduction de la pauvreté en milieu rural au Myanmar, au profit de tous, en appuyant les initiatives gouvernementales en faveur de la sécurité alimentaire et de la sécurité du revenu des populations rurales pauvres, femmes et hommes. Le programme de pays du FIDA sera mis en œuvre en partenariat et en synergie avec les organismes de développement bilatéraux et multilatéraux, les ONG, le secteur privé et d'autres parties prenantes. Le FIDA prendra part à la mise en œuvre du cadre stratégique des Nations Unies pour le Myanmar et complétera concrètement les autres initiatives de développement rural.
3. L'objectif primordial du COSOP est de contribuer à réduire la pauvreté parmi les populations rurales pauvres, femmes et hommes, notamment parmi les petits exploitants, les paysans sans terre, les groupes ethniques et les autres groupes marginalisés. Le COSOP définit trois objectifs stratégiques, sur lesquels repose l'engagement du FIDA au Myanmar pour la période 2014-2018. L'objectif stratégique 1 consiste à donner aux populations rurales, femmes et hommes, les moyens d'accéder aux ressources agricoles, aux technologies, aux services et aux marchés. L'objectif stratégique 2 vise à créer des possibilités d'emploi et d'activités commerciales en milieu rural pour les femmes et les hommes, et l'objectif stratégique 3 a pour objet de promouvoir l'autonomisation sociale et économique des groupes marginalisés, en particulier les groupes ethniques.
4. Plusieurs thèmes et instruments interdépendants seront intégrés dans l'ensemble des opérations du programme de pays, notamment le renforcement des capacités, l'égalité entre les sexes, l'amélioration de la nutrition, l'adaptation au changement climatique et l'atténuation de ses effets, la promotion de la bonne gouvernance et la gestion des ressources naturelles.
5. Conformément à la politique du FIDA en matière de ciblage, les investissements seront axés sur les femmes et les hommes pauvres et exposés à l'insécurité alimentaire, vivant en milieu rural, qui sont en mesure de tirer profit des possibilités économiques et sociales offertes. Les premières opérations financées par le FIDA seront mises en œuvre dans: i) certaines régions de la zone sèche centrale, qui compte une population nombreuse de ruraux pauvres, femmes et hommes, vulnérables au changement climatique, et qui est une zone définie comme prioritaire dans les plans nationaux de réduction de la pauvreté et de développement rural; et ii) certaines régions des États caractérisés par des concentrations élevées de groupes ethniques, où la paix règne désormais et où il existe des possibilités de développement agricole soutenu.
6. Le premier prêt proposé par le FIDA financera le Projet de renforcement de la relance du secteur agricole au Myanmar, qui sera mis en œuvre dans certaines parties de la zone sèche centrale. Il est présenté au Conseil d'administration pour approbation en avril 2014. Des éléments fondamentaux de la conception de ce projet sont déjà reproduits à plus grande échelle par des partenaires importants. La Banque mondiale prévoit d'investir 100 millions d'USD en octobre 2014 dans trois régions de la zone sèche centrale (Bago, Mandalay et Sagaing), en reproduisant à plus grande échelle les investissements appropriés du Projet de renforcement de la relance du secteur agricole au Myanmar, en particulier dans les domaines de la

gestion de l'irrigation et des services consultatifs. Le FIDA et la Banque mondiale coordonnent soigneusement leurs investissements respectifs, et la Banque mondiale envisage d'appliquer les dispositions prises par le projet du FIDA en matière de gestion des activités. Par ailleurs, le Fonds d'affectation spéciale Modes de subsistance et sécurité alimentaire, un important fonds d'affectation spéciale multidonateur, envisage de reproduire à plus grande échelle l'approche et les activités pertinentes du Projet de renforcement de la relance du secteur agricole au Myanmar dans le cadre de son nouveau programme prévu dans la zone sèche centrale, qui est en cours de conception.

7. La participation du FIDA à l'élaboration des politiques, aux côtés du gouvernement et des partenaires, consistera essentiellement à mettre à disposition les enseignements tirés de ses activités de réduction de la pauvreté dans les débats pertinents sur les politiques et les stratégies. Ces données d'expérience offrent une occasion exceptionnelle de repérer les lacunes en matière d'orientations et de formuler des recommandations au sujet des problèmes rencontrés par les populations rurales pauvres.

République de l'Union du Myanmar

Programme d'options stratégiques pour le pays

I. Introduction

1. Bien que le Myanmar soit devenu membre du FIDA en 1990, le Fonds ne lui a accordé jusqu'ici aucun prêt. Ce nouveau programme d'options stratégiques pour le pays (COSOP) couvrira la période de cinq ans allant de 2014 à 2018. Il a été élaboré selon un processus de consultation, associant plusieurs parties prenantes sous la direction conjointe du Gouvernement du Myanmar et du FIDA. Engagé en 2010, le processus de préparation s'est poursuivi jusqu'à la mi-2011, date à laquelle le COSOP a été approuvé par la direction du FIDA. Toutefois, en raison des changements importants survenus au cours des trois dernières années (réformes de fond, élections, mise en place d'un nouveau gouvernement début 2012, levée de nombreuses sanctions internationales), le COSOP a été revu dans une large mesure, conjointement avec le gouvernement, et présenté de nouveau à la direction du FIDA pour examen. Il a été approuvé par la direction du Fonds en janvier 2014.

II. Le contexte du pays

A. Économie, agriculture et pauvreté rurale

Situation économique générale

2. Après 50 ans d'isolement, au début de 2011, le Myanmar s'est engagé dans la voie de réformes politiques et économiques de grande ampleur, visant à mettre en place les premiers éléments d'une représentation populaire dans la sphère politique, à favoriser la croissance économique et le développement social au profit de tous, à créer un environnement plus propice aux activités commerciales, à attirer les investissements étrangers et à réduire la pauvreté.
3. En 2011, la population du Myanmar était estimée à 60,6 millions d'habitants, le taux annuel d'accroissement démographique étant de 1,3%. Le Myanmar, qui fait partie des pays les moins avancés, est l'une des nations les plus pauvres d'Asie; selon le Rapport sur le développement humain 2013, il se situe au 149^e rang sur 186 pays (avec un indicateur du développement humain égal à 0,498). En 2011, son PIB s'élevait à plus de 55 milliards d'USD, soit en moyenne 916 USD par habitant, le taux annuel d'accroissement du PIB atteignant 5,5%. En 2010, le secteur agricole représentait 36% du PIB, le secteur des services 38%, et le secteur industriel et manufacturier 26%.

Agriculture et pauvreté rurale

4. Le Myanmar, qui est doté d'abondantes ressources en terres et en eau et bénéficie d'un climat favorable à l'agriculture, est le plus grand pays de l'Asie du Sud-Est. Le secteur agricole (y compris l'élevage et les pêches) est considéré comme le pilier de l'économie, et environ 70% de la population active travaille dans ce secteur ou en tire la majeure partie de ses revenus. Représentant environ 60% de la superficie ensemencée nette et 80% de la valeur de la production sectorielle, le riz est la culture la plus importante. Ce secteur assure de 25 à 30% du montant total des exportations. Les légumineuses sont actuellement le principal produit d'exportation, pour un montant de 1,4 milliard USD, tandis que les exportations de riz, de caoutchouc et de produits de la pêche rapportent chacune entre 300 millions d'USD et 400 millions d'USD par an (2010-2011).
5. Malgré son potentiel de croissance, le secteur agricole souffre de manière chronique de l'insuffisance des investissements en faveur de la recherche, de la vulgarisation, du transfert des technologies, du développement des infrastructures, de l'amélioration des chaînes de valeur et de la commercialisation. En outre, les paysans n'ont pas bénéficié de prix rémunérateurs pour leurs produits, faute de politiques favorables et pour des raisons structurelles, ce qui a entraîné une baisse des revenus ruraux.

6. Paradoxalement, dans un pays si riche en ressources, on observe un lien étroit entre l'agriculture et la pauvreté, et il existe un véritable fossé entre les milieux rural et urbain. Bien que, globalement, le pays produise des excédents vivriers, de nombreuses zones rurales souffrent d'insécurité alimentaire chronique et aiguë. Ces disparités existent à l'intérieur des États et entre eux, à l'intérieur des zones villageoises et au sein des villages, où l'insécurité alimentaire et la pauvreté des ménages sont étroitement liées.
7. Il n'existe pas de données chronologiques fiables sur la pauvreté. Toutefois, d'après les deux évaluations intégrées des conditions de vie des ménages réalisées en 2004-2005 et en 2009-2010, le taux de pauvreté a reculé de 32% en 2005 à 26% en 2010. Ces statistiques globales masquent d'importantes différences entre les régions et entre les milieux rural et urbain. Les États les plus pauvres, comme celui de Chin (où 73% de la population vit en dessous du seuil de pauvreté) et de Shan (52% en dessous du seuil de pauvreté), souffrent davantage de la pauvreté et de la misère sociale que des régions telles que celles de Rangoon et de Môn.
8. L'incidence de la pauvreté est nettement plus forte en milieu rural (29% de la population) qu'en milieu urbain (15%). Les zones rurales sont également en retard pour ce qui est des indicateurs sociaux, de santé et d'éducation. Les populations rurales pauvres comprennent généralement les paysans sans terre (formant de 35 à 53% de la population rurale, selon la région), les agriculteurs ayant accès à des exploitations petites et marginales (d'une superficie généralement inférieure à deux hectares) et les groupes ethniques. Ces populations, dont les approvisionnements vivriers sont insuffisants, souffrent d'une mauvaise nutrition et manquent d'articles non alimentaires essentiels. La majeure partie des populations pauvres vit dans la zone sèche centrale (où les sols sont sableux, les précipitations faibles et la densité démographique élevée) ou dans des zones collinaires peuplées par des groupes ethniques, qui sont isolées, ont des ressources limitées en terres arables et ont souffert du conflit.
9. Selon l'indice de l'inégalité entre les sexes pour 2012, le Myanmar est classé au 80^e rang sur 186 pays. Extrêmement vulnérables à l'insécurité alimentaire et à la pauvreté, les femmes, et plus particulièrement les femmes rurales, constituent l'un des groupes les plus marginalisés. Le droit coutumier bouddhiste et la Constitution de 2008 assurent des droits égaux aux hommes et aux femmes, mais celles-ci ne sont pas bien représentées dans les sphères politiques et administratives de haut niveau, en dehors des domaines traditionnels des services sociaux, de la santé et de l'éducation. Au niveau local (districts, communes et villages), les femmes ne sont guère représentées, notamment dans les organes de décision. L'attitude dominante sur le plan culturel est propice à une répartition stéréotypée des rôles: les femmes sont étroitement associées aux activités domestiques, même si elles jouent un rôle fondamental dans la prise de décisions et sont souvent propriétaires des biens. Les plans nationaux de développement quinquennaux n'ont pas suffisamment traité la question de l'inégalité entre les sexes, et le fardeau excessif lié à la pauvreté et à la militarisation qui pèse sur les femmes n'a guère été pris en considération. En outre, les systèmes de collecte de données ventilés par sexe et de suivi du bien-être des femmes sont peu développés et centrés essentiellement sur leur fonction de procréation. Malgré ces problèmes, des progrès notables ont été réalisés ces dernières années dans l'intégration de la problématique hommes-femmes, en particulier en matière de développement institutionnel, d'activités de plaidoyer et de sensibilisation.
10. Le Myanmar est caractérisé par une grande diversité ethnique: il compte huit grands groupes ethniques, 135 sous-groupes et 108 groupes ethnolinguistiques différents. Selon les estimations, la population est composée de 68% de Birmans, 9% de Shan, 7% de Karen, 4% de Rakhine, 2% de Môn, et 5% de Kachin, Kayah et Kayin (les autres habitants étant des Chinois et des Indiens). Les groupes ethniques figurent parmi les populations les plus démunies et les plus marginalisées, et il existe une étroite corrélation entre l'origine ethnique et la pauvreté et l'insécurité alimentaire. Les terres ancestrales des groupes ethniques

contiennent très souvent des ressources minérales précieuses qui ont été exploitées par des personnes extérieures, ce qui a provoqué des conflits. Ces groupes ethniques souffrent d'un isolement physique, social et économique en raison d'une topographie difficile et du manque d'intérêt des pouvoirs publics. Dans les zones touchées par le conflit, les ménages appartenant aux groupes ethniques ont été déplacés, perdant ainsi leur accès à la terre et leurs moyens de subsistance. Les ethnies kachin, karen et rohingya constituent les groupes les plus importants de personnes déplacées à l'intérieur du pays. Cependant, il est avéré que ces groupes ethniques ont des compétences, des ressources, des savoirs autochtones uniques et des pratiques durables sur le plan environnemental qui pourraient être exploités et appréciés à leur juste valeur à des fins de développement plus générales.

B. Politiques, stratégies et contexte institutionnel

Le contexte institutionnel national

11. Sept institutions sont chargées du développement agricole et rural, dont trois ont une influence directe sur le secteur agricole: i) le Ministère de l'agriculture et de l'irrigation, responsable des cultures, de l'irrigation, du crédit agricole et de la mécanisation; ii) le Ministère de l'élevage, de la pêche et du développement rural; et iii) le Ministère de la conservation environnementale et des forêts, responsable des forêts et de l'environnement ainsi que de la conservation de la biodiversité. Les quatre autres ministères qui interviennent dans les régions rurales sont le Ministère des coopératives, le Ministère de l'intérieur, le Ministère de l'industrie et le Ministère de la promotion des zones frontalières, des ethnies nationales et du développement.

La stratégie nationale de réduction de la pauvreté rurale

12. Même si le Myanmar n'applique pas à proprement parler une stratégie de réduction de la pauvreté, une série de plans nationaux de développement ont contribué à la réalisation du premier Objectif du Millénaire pour le développement (la réduction de la pauvreté). Le gouvernement a récemment commencé à mettre en œuvre une approche plus cohérente du développement, qui prévoit un plan d'action en faveur du développement rural et de la réduction de la pauvreté, un plan national global de développement à long terme et un cadre de réformes économiques et sociales. Ce dernier fixe les orientations du processus permanent de réforme et expose ses buts généraux et ses objectifs à moyen terme. Il est axé sur un programme d'action pour les trois prochaines années, qui pourrait produire des effets rapides et sera mis en œuvre de manière à procurer des avantages concrets et durables à la population.
13. Le plan d'action en faveur du développement rural et de la réduction de la pauvreté, le plan national global de développement à long terme et le Cadre de réforme économique et sociale constituent le dispositif d'ensemble qui sera mis en œuvre dans le secteur agricole, en s'appuyant sur le Cadre national des priorités à moyen terme pour 2011-2014, lequel définit sept priorités. La première vise à augmenter la production agricole, afin de garantir la sécurité alimentaire, et comprend des mesures favorisant la réduction de la pauvreté; la sixième priorité consiste à améliorer les moyens de subsistance ruraux en aidant les communautés à exploiter leurs ressources physiques, naturelles et humaines. La sécurité alimentaire était déjà une priorité dans les plans de développement précédents, mais c'est la première fois que des mesures de réduction de la pauvreté sont intégrées dans un cadre stratégique, à savoir le Cadre national des priorités à moyen terme.

Harmonisation et alignement

14. À la suite des changements politiques récents et de l'adoption de plusieurs réformes politiques et stratégiques de vaste portée, nombre des sanctions internationales prises à l'encontre du Myanmar ont été levées. De nombreux bailleurs de fonds bilatéraux ont repris leurs opérations d'assistance dans le pays. En outre, deux grandes institutions financières internationales – la Banque mondiale et la Banque asiatique de développement – ont établi des stratégies concernant leurs futures

opérations respectives au Myanmar et vont commencer à accorder des prêts, puisque les questions relatives aux arriérés non réglés sont désormais résolues. Les organismes des Nations Unies intervenant dans le pays ont élaboré un cadre stratégique des Nations Unies pour le Myanmar, dans lequel le programme de pays prévu par le FIDA s'inscrit parfaitement. Par ailleurs, le Fonds est l'un des principaux membres du groupe de travail sectoriel sur l'agriculture, qui sert de dispositif de coordination et de conseil en matière de politiques au niveau national.

III. Enseignements tirés de l'expérience du FIDA dans le pays

A. Résultats, impact et performance

15. Le présent COSOP est le premier programme d'options stratégiques du FIDA pour le Myanmar. À ce jour, le Fonds n'a accordé aucun prêt au Myanmar.

B. Enseignements tirés

16. Le programme de pays prévu par le FIDA met à profit l'expérience qu'il a acquise dans des pays présentant des situations analogues à l'échelle régionale et mondiale, notamment des pays en transition. Il tire également parti des expériences pratiques et des enseignements tirés des projets financés par les partenaires bilatéraux et multilatéraux intervenant dans le pays.

IV. Cadre stratégique du FIDA pour le pays

A. Avantage comparatif du FIDA

17. L'avantage comparatif du Fonds à l'échelle mondiale est exposé dans le Cadre stratégique du FIDA pour 2011-2015. Son avantage comparatif spécifique au Myanmar découle de la base de savoirs accumulés grâce à ses expériences régionales et mondiales en matière de financement de l'agriculture paysanne, de croissance économique et de réduction de la pauvreté en milieu rural, dans des contextes sociaux et économiques analogues. Cette base de savoirs présente un intérêt particulier pour le gouvernement, qui cherche à appliquer une stratégie solidaire de modernisation du secteur agricole et de développement des zones rurales.
18. Le FIDA peut notamment proposer au Myanmar toute une série de méthodes fondées sur des données probantes, de produits relatifs aux savoirs et de pratiques performantes, qui répondent directement aux objectifs généraux et aux stratégies sectorielles du pays en matière d'agriculture et de développement rural. Premièrement, le FIDA peut proposer des méthodes ayant fait leurs preuves pour faire adopter des approches participatives, favoriser l'autonomisation des communautés et de leurs organisations, et renforcer ces dernières afin qu'elles deviennent des institutions viables œuvrant au développement social et économique. Deuxièmement, le FIDA peut fournir les compétences techniques nécessaires pour améliorer l'accès des populations rurales pauvres, femmes et hommes, aux ressources naturelles, aux actifs productifs, aux technologies résistantes aux aléas climatiques, aux services et aux possibilités d'emploi. Troisièmement, le FIDA peut partager ses données d'expérience sur la petite agriculture commerciale, les filières de produits et les liens avec les entreprises agroalimentaires, bénéficiant du soutien des technologies améliorées, des services consultatifs, des services financiers et des infrastructures de production. Quatrièmement, le FIDA peut renforcer les capacités des institutions chargées du développement rural et de l'agriculture dans le domaine technique et en matière d'opérations et de gestion, afin qu'elles s'acquittent de leurs tâches d'une manière efficace et axée sur les résultats et respectent leurs obligations fiduciaires. Enfin, le FIDA peut collaborer avec le gouvernement en vue de mobiliser des ressources auprès de divers partenaires bilatéraux et multilatéraux, qui pourraient cofinancer les investissements et, par la suite, reproduire les activités à plus grande échelle.

B. Objectifs stratégiques

19. Le présent COSOP a pour objet de contribuer à favoriser la croissance économique et la réduction de la pauvreté en milieu rural au Myanmar, au profit de tous, en appuyant les initiatives gouvernementales en faveur de la sécurité alimentaire et de la sécurité du revenu des populations rurales pauvres, femmes et hommes. Le programme de pays du FIDA investira dans les domaines prioritaires pertinents définis par le gouvernement dans le plan d'action en faveur du développement rural et de la réduction de la pauvreté, le plan national global de développement à long terme et le cadre de réforme économique et sociale. Ce programme de pays, qui joue un rôle moteur dans le développement, sera mis en œuvre en partenariat avec les organismes de développement bilatéraux et multilatéraux, les ONG, le secteur privé et les autres parties prenantes du pays. Le FIDA contribuera également à la mise en œuvre du cadre stratégique des Nations Unies pour le Myanmar et complétera concrètement les autres initiatives de développement rural.
20. L'objectif primordial du COSOP est de contribuer à réduire la pauvreté parmi les populations rurales pauvres, femmes et hommes, notamment parmi les petits exploitants, les paysans sans terre, les groupes ethniques et les autres groupes marginalisés. Cette démarche est conforme à la politique du gouvernement en faveur d'une croissance axée sur les populations, favorable aux pauvres et profitant à tous, et elle s'inscrit dans le Cadre stratégique du FIDA pour 2011-2015, qui vise à permettre aux populations rurales pauvres d'améliorer leur sécurité alimentaire, leur nutrition, leurs revenus et leur capacité de résistance.
21. Le présent COSOP est fondé sur trois objectifs stratégiques pour la période 2014-2018:
 - Objectif stratégique 1: donner les moyens aux populations rurales, femmes et hommes, d'avoir accès aux ressources agricoles, aux technologies, aux services et aux marchés;
 - Objectif stratégique 2: créer des possibilités d'emploi et d'activités commerciales en milieu rural, pour les femmes et les hommes; et
 - Objectif stratégique 3: promouvoir l'autonomisation sociale et économique des groupes marginalisés, en particulier les groupes ethniques.
22. Plusieurs thèmes et instruments interdépendants essentiels seront intégrés dans l'ensemble du programme de pays: le renforcement des capacités des communautés et de leurs organisations; le renforcement des capacités des institutions publiques qui assurent les services nécessaires au développement rural et à l'agriculture; l'égalité entre les sexes afin de favoriser l'accès équitable des femmes et des hommes aux ressources, aux actifs économiques, aux services et au pouvoir de décision; les activités qui prennent en compte la nutrition afin de maximiser les avantages des investissements des projets pour les ménages; l'adaptation au changement climatique et l'atténuation de ses effets afin de renforcer la capacité des communautés et des institutions à gérer les risques climatiques; la gestion intégrée des ressources naturelles qui associe les aspects sociaux, productifs et environnementaux; la bonne gouvernance axée sur la participation et la représentation, le respect des obligations fiduciaires, la transparence et l'obligation redditionnelle; et la reproduction à plus grande échelle des expériences pratiques, des approches et des méthodologies ayant donné de bons résultats.

C. Perspectives d'innovation

23. Du fait de l'isolement antérieur du Myanmar, son secteur agricole n'a pas pleinement profité des progrès mondiaux concernant les technologies et les méthodes agricoles. Le FIDA s'emploiera, en collaboration avec les partenaires de développement et les organismes gouvernementaux compétents, à faire adopter des méthodes qui ont donné de bons résultats dans des contextes analogues mais qui, s'agissant du Myanmar, seront novatrices. Les efforts seront axés sur la modernisation de l'agriculture, l'amélioration des filières, les liens avec les

entreprises agroalimentaires, la diversification des moyens de subsistance, la promotion des entreprises rurales et la création d'emplois non agricoles.

24. S'agissant de l'objectif stratégique 1, l'accent en matière d'innovation sera mis sur: i) le recours aux mécanismes participatifs pour définir les groupes cibles; ii) la mise à disposition ciblée de technologies et de services; iii) les variétés végétales résistantes aux stress et les autres techniques agricoles intelligentes face au climat; et iv) la diversification des moyens de subsistance. Dans le cadre de l'objectif stratégique 2, l'accent sera mis sur: i) les activités rémunératrices et les microentreprises, à l'intention notamment des paysans sans terre; ii) les instruments, produits et services de financement rural adaptés; et iii) les nouvelles modalités de partenariat public-privé en faveur du développement des filières. S'agissant de l'objectif stratégique 3, l'accent sera mis sur: i) les modèles améliorés de gestion des ressources naturelles; ii) les possibilités de recueillir les savoirs autochtones des groupes ethniques et de les associer aux connaissances scientifiques modernes; et iii) la promotion du développement respectueux de l'identité et de la culture des groupes ethniques.
25. Les innovations du programme de pays qui donnent de bons résultats seront reproduites à plus grande échelle. L'élément moteur de cette reproduction sera le Ministère de la planification nationale et du développement économique, épaulé par les ministères d'exécution compétents. Les expériences réussies seront soigneusement décrites et communiquées aux institutions gouvernementales, ainsi qu'aux partenaires bilatéraux et multilatéraux. L'apprentissage et la reproduction à plus grande échelle seront des éléments essentiels du programme de pays, et les activités ayant donné de bons résultats seront reproduites à plus grande échelle dans d'autres régions à mesure que de nouveaux projets seront conçus. Pour ces opérations de plus grande ampleur, il sera essentiel d'obtenir des ressources auprès du gouvernement et des partenaires, à des fins de cofinancement.
26. Le premier prêt proposé par le FIDA au Myanmar financera le Projet de renforcement de la relance du secteur agricole, qui sera mis en œuvre dans certaines parties de la zone sèche centrale. Des éléments fondamentaux de la conception de ce projet sont reproduits à plus grande échelle par des partenaires importants. La Banque mondiale prévoit d'investir 100 millions d'USD en octobre 2014 dans trois régions de la zone sèche centrale (Bago, Mandalay et Sagaing), en reproduisant à plus grande échelle les investissements appropriés du Projet de renforcement de la relance du secteur agricole au Myanmar, en particulier dans les domaines de la gestion de l'irrigation et des services consultatifs. Le FIDA et la Banque mondiale coordonnent soigneusement leurs investissements respectifs, et la Banque mondiale envisage d'appliquer les dispositions prises par le projet du FIDA en matière de gestion des activités. Par ailleurs, le Fonds d'affectation spéciale Modes de subsistance et sécurité alimentaire (un important fonds d'affectation spéciale multidonateur) envisage de reproduire à plus grande échelle l'approche et les activités pertinentes du Projet de renforcement de la relance du secteur agricole au Myanmar, dans le cadre de son nouveau programme prévu dans la zone sèche centrale.

D. Stratégie de ciblage

27. Conformément à la politique du FIDA en matière de ciblage, les investissements seront axés sur les femmes et les hommes pauvres et exposés à l'insécurité alimentaire, vivant en milieu rural, qui sont en mesure de tirer profit des possibilités économiques et sociales offertes. Les principaux groupes cibles seront formés de petits exploitants, de ménages de paysans sans terre, de ménages dirigés par une femme et de groupes ethniques. Des méthodes participatives seront appliquées pour mettre en évidence les possibilités d'améliorer les moyens de subsistance de ces groupes cibles. Le risque que la sélection des bénéficiaires soit influencée par des critères politiques sera ainsi réduit; ces méthodes permettront également d'éviter l'exclusion des populations rurales pauvres et de garantir que les plus vulnérables peuvent participer aux activités financées par le FIDA et en tirer profit.

28. Le premier projet financé par le FIDA sera mis en œuvre dans certaines régions de la zone sèche centrale, où l'incidence de la pauvreté est élevée et où les populations pauvres sont vulnérables face aux aléas climatiques, en raison des sols sableux, des faibles précipitations et de la forte densité démographique. Il est prévu de mettre en œuvre le deuxième projet financé par le FIDA dans les États de Kayin et Shan, qui sont caractérisés par une forte concentration de groupes ethniques. Dans ces deux États, des accords de paix ont été signés, et il existe de vastes possibilités de développement agricole.

E. Articulation au niveau des politiques

29. Le programme de pays renforcera l'articulation avec les politiques à deux niveaux. Premièrement, les projets financés par le FIDA permettront d'analyser les questions d'orientation, à la lumière de l'expérience acquise en matière d'exécution; les alliances entre les parties prenantes seront favorisées afin de mettre en évidence les mesures proposées, de renforcer les capacités d'élaboration des politiques, et de promouvoir les activités de plaidoyer dans le cadre des dispositifs nationaux. Deuxièmement, la participation directe du FIDA à l'élaboration des politiques avec le gouvernement et les partenaires consistera essentiellement à mettre à disposition les enseignements tirés de ses activités de réduction de la pauvreté dans les débats pertinents sur les politiques et les stratégies. Ces données d'expérience offrent une occasion exceptionnelle de repérer les lacunes en matière d'orientations et de formuler des recommandations au sujet des problèmes rencontrés par les populations rurales pauvres; elles permettent en outre de constituer une base de données factuelles susceptible d'éclairer les débats sur l'action à mener.
30. Le FIDA joue déjà un rôle fondamental dans les plateformes de concertation sur les politiques mises en place par le gouvernement et les partenaires, telles que le groupe de travail sectoriel sur l'agriculture. Ce groupe aide le gouvernement à s'assurer que les politiques et stratégies sectorielles sont adéquates et à définir les programmes prioritaires et les stratégies à moyen terme qui peuvent être exécutés avec l'appui financier des partenaires, de manière coordonnée. Dans ce contexte, la participation du FIDA au groupe de travail sectoriel lui donne l'occasion d'œuvrer aux côtés du gouvernement à des réformes de fond plus vastes, conjointement avec des partenaires tels que la Banque mondiale. Le FIDA deviendra également un membre actif du groupe de travail sur le financement rural, qui encourage l'accès aux services financiers de base, tandis que les opérations financées par le Fonds appuieront toute une série de services financiers ruraux utiles, en collaboration avec les partenaires.
31. Le FIDA est en outre déterminé à renforcer les capacités d'institutions gouvernementales fondamentales, telles que le Ministère de l'agriculture et de l'irrigation et le Ministère de l'élevage, de la pêche et du développement rural, qui sont responsables de l'agriculture et de la réduction de la pauvreté rurale. À cet égard, deux petits dons, destinés respectivement au renforcement des capacités de la Direction du développement rural du Ministère de l'élevage, de la pêche et du développement rural et de plusieurs directions du Ministère de l'agriculture et l'irrigation, ont été approuvés.

V. Gestion du programme

A. Suivi du programme de pays

32. L'absence de seuil de pauvreté officiel, l'inexistence de données de référence ventilées par origine ethnique, sexe et droits de propriété sur les terres, et le manque de collecte systématique de données sociales et économiques sont autant d'obstacles au suivi de la performance du programme de pays dans le cadre du COSOP. Le programme de pays surmontera ces contraintes en recueillant dans les zones cibles des données fiables, ventilées par sexe, origine ethnique et droits de propriété sur les actifs productifs, pendant la conception et l'exécution des projets. Des évaluations de la pauvreté et de la vulnérabilité seront conduites, et les travaux analogues entrepris par les partenaires seront analysés. Ces évaluations

permettront de constituer des données de référence qui serviront à suivre les progrès accomplis dans la réalisation des objectifs stratégiques, en se fondant sur les indicateurs de résultats figurant dans le cadre de gestion des résultats du COSOP. Les évaluations de l'impact effectuées par les parties prenantes, notamment les bénéficiaires, guideront les opérations de planification des projets. Les dispositions prises pour suivre la mise en œuvre du COSOP seront notamment les suivantes: i) établir des données de référence et des objectifs chiffrés pour les résultats, ainsi que des points de repère pour les objectifs stratégiques; ii) analyser systématiquement les données issues des systèmes de suivi-évaluation des projets, ainsi que du système de gestion des résultats et de l'impact (SYGRI); et iii) analyser les conclusions des études de l'impact entreprises pendant l'exécution.

B. Gestion du programme de pays

33. La gestion du COSOP incombe au gouvernement et au FIDA. Il n'existe pas actuellement de bureau de pays au Myanmar; le chargé de programme de pays installé au siège du FIDA est responsable dudit programme et tenu d'en rendre compte. Le FIDA prévoit d'ouvrir un bureau de pays lorsque que le programme de pays prendra de l'ampleur.
34. Le FIDA supervisera directement et appuiera l'exécution des projets en se fondant sur sa Politique en matière de supervision et d'appui à l'exécution. Compte tenu de l'élargissement progressif du portefeuille de prêts du pays, un examen annuel détaillé de la performance du portefeuille sera mis en place, avec la participation de fonctionnaires gouvernementaux, de membres clés du personnel des projets, de l'équipe du programme de pays et éventuellement d'autres parties prenantes. Ces examens permettront de repérer les obstacles et les possibilités offertes dans le cadre de l'exécution du programme de pays, de mettre en commun les données d'expérience et les enseignements tirés avec les initiatives gouvernementales et les projets de développement, et de recommander des actions correctives pour résoudre les questions politiques et opérationnelles et avancer selon qu'il convient. Dans leur gestion du COSOP, le FIDA et le gouvernement favoriseront l'harmonisation avec les politiques nationales et l'alignement sur les opérations des partenaires. L'étroite supervision du programme de pays garantira le respect des obligations fiduciaires et la conformité des opérations avec les directives et règlements pertinents.

C. Partenariats

35. S'agissant du COSOP et des projets, les partenariats seront établis conformément à la stratégie du FIDA en la matière. Les quatre types de partenariats suivants sont envisagés:
- a) **Partenariats de cofinancement structuré** établis avec les partenaires. L'idée est de mettre sur pied un cofinancement structuré du programme de pays, plutôt qu'un cofinancement pour chaque projet, en se fondant sur les buts et objectifs communs et sur une vision partagée de la portée et des résultats escomptés. Parmi les partenaires pourraient figurer la Banque mondiale, la Banque asiatique de développement, l'Union européenne, l'Agence japonaise de coopération internationale et la Banque coréenne d'import-export. Ce cofinancement structuré pourrait être centré sur le développement des infrastructures, les services financiers, les technologies et le renforcement des capacités. Des efforts seront également déployés afin de pouvoir financer les mesures relatives au changement climatique du Programme d'adaptation de l'agriculture paysanne du FIDA, du Fonds vert pour le climat et du Fonds pour l'environnement mondial.
- b) **Partenariats avec le secteur privé** établis avec des organismes du secteur privé nationaux et/ou multinationaux. Il s'agira de partenariats d'affaires avec les entreprises agroalimentaires, aux fins de l'intégration verticale des filières, reposant sur des rapports contractuels avec des organisations de petits exploitants, et de partenariats financiers noués avec des établissements du secteur privé conformément aux engagements en matière de responsabilité

sociale des entreprises. Les partenariats avec le secteur privé national devraient se développer progressivement, par étapes, selon l'évolution des capacités de ce secteur.

- c) **Partenariats techniques** avec des institutions qui offrent des solutions en matière de technologies et de savoirs, au profit des petits exploitants et des entrepreneurs sans terre. Des relations seront établies avec les institutions nationales compétentes, telles que les ministères et les instituts de recherche. Des partenariats seront noués avec des organisations internationales qui assurent des fonctions de consultation et mettent à disposition des technologies améliorées, des services financiers ruraux et des services d'exploitation. Les partenaires techniques seront choisis en fonction des résultats utiles aux groupes cibles qu'ils peuvent obtenir.
- d) **Partenariats de plaidoyer.** À moyen terme, le programme de pays cherchera à établir des partenariats avec des organisations de la société civile ou des ONG, qui peuvent exercer des activités de plaidoyer en faveur des populations rurales pauvres ou en leur nom. La libéralisation des débats au sein de la société civile au Myanmar n'en est qu'à ses balbutiements, et ces partenariats devraient se développer au cours des trois à cinq prochaines années.

D. Gestion des savoirs et communication

- 36. Du fait de son isolement antérieur par rapport à la communauté internationale, le Myanmar n'a pas pu se familiariser avec les méthodes appliquées avec succès pour favoriser le développement rural et la réduction de la pauvreté. Le gouvernement a maintenant besoin de compétences techniques extérieures pour l'aider à concevoir et à mettre en œuvre des programmes fondés sur des politiques favorables aux pauvres et donnant des résultats sur le terrain. La conception et la supervision des prêts du FIDA, l'appui à l'exécution et le programme de dons sont pour le Fonds les principaux moyens d'aider le gouvernement à tirer parti des meilleures pratiques à l'échelle mondiale et à appliquer avec succès ses politiques et stratégies nouvelles. Il s'agira notamment d'avoir accès aux savoirs tirés de l'expérience acquise par le FIDA, pour ce qui est de moderniser l'agriculture, d'aider les groupes ethniques, de prendre en compte la problématique hommes-femmes, d'améliorer les filières rentables et de créer des services financiers à l'intention des populations rurales pauvres. Les enseignements tirés et les meilleures pratiques seront partagés par le biais de la concertation sur les politiques et des notes d'orientation, et moyennant des réunions et des activités d'apprentissage auxquelles seront associés le personnel des projets, le gouvernement et d'autres organismes de développement.
- 37. Attendu que le présent programme est le premier COSOP élaboré par le FIDA pour le Myanmar, il présente des lacunes dans la connaissance des politiques et de l'environnement opérationnel du pays, en pleine évolution. Dans cette optique, l'inventaire, la gestion et la transmission des savoirs seront des éléments essentiels du programme de pays, s'agissant de mettre à profit une base analytique de données factuelles. L'approche proposée repose sur l'apprentissage pratique, à savoir la mise à l'essai de modalités opérationnelles matériellement possibles et l'incorporation des enseignements tirés et des meilleures pratiques dans le programme de pays, par le biais de systèmes appropriés de suivi-évaluation, qui recueillent et analysent les informations pertinentes. Cette démarche contribuera à la réalisation des objectifs stratégiques, ainsi que des priorités nationales. Le programme de pays favorisera une culture de l'apprentissage à partir des résultats des activités de développement.

E. Cadre de financement SAFF

- 38. Le COSOP couvre la période allant de 2014 à 2018 et englobe deux cycles du Système d'allocation fondé sur la performance (SAFF). À titre indicatif, les

ressources affectées au Myanmar pour le cycle 2013-2015 du SAFP¹ s'élèvent à environ 38,35 millions d'USD. Le Myanmar remplit actuellement les conditions requises pour contracter auprès du FIDA un emprunt à des conditions particulièrement favorables (commission de service annuelle égale à 0,75%, période de remboursement de 40 ans y compris un différé d'amortissement de 10 ans). Deux projets d'investissement sont prévus au titre du cycle du SAFP 2013-2015: le premier sera présenté au Conseil d'administration en avril 2014 et le second en décembre 2014 ou avril 2015, selon la demande exprimée par le gouvernement. Deux petits dons en faveur du pays ont déjà été approuvés au titre du cycle en cours: le premier servira à renforcer les capacités thématiques de la Direction du développement rural du Ministère de l'élevage, de la pêche et du développement rural; le second, mis en œuvre par le Bureau des Nations Unies pour les services d'appui aux projets, permettra de renforcer la capacité de gestion des projets du Ministère de l'agriculture et de l'irrigation. Un petit don, qui devrait permettre au Ministère de l'élevage, de la pêche et du développement rural de mettre à l'essai des modèles d'élevage évolutifs, est en cours de traitement, et un autre petit don concernant l'élaboration de modèles évolutifs d'agroforesterie communautaire, à l'intention du Ministère de la conservation environnementale et des forêts, est à l'étude.

Tableau 1
Calcul de l'allocation SAFP pour la première année du COSOP

| <i>Indicateur</i> | <i>COSOP année 1</i> |
|--|----------------------|
| Notes évaluant le secteur rural | |
| A i) Dispositif politique et juridique encadrant les organisations rurales | 3,50 |
| A ii) Dialogue entre le gouvernement et les organisations rurales | 3,38 |
| B i) Accès à la terre | 3,38 |
| B ii) Accès à l'eau à usage agricole | 3,00 |
| B iii) Accès aux services de recherche et de vulgarisation agricoles | 2,75 |
| C i) Conditions propices au développement des services financiers ruraux | 3,13 |
| C ii) Climat des investissements pour les entreprises rurales | 3,33 |
| C iii) Accès aux marchés des intrants et des produits agricoles | 3,00 |
| D i) Accès à l'éducation dans les zones rurales | 3,75 |
| D ii) Représentation des femmes | 1,83 |
| E i) Affectation et gestion des fonds publics en faveur du développement rural | 3,00 |
| E ii) Obligation redditionnelle, transparence et corruption dans les zones rurales | 2,69 |
| Somme des notes cumulées | 136 |
| Moyenne des notes cumulées | 3,06 |
| Notation des projets à risque. | 3,5 |
| Évaluation des politiques et institutions nationales (EPIN) | - |
| Note du pays | 5 443 |
| Allocation annuelle (en dollars des États-Unis) | 13 023 115 |

Tableau 2
Relations entre les indicateurs de performance et la note du pays

| <i>Scénario de financement</i> | <i>Note PAR (+/- 1)</i> | <i>Note de performance du secteur rural (+/- 0,3)</i> | <i>Variation en pourcentage du score SAFP du pays par rapport au scénario de base</i> |
|--------------------------------|-------------------------|---|---|
| Hypothèse basse | 3 | 2,76 | -34% |
| Hypothèse de base | 4 | 3,06 | 0% |
| Hypothèse haute | 5 | 3,36 | 41% |

¹ L'allocation annuelle de ressources à un pays est fondée sur une évaluation du cadre sectoriel du développement rural (réalisée en septembre 2012 pour le Myanmar), sur une note relative aux projets à risques (sans objet pour le Myanmar puisque le pays n'a bénéficié d'aucun projet financé par le FIDA) et sur l'indice d'allocation des ressources de l'Association internationale de développement (IDA), lesquels permettent d'établir la note finale du pays.

F. Risques et gestion des risques

39. L'évaluation du risque fiduciaire est issue de l'examen du système de gestion des finances publiques du Myanmar effectué par le FIDA et la Banque mondiale, et du Cadre de mesure de la performance en matière de dépenses publiques et de responsabilité financière, selon lequel le risque fiduciaire inhérent au pays est "élevé". De ce fait, le principe du cloisonnement sera appliqué aux dispositions relatives à la gestion financière des projets financés par le FIDA. Des auditeurs externes seront engagés par appel d'offres et des audits seront réalisés conformément aux normes internationales en la matière.
40. Les principaux risques associés à la réalisation des objectifs stratégiques sont liés aux institutions, aux aspects financiers ou aux orientations, plutôt qu'aux questions techniques.
41. Un risque important concerne les incertitudes entourant l'environnement opérationnel. Pour le réduire, il conviendra de renforcer la confiance entre le gouvernement et le FIDA, de veiller à ce que ce dernier comprenne bien les politiques et les systèmes gouvernementaux, d'améliorer la compréhension du modèle opérationnel du Fonds par le gouvernement, et de mettre au point un cadre commun de responsabilité mutuelle au niveau des projets.
42. Un deuxième risque important est lié à la capacité limitée des institutions gouvernementales à planifier et mettre en œuvre des investissements participatifs en faveur du développement. Ce risque sera atténué en renforçant les capacités des institutions en question (grâce aux petits dons octroyés à cette fin à la Direction du développement rural du Ministère de l'élevage, de la pêche et du développement rural et au Ministère de l'agriculture et de l'irrigation), en adaptant rigoureusement le niveau des investissements des projets à la capacité d'absorption, en constante évolution, et en assurant la coordination avec les activités de renforcement des capacités des partenaires de développement.
43. Un troisième risque important est lié à la transparence dans l'affectation des fonds des projets et l'accès des groupes cibles aux ressources. Il sera réduit grâce au cadre de responsabilité mutuelle, au cadre de bonne gouvernance et aux garanties spécifiques au niveau des projets, aux activités intensives de supervision garantissant le respect des obligations fiduciaires, et à l'application du principe de la tolérance zéro conformément à la politique du FIDA.

COSOP consultation process

Note: The COSOP for Myanmar was already endorsed by OSC in July 2011 (OSC/2011/21/APR), and all OSC recommendations were addressed in the document. However, due to the significant changes which occurred over the past three years (elections, establishment of a new Government in early 2012, sweeping reforms, lifting of many international sanctions) APR considers it appropriate to revise and re-submit the document for OSC endorsement.

Background

1. The background to the formulation of the COSOP for Myanmar includes:
 - The Union of Myanmar joined IFAD in 1990, following which a General Identification mission visited the country to develop a suitable strategy for IFAD's assistance. Among the projects identified, the Border Hills Area Project in Wa region was prioritized by the Government authority. The project was formulated in 1991-92, but not processed further. So far, IFAD has not provided any loan or grant directly to Myanmar, except a regional grant for strengthening agricultural competitiveness executed through FAO covering Myanmar as part of the Greater Mekong Sub-region.
 - During 2004-2010, H.E. Mr Htay Oo, the ex-minister of the Ministry of Agriculture and Irrigation (MOAI) met the Senior Management of IFAD on several occasions and on behalf of the government, requested IFAD to start its lending operations in Myanmar.
 - An IFAD mission visited Myanmar from 8th to 18th March 2005 to review the poverty situation in Myanmar and explored various options for assisting the poor. Based on the findings of the mission, a Country Programme Development Paper was developed as an internal strategic document for IFAD's operations in Myanmar, which was reviewed by the IFAD Management in 2005. The Country Programme Development Paper recommended IFAD to engage in Myanmar through collaboration with other UN agencies, bilateral donors and NGOs to implement its Country Programme in Myanmar. The Country Programme Development Paper was not submitted to the Executive Board for review.
 - At the request of the Office of the United Nations Resident Coordinator for Myanmar, IFAD fielded a Fact Finding Mission in late February 2009, with the objective to consult with the UN agencies, embassies of some IFAD List A countries based in Yangon, ASEAN representative, NGOs and the government on possible IFAD engagement in Myanmar.
 - The IFAD Governing Council in 2010 endorsed the country allocation of US\$18.4 million for Myanmar for the PBAS cycle of 2010-2012. However, the government could not utilize the country allocation due to delays in endorsing the draft country strategy.
 - From 30th July to 2nd August 2010, IFAD took a country strategy scoping mission to Myanmar to work with the government to prepare a draft country strategy for IFAD assistance to Myanmar for the period of 2012-2015.
 - In late July 2011, IFAD management took an internal review of the draft country strategy for Myanmar, which provides the basis for IFAD to start its lending operations in Myanmar. On 8th August 2011, we shared the draft country strategy with the government through the MOAI.
 - From 20th to 25th July 2012 in Nay Pyi Taw, an IFAD Country Strategy Consultation Mission visited Myanmar. The MONPED confirmed the government agreement to the mission Debriefing Note dated 25th July 2012.

- From 9 to 20 September 2013, an IFAD mission visited Myanmar for (i) the design of IFAD's first loan, to finance the Fostering Agricultural Revitalisation in Myanmar (FARM) project; (iii) updating of IFAD's first country strategy; (iv) formulation of the concept note for IFAD's proposed second loan; (v) design of a small grant which will support capacity building of the Ministry of Agriculture and Irrigation (MOAI); (vi) design of a small grant for the development of scalable livestock development models in support of the Ministry of Livestock, Fisheries and Rural Development (MOLFRD); and, (vii) support for the implementation of the grant to the Department of Rural Development (DRD).
- The country allocation for Myanmar during the cycle of 2013-2015 under the Performance-based Allocation System (PBAS) of IFAD is US\$36.8 million. At present, Myanmar is eligible for borrowing loans from IFAD on highly concessional terms, at 0.75% annual service charge and with a repayment period of 40 years, including a grace period of 10 years. This Country Programme Strategy covers the period from 2013 to 2018.

Scoping Mission

2. An IFAD country strategy scoping mission visited Myanmar from 22nd July to 7th August 2010 to: (i) consult with the Government on their priorities for agricultural development and rural poverty reduction; (ii) explore with the Government a feasible operational modality for IFAD's assistance to Myanmar; (iii) identify a project pipeline for potential IFAD financing during 2010-2012; and (iv) consult with the major bilateral and multilateral agencies, national civil society organizations and international NGOs based in Myanmar on potential opportunities for partnership and collaboration.

3. The in-country consultations undertaken the scoping mission included:

- Meetings with members of the UN Country Team (UNCT) in Myanmar; these included the UN Resident Coordinator, UNDP, FAO, UNICEF, UNHCR, UNESCO, UNAIDS, UNOCHA, WHO, WFP, UNOPS, UN-Habitat, IOM and ILO.
- Meetings with donor agencies including JICA, US Embassy, DFID, EU, SIDA, LIFT, and Swiss Agency for Development and Cooperation (SDC).
- Meetings with INGOs including OXFAM, Save the Children (Myanmar), and IDE.
- Meetings with representatives of local NGOs and organizations including the Myanmar Association of Agricultural, Livestock and Fisheries Sciences (MAAFLS), GRET, EcoDev, and ARDC.
- Meetings with Government agencies in Nay Pyi Daw and during the field visit to the Central Dry Zone (CDZ); these included the Minister and deputy Minister of Agriculture, and various Departments of the Ministry of Agriculture: DAP, DOA, ID, WRUD, DAR, and Yezin University.
- The scoping mission also met with representatives of other ministries and agencies including: the Ministry of Forestry – Planning and Statistics Department, Forest Department, and the NCEA; Ministry of Livestock and Fisheries; Ministry of Finance; and the Central Bank of Myanmar.

4. At the end of its visit to Nay Pyi Taw and the field visits, the scoping mission prepared an Aide-mémoire. This was submitted to Government on 4th August 2010 and discussed at a wrap-up meeting with officials from MOAI and other ministries on the 5th. It was agreed that the Government would confirm the Aide-mémoire as soon as possible, and that IFAD would submit the draft country strategy to the Myanmar Government for review and comments, once it has confirmed the Aide-mémoire. This process was delayed due to the national elections in Myanmar in November 2010, the coming into power of the newly elected Government on 30th March 2011, and the appointment of U Myint Hlaing as the new Minister of Agriculture and Irrigation. As a result, the strategy

was not approved by Government prior to the deadline of end-2012 for the current PBAS cycle.

Country Strategy Consultation Mission

5. From 16th to 26th July 2012, an IFAD Country Strategy Consultation Mission visited Myanmar to: (i) assess government priorities for agricultural and rural development and rural poverty reduction; (ii) consult with the government on the way forward for IFAD assistance to Myanmar and potential areas for cooperation, including reaching an agreement on the processes to update a draft country strategy for IFAD assistance to Myanmar; (iii) consult with the government on appropriate institutional partnership with relevant ministries involved in rural poverty reduction; (iv) identify a project pipeline for potential IFAD financing during 2012-2015; and (v) explore potential opportunities for partnership and collaboration with other bilateral and multilateral development agencies operating in Myanmar.

6. From 16th-19th July 2012 in Yangon, the mission met the representatives from the UN Resident/Humanitarian Coordinator's Office, UNICEF, UNDP, FAO and the World Bank. On 26th July 2012, the mission had debriefing meetings in Yangon with the UNCT members and the donors of the Livelihood and Food Security Trust Fund (LIFT) and met the LIFT Trust Fund management. From 20th – 25th July 2012 in Nay Pyi Taw, the mission had meetings with the Ministry of National Planning and Economic Development (MONPED), the Ministry of Information, the Ministry of Agriculture and Irrigation (MOAI), the Ministry of Cooperatives, the Ministry of Industry, the Ministry of Finance and Revenue, the Department of Rural Development (DRD) Ministry of Border Affairs (MOBA), the Ministry of Livestock and Fisheries (MOLF), the Ministry of Commerce and its Myanmar Agriculture Produce Trading (MAPT), and the Ministry of Environmental Conservation and Forestry (MOECAF).

7. At the end of its visit to Nay Pyi Taw, the consultation mission prepared a debriefing note setting out a two-phased process for IFAD's future involvement in Myanmar. In the **first phase** during the second half of 2012 and in early 2013, IFAD would provide technical assistance through a grant to support the government in selected key priority areas of work identified in the poverty alleviation and rural development action plan to which IFAD can make a meaningful contribution. The objective of the grant project in Phase One would be to assist the Department of Rural Development (DRD) of MOBA to formulate a rural development strategy based on field testing of participatory and sustainable models and approaches to improve agriculture (including agriculture, livestock, fisheries and forestry) related productive service delivery and livelihood support programme. In the **second phase**, IFAD will provide its loan resources to finance one project in the agricultural and rural development sector for rural poverty reduction in Myanmar to support the Government's poverty alleviation and rural development action plan. Based on the operational experience learned in the first phase, the second phase will start in 2013, when IFAD would start to prepare an investment project in Myanmar in line the government policies and priorities, using the country allocations for Myanmar under the IFAD Performance-based Allocation System cycle of 2013-2015.

8. This debriefing note was discussed with Government officials at an inter-departmental meeting convened by the Foreign and Economic Relations Department (FERD) of the Ministry of National Planning and Economic Development on 25th July 2012. After consultation with relevant Government departments, FERD confirmed the Government's acceptance of the debriefing note in mid-November 2012. IFAD prepared a draft concept note for the grant project in consultation with DRD and submitted it to Government for review in November 2012. IFAD also prepared a draft country strategy for IFAD assistance to Myanmar, and submitted this to the Myanmar Government for review and comments in December 2012. The Government agreed in principle to the COSOP and proposed a further mission in January 2013 to validate the strategy.

Country Strategy Consultation and Finalisation Consultation Mission

9. An IFAD Mission visited Myanmar from 17th January to 8th February to validate the country strategy for IAF assistance to Myanmar and to finalize the design and implementation arrangements for the IFAD technical assistance grant. From 19th to 20th January 2013, two of the mission members participated in the First Myanmar Development Cooperation Forum in Nay Pyi Taw. From 22nd to 26th January in Yangon, the mission met with representatives from the UN system, including the UN Resident/Humanitarian Coordinator's Office, UNDP, FAO, UNPOS; international financing institutions of ADB and the World Bank; and bilateral development partners of the Livelihood and Food Security Trust Fund (LIFT), USAID and JICA. From 28th January to 6th February, in Nay Pyi Taw, the mission had meetings with the Ministry of National Planning and Economic Development (MONPED), the Ministry of Information, the Ministry of Agriculture and Irrigation (MOAI), the Ministry of Cooperatives, the Ministry of Industry, the Ministry of Finance and Revenue, the Department of Rural Development (DRD) Ministry of Border Affairs (MOBA), the Ministry of Livestock, Fisheries and Rural Development (MOLF), the Ministry of Commerce and Myanmar Agriculture Produce Trading (MAPT), and the Ministry of Environmental Conservation and Forestry (MOECAF). From 31st January to 1st February, the mission visited Magway Region to understand the operations of agricultural and rural development activities in three villages in Myothit and Magway townships. During the field visit, the mission met with the Chief Minister of Magway Region, the Regional Ministers for Social Welfare and Agriculture and Livestock, staff from the regional and township planning and rural development offices and representatives of UN organisations and NGOs working in Magway Region.

10. The Mission prepared a Debriefing Note for discussion with relevant Government agencies at a debriefing meeting in Nay Pyi Taw on 5th February 2013. The Debriefing note reiterated the two-phased approach as outlined above in paragraph 9. The Government, through FERD, provided feedback to IFAD on the COSOP and the Grant Project Design document on 1 March 2013, followed by two proposals for investment projects from the MOLF and the MOAI, which had been approved by the Foreign Aid Management Central Committee. FERD also proposed that IFAD carry out a further inception mission in May 2013 to consult with Government on the selection of the project for investment by IFAD.

11. The final COSOP mission was undertaken in September 2013 and consisted of several APR staff members. The mission finalized the revision of the COSOP in consultation with Government. A two-project strategy for the 2013-2015 PBAS cycle was discussed and agreed with MONPED and MOAI.

Country economic background

| | | | |
|--|-------|--|-----|
| Land area (km2 thousand) 2011 1/ | 653 | GNI per capita (US\$) 2011 1/ | n/a |
| Total population (million) 2011 1/ | 48.34 | GDP per capita growth (annual %) 2011 1/ | n/a |
| Population density (people per km2) 2011 1/ | 74 | Inflation, consumer prices (annual %) 2011 1/ | 5 |
| Local currency Kyat (MMK) | | Exchange rate: US\$ 1 = 989 MMK (as at January 2014) | |
| Social Indicators | | Economic Indicators | |
| Population growth (annual %) 2011 1/ | 1 | GDP (US\$ million) 2011 1/ | n/a |
| Crude birth rate (per thousand people) 2011 1/ | 17 | GDP growth (annual %) 1/ | |
| Crude death rate (per thousand people) 2011 1/ | 8 | 2000 | 14 |
| Infant mortality rate (per thousand live births) 2011 1/ | 48 | 2011 | n/a |
| Life expectancy at birth (years) 2011 1/ | 65 | | |
| | | Sectoral distribution of GDP 2011 1/ | |
| Total labour force (million) 2011 1/ | 28.38 | % agriculture | n/a |
| Female labour force as % of total 2011 1/ | 49 | % industry | n/a |
| | | % manufacturing | n/a |
| | | % services | n/a |
| | | Consumption 2011 1/ | |
| | | General government final consumption expenditure (as % of GDP) | n/a |
| | | Household final consumption expenditure, etc. (as % of GDP) | n/a |
| | | Gross domestic savings (as % of GDP) | n/a |
| | | Balance of Payments (US\$ million) | |
| | | Merchandise exports 2011 1/ | 330 |
| | | Merchandise imports 2011 1/ | 300 |
| | | Balance of merchandise trade | 30 |
| | | Current account balances (US\$ million) | |
| | | before official transfers 2011 1/ | n/a |
| | | after official transfers 2011 1/ | 848 |
| | | Foreign direct investment, net 2011 1/ | 001 |
| | | Government Finance | |
| | | Cash surplus/deficit (as % of GDP) 2011 1/ | n/a |
| | | Total expense (% of GDP) a/ 2011 1/ | n/a |
| | | Present value of external debt (as % of GNI) 2011 1/ | n/a |
| | | Total debt service (% of GNI) 2011 1/ | n/a |
| | | Lending interest rate (%) 2011 1/ | 16 |
| | | Deposit interest rate (%) 2011 1/ | 11 |
| Education | | | |
| School enrolment, primary (% gross) 2011 1/ | n/a | | |
| Adult illiteracy rate (% age 15 and above) 2010 1/ | 8 | | |
| Nutrition | | | |
| Daily calorie supply per capita | n/a | | |
| Malnutrition prevalence, height for age (% of children under 5) 2011 1/ | n/a | | |
| Malnutrition prevalence, weight for age (% of children under 5) 2011 1/ | n/a | | |
| Health | | | |
| Health expenditure, total (as % of GDP) 2011 1/ | 2 | | |
| Physicians (per thousand people) 2011 1/ | n/a | | |
| Population using improved water sources (%) 2011 1/ | 84 | | |
| Population using adequate sanitation facilities (%) 2011 1/ | 77 | | |
| Agriculture and Food | | | |
| Food imports (% of merchandise imports) 2011 1/ | n/a | | |
| Fertilizer consumption (hundreds of grams per ha of arable land) 2010 1/ | 6 | | |
| Food production index (2004-06=100) 2011 1/ | 139 | | |
| Cereal yield (kg per ha) 2011 1/ | 3 880 | | |
| Land Use | | | |
| Arable land as % of land area 2011 1/ | 17 | | |
| Forest area as % of total land area 2011 1/ | 48 | | |
| Agricultural irrigated land as % of total agric. land 2011 1/ | n/a | | |

a/ Indicator replaces "Total expenditure" used previously.

1/ World Bank, *World Development Indicators* database CD ROM 2013-2014

COSOP results management framework

| Country Strategy Alignment | Key Results for COSOP | | | Institutional/Policy Objectives |
|--|---|--|---|---|
| National strategies addressing poverty | Strategic Objectives | Outcome Indicators Related to the SOs ² | Milestone Indicators Showing Progress to SOs | Policy Dialogue Agenda |
| <p>National Comprehensive Development Plan (NCDP) and Framework for Economic and Social Reforms (FESR) 2013</p> <p>Articulates the long-term goals and short term priorities for the Government for:</p> <ul style="list-style-type: none"> Inclusive growth, stability and poverty reduction; People-centred development. <p>Poverty Alleviation and Rural Development Action Plan (PARDAP) 2011</p> <p>Addresses 8 priority areas;</p> <p>(i) agricultural production;</p> <p>(ii) livestock and fisheries;</p> <p>(iii) rural productivity and cottage industries;</p> <p>(iv) micro saving and credit enterprises;</p> <p>(v) rural cooperatives;</p> <p>(vi) rural socio-economy;</p> <p>(vii) rural energy; and</p> <p>(viii) environmental conservation.</p> <p>National Economic and Social Development Plan 2011/12-205/16</p> <p>(i) continuation of the infrastructure development,</p> <p>(ii) development of border areas,</p> <p>(iii) development of rural areas,</p> <p>(iv) poverty alleviation,</p> <p>(v) achieving MDGs 1 and 7, and</p> <p>(vi) maintaining good economic foundations and financial conditions</p> | <p>SO1: to empower rural women and men to access agricultural resources, technologies, services and markets.</p> <p>SO3: to promote the social and economic empowerment of marginalised groups, particularly ethnic groups.</p> | <ul style="list-style-type: none"> Agricultural services are provided to at least 100 000 farmers households, with a focus on smallholders with 2 ha or less. At least 50 000 poor, small/marginal farmer households and ethnic group households in project areas adopting improved technology and farming practices At least 30 000 men and women small/marginal farmers reporting increased production and sales of rice, oil seeds and pulses (>30% in irrigated and 20% in rainfed areas). At least 6 schemes and 12 000 ha of irrigated land where user groups undertaking O&M are assessed as effective. At least 2 MFIs operating in rural areas in collaboration with IFAD projects and serving IFAD target groups | <ul style="list-style-type: none"> Farm households with 2ha or less receiving extension and demonstration advices. Number of ethnic groups households accessing improved resources and technologies. Number of producers (m/f) reached by rural knowledge centers or technical services. Local resource management groups (water users, farmers, landless) formed and trained. At least 6 irrigation schemes well maintained by water user groups. No. men, women and youth trained by sub-sector. At least 200 extension and animal health workers trained and operating in all target villages. No. of storage, processing and marketing facilities constructed. No. of evidence-based studies disseminated. | <ul style="list-style-type: none"> Improved policies for research, extension and credit services that are responsive to the needs of smallholders. Development of market-based value chain approaches for major crops in the project areas. Appropriate legal framework in place for farmer groups. Appropriate legal framework in place for ethnic groups. |
| | <p>SO2: to create business and employment opportunities for rural women and men.</p> <p>SO3: to promote the social and economic empowerment of marginalised groups.</p> | <ul style="list-style-type: none"> 50 000 households with improved access to rural finance 20 000 landless households with access to credit facilities and income generating opportunities. 50% of self-help/savings and credit groups are assessed as mature. 50% of off-farm rural enterprises assisted that are operating effectively. 50 000 households have improved access to markets & marketing info systems. 50% increase in employment rates in project areas (incl. for ethnic groups) | <ul style="list-style-type: none"> No. of rural households trained in off-farm skills. No. of functioning SHGs/savings and credit groups. Volume and repayment rate of funds revolving in the group saving and credit funds. No of skill training sessions provided to rural women and the landless poor. No of target group members engaged in successful rural enterprises. No. of ruminants and poultry raised by farmers. No. of persons accessing formal-sector credit. | |

² All indicators will be disaggregated by gender and ethnic group. The indicators will be further revised and simplified to make them less in number and more quantifiable, during the COSOP validation process and the social and economic study in the CDZ. This will apply particularly to milestone indicators, which will be refined depending on the investment project selected.

Project Pipeline

First Project: Fostering Agricultural Revitalisation in Myanmar (FARM)

The FARM project is at final design stage. The concept note was already approved by OSC in June 2013 and the documentation is available with the OSC secretariat. The project will be submitted for approval to the Executive Board concurrently with this COSOP.

Proposed loan and grant to the Republic of the Union of Myanmar for Fostering Agricultural Revitalization in Myanmar (FARM)

I. Strategic context and rationale

A. Country and rural development and poverty context

1. Emerging from 50 years of isolation, Myanmar has embarked on a comprehensive path of political and economic reforms that aim to introduce elements of popular representation in the political sphere, foster economic growth and inclusive social development, improve the business environment, attract foreign investment and reduce poverty.
2. Myanmar's population in 2011 was estimated at 60.6 million, with an annual growth rate of 1.3 per cent. Myanmar is a least developed country and one of the poorest nations in Asia; the United Nations Development Programme (UNDP) 2013 Human Development Report ranks it 149th among 186 nations rated, with a Human Development Index (HDI) of 0.498.
3. Myanmar is the largest country in South-East Asia, with rich endowments of land and water, and favourable climates for agriculture. The agriculture sector constitutes the backbone of the economy, and two-thirds of the population lives in rural areas. Paradoxically, for such a resource-rich country, there is a strong association between agriculture and poverty, and a stark rural-urban divide, with significantly higher levels of poverty in rural areas compared with urban areas and among smallholders, the landless and ethnic groups. While in aggregate terms the country produces a surplus of food, many rural areas suffer from chronic and acute food insecurity. These disparities exist among and within states, within village tracts, and within villages, where household food insecurity and poverty are closely linked.
4. Rural poverty in Myanmar is largely a function of lack of resource endowments. Although there is no official poverty line, poverty and social deprivation are known to be widespread. In 2005, an estimated one-third of the population lived below the poverty line, falling to one-fourth by 2010. The rural poor typically consist of the landless and those with access to small and marginal landholdings. The rural poor suffer from inadequate food, nutrition and essential non-food items. Many of the poorest live in the central dry zone or in hill tracts populated by ethnic groups, which are remote, have limited arable land and have been affected by conflict.

B. Rationale and alignment with government priorities and RB-COSOP

5. The Government has requested IFAD to finance agricultural operations in Myanmar. As the first project to be financed by IFAD in the country, FARM focuses on creating a sustainable and scalable agricultural development model for the central dry zone. It will be implemented in selected townships of Nay Pyi Taw Union Territory, for subsequent scaling up across the zone as appropriate. At the community level, the project combines the smallholder irrigated land development model initiative of the Ministry of Agriculture and Irrigation (MOAI) with livelihoods support for rainfed farmers and landless households. It introduces several innovations in Myanmar's

context: a participatory approach to land development; provision of a range of services and knowledge resources for smallholders and the landless; and, building of institutional, technical and operational capacities at community, township and state levels.

6. The project is consistent with the Myanmar COSOP 2014-2018, the goal of which is to contribute to reducing rural poverty, specifically of smallholders, the landless, ethnic groups and other marginalised groups. The COSOP defines three strategic objectives for IFAD's engagement: (i) to empower rural women and men to access agricultural resources, technologies, services and markets; (ii) to create business and employment opportunities for rural women and men; and (iii) to promote the social and economic empowerment of marginalised groups, particularly ethnic groups. The project directly addresses the first two strategic objectives.
7. The project has been requested by Government. It emerges from the Government's policy agenda and strategic priorities for economic and social development as well as agricultural modernisation. It is consistent with the National Comprehensive Development Plan, the Framework for Economic and Social Reform, and the Poverty Alleviation and Rural Development Action Plan. It also invests in two priorities of the National Medium Term Priority Framework 2011-2014, namely to increase agricultural production to ensure food security, and to improve rural livelihoods by supporting communities to harness their physical, natural and human capital.

II. Project description

A. Project area and target group

8. In line with Government request, the project area consists of: (i) the command areas of six irrigation schemes (Paunglaung, Chaungmange and Madan in Tekhina district; and Yezin, Ngalit and Sinthay in Ottra district) in Nay Pyi Taw Union Territory amounting to 87,183 acres within the area of five townships (Lewe, Ottrathiri, Pyinmana, Tatkon, Zeyathiri); and (ii) an additional 25,000 acres of rainfed lowlands and uplands located around these townships. The project therefore covers an aggregate area of 112,183 acres (45,400 hectares) which constitutes 45 per cent of the cultivated land in the five townships.
9. The target group consists of poor rural women and men in the project area. Specifically, it covers: (i) women and men farmers in the command areas of six targeted irrigation schemes; (ii) women and men farmers with landholdings only in rainfed areas; and (iii) poor landless women and men who are interested to invest in rural micro-businesses. Women-headed and ethnic groups' households will have priority in planning and implementation. The project adopts an inclusive targeting approach encompassing geographical targeting, self-targeting, direct targeting, and social and gender inclusion. It is expected to directly benefit 37,600 households consisting of 183,400 people.

B. Project development objective

10. The project will introduce regional and global best practices to develop a sustainable and scalable model for smallholder agriculture and rural development across Myanmar's central dry zone. It will support land consolidation and development, productive infrastructure, agricultural and business services, flow of knowledge and capacity building to promote an inclusive development model in this zone.
11. The project's goal is to improve the economic status of poor rural women and men in the project area. Its objective is to increase incomes of smallholder and landless households.

C. Components/outcomes

12. The project has two components.
13. **Component 1: agricultural infrastructure (approximately US\$ 13.2 million, 47 per cent of total project cost).** The project will contribute to the ongoing expansion of irrigated areas under the command of MOAI primary and secondary canals, with

complementary investments in land development identified through a participatory process. The objectives are to: (i) improve equity of irrigation water distribution; (ii) create opportunities for crop diversification; and (iii) improve field access (for machinery and transport). Areas for which land user rights have been approved and land titles issued or are in the process of being issued, will be eligible for land development. Farmer empowerment will be fostered, particularly in scheme operation and maintenance.

14. **Component 2: agricultural and business services (approximately US\$ 11.7 million, 42 per cent of total project cost).** This component consists of two sub-components: (i) investing in knowledge; and (ii) financing growth.
15. *Sub-component 2.1: Investing in Knowledge.* The project will promote a conducive environment for rural households to access services and technologies which enable them to improve their productive and economic activities. It will support: (i) the creation of a pluralistic participatory extension platform in support of smallholder households; and (ii) services to landless entrepreneurs to start and/or develop rural micro-businesses. The expected outcomes are enhanced skills and increased incomes of farming and landless households.
16. *Sub-component 2.2: Financing Growth.* The project will foster enabling conditions for the growth of sustainable rural micro-businesses and SMEs. Two competitive grant funds will be established, the first in support of rural businesses operated by landless households, and the second in support of value chain integrators (to be will be transformed into a public-private-producers partnership model when farmers' organisations are developed. Access of smallholders and the landless to financial services will be improved by attracting microfinance institutions to the area and by promoting contract farming; and financial intermediaries such as savings and credit groups will be fostered.
17. The remainder of project costs (approximately US\$ 3.0 million, or 11 per cent of total project cost) is allocated to project management and coordination, described below.

III. Project implementation

A. Approach

18. Myanmar has little experience in managing and implementing externally-financed investments in the agriculture sector. Borrowing from experiences in similar contexts, the approach adopted for the project consists of gradual capacity development of MOAI, gradually increased MOAI responsibility for implementation in a sequenced manner, and establishment of an autonomous Project Coordination Unit (PCU). Special attention will be placed on participatory monitoring and on establishing a *mutual accountability framework* to govern the commitments and accountabilities of the main partners.
19. Project activities will be implemented through partnerships and contracts with relevant line agencies, NGOs, service providers and the private sector. Partners and service providers will be appointed on performance-based contracts, with performance assessed by the PCU and beneficiary representatives.

B. Organizational framework

20. The project's governance framework will consist of: (i) a national project steering committee to provide policy and strategic guidance; (ii) a project working committee at MOAI level to provide oversight for project coordination; (iii) township project coordination committees to coordinate activities at township level; and, (iv) village tract facilitation and monitoring groups to ensure that effective approaches to participation, poverty targeting and gender mainstreaming are applied.
21. The PCU will be responsible and accountable for the coordination of the project and achievement of its results. It will be an autonomous entity reporting to the National Project Steering Committee (NPSC), and will be located in Nay Pyi Taw. Its structure will reflect project components and investments, and it will have a certain level of

financial autonomy. It will be managed by the project director (senior officer seconded from MOAI), who will have delegated authority and will be able to commit MOAI as the lead project agency. Apart from the project director, project staff will be recruited from the public or private sectors on competitive basis in compliance with IFAD guidelines.

C. Planning, monitoring and evaluation, and learning and knowledge management

22. The annual workplan and budget supplemented by activity calendars will be the key planning documents for the project. They will serve as the instruments for identifying specific targets and activities, establishing management priorities for implementation, forecasting procurement requirements, and facilitating the mobilization of staff and financial resources.
23. The monitoring and evaluation system is designed to offer comprehensive and reliable information for results-based management. The system will be participatory and decentralised, and compliant with the RIMS framework. It will have a three-tier structure: (i) output monitoring focusing on physical and financial inputs, activities and outputs; (ii) outcome monitoring addressing the use of outputs and measurement of benefits at household and village tract levels; and (iii) impact assessment evaluating impact for the target groups. All data, analysis, and reporting will be disaggregated by gender and ethnicity. Considering well-known problems with data availability and quality in Myanmar, a data acquisition plan for the project area will be developed at the outset of implementation.
24. The project will use locally adapted RIMS surveys at baseline, mid-term and completion as the main quantitative survey tools. Ad hoc surveys, qualitative case studies and thematic reviews will be outsourced to independent institutions to verify results and draw lessons on themes such as food security, cropping patterns, climate resilience, micro-business sustainability, participatory water management, and impact on incomes. An external independent third party (such as a national university or NGO) will be engaged to assess project impact on periodic basis.
25. The project's operational experiences will create valuable knowledge to be captured by the PCU and utilised to generate lessons and best practices to be shared with national institutions and partners. The results of project support for sustainable activities for smallholders and the landless, developing alternative cropping patterns, strengthening farmers' knowledge, improving natural resource management, and expanding access to microfinance and rural finance will be widely publicised. Once documented, the project's model of sustainable agricultural development may be scaled up across the central dry zone. The project will share knowledge and experiences with the wider community of development practitioners across Asia through the IFADAsia knowledge management portal.
26. The project will establish a rigorous data collection and analysis module, utilising baseline surveys as well as cross sectional and time series indicators, to establish a robust database for the agriculture sector of the central dry zone. This will track the effects and impact of project investments on agricultural productivity, production and cropping patterns, and will inform subsequent efforts to scale up project investments in other parts of the central dry zone.

D. Financial management, procurement and governance

27. Project financial management arrangements will ensure that: (i) funds are used for intended purposes in an efficient and cost effective manner; (ii) disbursement of project funds facilitates rapid implementation of activities; (iii) funds are well managed and flow smoothly; (iv) the project financial statements prepared in conformity with internationally recognised accounting standards are submitted to IFAD on a timely basis; (v) a robust flow of reliable information on project activities facilitates accountability, transparency and disclosure; and (vi) project resources and assets are safeguarded.

28. As fiduciary risks are rated as 'high', a number of mitigation methods will be applied: (i) procurement of accounting software and associated MOAI capacity building; (ii) competitive recruitment of key financial management staff; (iii) preparation of a financial management manual which integrates multi-tier controls; (iv) delegation of authority to the PCU to plan, manage, disburse and control project resources; (v) capacity building support and oversight by external specialists; (vi) creation of a robust control framework integrating internal audits, independent external audits, and social safeguards; (vii) adoption of a good governance and *mutual accountability framework* to strengthen accountability and transparency.
29. The project will use the imprest fund method for operating the two designated accounts (one for the loan and the other for the grant) which will be maintained in the Central Bank of Myanmar or another bank acceptable to IFAD. Funds will be advanced to the PCU on the basis of the approved annual workplan and budget (AWPB) and procurement plan, updated for actual expenditures. The statement of expenditure thresholds will be defined in the Letter to the Borrower. The project implementation manual and financial management manual will detail the control framework based on global best practises.
30. The external audit shall be carried out in compliance with International Auditing Standards and IFAD's Guidelines on Project Audits, independent external auditors will be appointed on a timely basis. Audit reports will be furnished to IFAD within six months of the end of the relevant fiscal year.
31. The PCU will be responsible and accountable for project procurement to be executed in compliance with IFAD's procurement guidelines. The procurement methods, prior review arrangements, estimated costs and timeframes, and risk mitigation measures will be defined in the Letter to the Borrower and reflected in the procurement plan. The project implementation manual (PIM) will detail procurement procedures, processes and management arrangements.

E. Supervision

32. The project will be directly supervised by IFAD. Supervision and implementation support missions will be conducted every six months in the initial period, and annually thereafter. The Government, through MOAI, will provide both logistical and substantive support to the missions.
33. Supervision and implementation support will encompass: (i) fiduciary compliance with attention to legal conditions, financial management, disbursement, procurement and contracting; (ii) supervision focusing on implementation performance, progress towards objectives, investments and outputs, governance and management, targeting and gender mainstreaming; and (iii) implementation support to provide guidance and assistance to the project. Implementation support will incorporate a country programme perspective by introducing a broad view of development investments, influencing policy based on operational experiences, developing systems and institutions for poverty reduction, facilitating financial and knowledge partnerships, and generating lessons and best practices.
34. Considering the limited implementation experience in Myanmar, two mid-term reviews will be undertaken to assess the progress, achievements, constraints, emerging impact and likely sustainability of project activities and to make recommendations and necessary adjustments for the remaining project period. The MTR will be carried out jointly by the PCU and IFAD. At the end of the project, a project completion report will be prepared by Government, with IFAD support, to assess overall project performance.

IV. Project costs, financing, benefits

A. Project costs

35. Total project costs, including duties, taxes and contingencies, are estimated at US\$ 27.8 million over a six-year project implementation period. Average physical contingencies of 4 per cent and price contingencies of 5 per cent are applied to the

base costs of US\$ 25.5 million. The exchange rate has been set at MMK 975 to the US\$, the average rate prevailing at final design, and a constant purchasing power parity exchange rate is assumed.

B. Project financing

36. The project will be financed by an IFAD loan on highly concessional terms of approximately US\$ 18.7 million (67 per cent of total cost), an IFAD grant of approximately US\$ 0.8 million (3 per cent), Government contribution of approximately US\$ 5.3 million (19 per cent), private sector resources of approximately US\$ 2.4 million (9 per cent), and beneficiary contribution of US\$ 0.6 million (2 per cent). The Government's contribution covers US\$ 4.5 million for land development and some base staff salaries, and US\$ 0.8 million for duties and taxes. The proceeds of the IFAD Financing shall not be used to pay taxes.

Table 1: Components by financiers (US\$ '000)

| | The Government | | IFAD Loan | | IFAD Grant | | Private Sector | | Rural HH | | Total | | Local (Excl. Taxes) | Duties & Taxes | |
|--|----------------|------|-----------|------|------------|-----|----------------|------|----------|-----|----------|-------|---------------------|----------------|-------|
| | Amount | % | Amount | % | Amount | % | Amount | % | Amount | % | Amount | % | | | |
| A. Agricultural Infrastructure Improvements | 3 808.4 | 28.9 | 8 736.2 | 66.3 | 283.9 | 2.2 | - | - | 341.3 | 2.6 | 13 169.8 | 47.3 | 4 290.8 | 8 876.2 | 2.8 |
| B. Agricultural & Business Services | | | | | | | | | | | | | | | |
| 1. Investment in Knowledge | 775.1 | 12.9 | 4 583.4 | 76.2 | 357.5 | 5.9 | 302.4 | 5.0 | - | - | 6 018.4 | 21.6 | 994.7 | 4 855.1 | 168.5 |
| 2. Finance for Growth | - | - | 3 300.2 | 58.1 | - | - | 2 100.0 | 37.0 | 280.0 | 4.9 | 5 680.2 | 20.4 | 3 190.0 | 2 294.2 | 196.0 |
| Subtotal | 775.1 | 6.6 | 7 883.6 | 67.4 | 357.5 | 3.1 | 2 402.4 | 20.5 | 280.0 | 2.4 | 11 698.6 | 42.0 | 4 184.7 | 7 149.4 | 364.5 |
| C. Project Coordination | 713.1 | 24.1 | 2 106.2 | 71.2 | 137.1 | 4.6 | - | - | - | - | 2 956.4 | 10.6 | 773.0 | 1 758.4 | 425.0 |
| Total PROJECT COSTS | 5 296.5 | 19.0 | 18 726.0 | 67.3 | 778.5 | 2.8 | 2 402.4 | 8.6 | 621.3 | 2.2 | 27 824.8 | 100.0 | 9 248.5 | 17 784.0 | 792.3 |

Table 2: Indicative Disbursement Accounts by Financiers³

| | The Government | | IFAD Loan | | IFAD Grant | | Private Sector | | Rural HH | | Total | | Local (Excl. Taxes) | Duties & Taxes | |
|----------------------------|----------------|----|-----------|------|------------|-----|----------------|-----|----------|-----|---------|-----|---------------------|----------------|-------|
| | Amount | % | Amount | % | Amount | % | Amount | % | Amount | % | Amount | % | | | |
| 1. WAs | 3191 | 21 | 8338 | 70 | - | - | - | - | 313 | 28 | 1282 | 44 | 325 | 819 | 28 |
| 2. WAs | 330 | 57 | 289 | 43 | - | - | - | - | - | - | 619 | 23 | 263 | 126 | 330 |
| 3. Equipment & Tools | 130 | 80 | 194 | 90 | - | - | - | - | - | - | 124 | 06 | 116 | 48 | 130 |
| 4. Outlets | 24 | 10 | 149 | 66 | 765 | 363 | - | - | - | - | 2769 | 81 | 960 | 1254 | 24 |
| 5. Training | 112 | 22 | 427 | 94 | - | - | 278 | 54 | - | - | 516 | 18 | 195 | 321 | 14 |
| 6. Outlets & Tools | 170 | 74 | 1911 | 82 | - | - | 247 | 114 | - | - | 2429 | 86 | 267 | 2280 | 171 |
| 7. Outlets & Tools | - | - | 3100 | 53 | - | - | 2100 | 37 | 280 | 50 | 5500 | 20 | 3100 | 2180 | 180 |
| 8. Outlets & Tools | 538 | 20 | 1927 | 70 | - | - | - | - | - | - | 2365 | 93 | - | 2365 | - |
| 9. Training & Tools | 960 | 56 | 625 | 44 | - | - | - | - | - | - | 1585 | 57 | 350 | 1186 | 42 |
| Total PROJECT COSTS | 5296.5 | 19 | 18726.0 | 67.3 | 778.5 | 2.8 | 2402.4 | 8.6 | 621.3 | 2.2 | 27824.8 | 100 | 9248.5 | 17784.0 | 792.3 |

C. Summary benefit and economic analysis

37. The project will directly benefit about 37,600 households (183,400 people). Of these, it is expected that 29,250 households (142,720 people) are poor households, with an average per capita income of US\$ 0.8 per day. They include smallholder households on 10,000 acres of irrigated land selected for development; other smallholders in selected command areas and on associated rainfed land; poor landless micro-entrepreneurs, particularly in households with unemployed young women and men; and those benefitting from incremental employment opportunities created in agriculture, infrastructure, and non-farm sectors. The project's economic internal rate of return (EIRR) is estimated at 27 per cent. Sensitivity analysis shows that the project is robust in the event of delays in flow of benefits or unforeseen cost overruns.

³ The final disbursement categories will be decided during negotiations based on IFAD's procedures which will include a maximum of 5 cost categories for reasons of efficiency.

D. Sustainability

38. The sustainability of project investments focuses on: (i) access to knowledge: knowledge centres will be governed by communities and managed by trained extension staff; financial mechanisms will be introduced to ensure that operating costs are covered by members to ensure the sustainability of these facilities; (ii) access to markets: upgraded commodity chains and improved equitable contractual agreements with processors and traders will ensure access to markets that will be sustained based on underlying business relationships; (iii) access to water: participatory water management arrangements will ensure equitable water distribution and proper operation and maintenance; (iv) access to financial services: sustainable development of microfinance institutions will be promoted for the project area; (v) extension services: use of extension officers trained and equipped by the project will ensure continuity in delivery of extension services.

E. Risk identification and mitigation

39. The project's main risks are related to political risk, land tenure and poor governance. These are mitigated by a mutual accountability framework, a set of assurances to be negotiated with Government, strong capacity building of MOAI, robust supervision and implementation support by IFAD, and working closely with partners on policy and operational issues.

V. Corporate considerations

A. Compliance with IFAD policies

40. The project is compliant with relevant IFAD policies, strategies and guidelines. Its goal and objective are aligned with the *Strategic Framework 2011-2015* in terms of market-driven smallholder development and rural non-farm business growth. Its targeting strategy is consistent with the *Targeting Policy* approach of focusing on economically active poor rural women and men in farming and landless households. Its investments in rural economic growth are compliant with the *Rural Finance Policy* promotion of inclusive financial systems to improve the access of the rural poor to financial services. Its participatory approach to land consolidation is consistent with the *Land Tenure Policy's* focus on the principle of free, prior and informed consent. Its environmental impact assessment procedures for infrastructure investments are aligned with the *Climate Change Policy* on adaptation and mitigation measures. The project is not expected to have any significant negative environmental impact and is classified as environmental risk category B.

B. Alignment and harmonization

41. The project emerges from the priorities articulated in the Government's National Comprehensive Development Plan, the Framework for Economic and Social Reform, and the Poverty Alleviation and Rural Development Action Plan. It is consistent with the United Nations' Strategic Framework for Myanmar. It is furthermore closely coordinated with the emerging agriculture sector investments of development partners such as the World Bank (WB) and the multi-donor Livelihoods and Food Security Trust Fund (LIFT).

C. Innovations and scaling up

42. The project is considered by Government as a pilot to be scaled up across the central dry zone. As such, it is designed to create potential for systematically expanding, replicating, adapting and sustaining successful investments. Through its investment tools, funds and forward-looking policy support, the project will create the pathways, drivers and spaces for scaling up. Investments will be unbundled to facilitate operation at scale of core activities.

43. Key elements of project design are already being scaled up by important partners. First, the WB plans to invest US\$ 100 million in October 2014 in three locations of the Central Dry Zone (Mandalay, Sagaing, Bago) by scaling up relevant FARM investments, particularly in the areas of irrigation management and advisory services. IFAD and WB are coordinating their respective investments, and the WB is

considering utilising the project management and implementation arrangements being set up under FARM. Second, the multi-donor trust fund LIFT is considering scaling up the approach and relevant activities of FARM for its new programme under design for other locations of the Central Dry Zone.

44. Key elements of innovation in the Myanmar context include: (i) the participatory approach introduced; (ii) the targeted delivery of technologies and services; (iii) the promotion of climate-smart agricultural technologies; (iv) livelihoods diversification, with potential for higher value addition; (v) promotion of landless entrepreneurs' micro-enterprises; and (vi) support for adapted rural finance products and services.

D. Policy engagement

45. Policy engagement will be built at two levels. First, the project will contribute to analysis of policy issues related to implementation experiences, fostering stakeholder alliances to capture policy proposals, building capacities for policy development, and promoting policy advocacy within national processes. Specifically, the project is expected to provide evidence-based policy advice on irrigation development and land consolidation across the central dry zone, as well as on technologies, knowledge resources and financial services in support of poor farming and landless households.
46. Second, the project will enhance IFAD's direct policy engagement with Government and partners which channels operational experiences in poverty reduction to the appropriate policy and strategy discussions. These experiences provide unique opportunities to identify policy gaps and formulate policy recommendations on issues affecting the rural poor, and generate the evidence basis that can inform policy discussions.

VI. Legal instruments and authority

47. A financing agreement between the Republic of the Union of Myanmar and IFAD will constitute the legal instrument for extending the proposed financing to the borrower/recipient. A copy of the negotiated financing agreement will be tabled at the session.
48. The Republic of the Union of Myanmar is empowered under its laws to receive financing from IFAD.
49. I am satisfied that the proposed financing will comply with the Agreement Establishing IFAD and the Policies and Criteria for IFAD Financing.

VII. Recommendation

50. I recommend that the Executive Board approve the proposed financing in terms of the following resolution:

RESOLVED: that the Fund shall provide a loan on highly concessional terms to the Republic of the Union of Myanmar in an amount equivalent to ... special drawing rights (SDR ...), and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

RESOLVED FURTHER: that the Fund shall provide a grant to the Republic of the Union of Myanmar in an amount equivalent to ... special drawing rights (SDR ...) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Kanayo F. Nwanze
President

Logical framework

| Results Hierarchy | Measure | Source | Assumption |
|---|--|--|--|
| Goal/Development Objective: Economic status of poor rural women and men in the project area improved. | <ul style="list-style-type: none"> Child nutrition standards improved [baseline 2010: 31.5% UNICEF] HHs expenditure increased above the poverty line [baseline 2010: 31.6% UNDP] | UNICEF, UNDP, National Statistics | |
| Specific Objective: 59 000 households in 5 townships of Nay Pyi Taw Union have higher incomes and improved nutrition | <ul style="list-style-type: none"> Net income of farming HHs increased by USD 400/annum in real terms across the whole 112'000 acres (approx. 29 000 HH) Landless HHs average food expenditure increased by USD 20/month 20% shift in relative asset ownership for 2 poorest quintiles (RIMS relative measure) | RIMS impact survey, Focus groups discussions | Programme successes are replicated, scaled-up Public sector governance is improved |
| Outcome 1: Land and water resources sustainably managed | <ul style="list-style-type: none"> Access to water all year secured for 3,300 HHs Field to roadside haulage costs reduced by 15% Post-harvest losses reduced by 20% for each crop | HHs surveys, Focus group discussions Comparative data of beneficiaries and control group | Farmers with free crop choice |
| Output 1.1: 10'000 acres of irrigated land consolidated and improved in 3 schemes | <ul style="list-style-type: none"> 20 PICs established and block development plans agreed 10'000 acres levelled 340 km of tertiary canals completed 180 km of drainage network completed 200 km of farm roads completed 3'400 small hydraulic structures built | NGO progress reports, ID/MOAI records, PIC and UNOPS completion of work certificates, GPS and satellite pictures Farmers' grievance records | NGO recruited to assist in adopting PLUP & FPIC approaches <i>Risks:</i> – Lack of skills, equip. for land consolidation – Political interference in land consolidation works |
| Output 1.2: 3 300 farms re-titled and delineated | <ul style="list-style-type: none"> 3,300 land users' rights re-issued and 3,300 land users' documents signed Earth bunds and PVC turnouts constructed on 3,300 farms to delineate plot boundaries | SLRD records, Township and village tracts records | <i>Risk:</i> Land confiscation by GoM |
| Output 1.3: 165 Water Management Organizations functional | <ul style="list-style-type: none"> 165 Water Users' Groups registered At least 2 members of each WUG trained by project 20 Labour Contracting Societies established Cost recovery scheme developed for each WUG At least 200 HHs accessing hydropower electricity | WUGs admin. records LCSs admin. records Training documents/data, Service provider/Supplier administrative records | |
| Outcome 2: Skills of farming and landless HHs enhanced, employment improved, relevant value chains upgraded | <ul style="list-style-type: none"> Yield increase by 15% on trade. crops after 3 years At least 3,100 HHs benefit from job opportunities Farmgate price of rice increased by 20% At least 20% of farming HHs adopting high value crops in consolidated land Sale of at least 50% of high value crops on contractual basis | KCs administrative records, Surveys, SMEs records, Rural businesses records | KCs become focal points for commercial and technical partnerships |

| Results Hierarchy | Measure | Source | Assumption |
|--|---|--|--|
| Output 2.1: 55 Knowledge centers established and functional | <ul style="list-style-type: none"> 55 Knowledge centers rehabilitated/constructed 55 extension officers from Ministry of Agriculture and irrigation seconded to project At least one meeting per month per KC with farming HHs, suppliers, buyers, processors and other service providers | MOAI records, NGO progress report, MOAI work certificates, KCs logbooks/records Input suppliers records Surveys and focus groups | Farmers allowed free crop choice MOAI extension officers remain in project area Input suppliers finance demos |
| Output 2.2: 4 900 Rural businesses for landless entrepreneurs sustainably implemented | <ul style="list-style-type: none"> At least 250 CIGs set up for landless entrepreneurs At least 2 training courses per CIGs At least 4,900 business plans submitted to financial institutions and financed at affordable cost | NGO progress reports CIGs admin. records MFI records | <i>Risk:</i> No NGO actively engaged to assist landless entrepreneurs in NPT |
| Output 2.3: Value chains strengthened | <ul style="list-style-type: none"> At least 6 value chain analyses undertaken At least 7 processing plants established in project area (1 for rice and 6 for high value crops) At least 20% of project-assisted farming HHs engaged in contract farming | NGO progress reports, SMEs registration record, SMEs by-laws, SMEs financial statements | SMEs/entrepreneurs interested in contract farming with farming HHs |
| Outcome 3: Financial environment for creation/expansion of sustainable and profitable rural businesses improved | <ul style="list-style-type: none"> At least 5,000 incremental HHs accessed microfinance products in project area Farming HHs' indebtedness down by 50% by PY4 At least 60% of rural businesses and 80% of SMEs operating after 3 years Selected MFI financially sustainable At least 90% of LSCIs financially sustainable | MFI/NGO records, Commercial bank records, PCU financial statements LSCIs records | Commercial banks and MFIs have resources to lend to beneficiaries Financial institutions are actively targeting FARM villages |
| Output 3.1: Rural businesses and SMEs accessed sustainable financing | <ul style="list-style-type: none"> 4,900 landless entrepreneurs financed 7 entrepreneurs financed for processing SMEs USD 1.4 mln disbursed as grants for SMEs and USD 2.1 mln as contribution from entrepreneurs USD 0.84 mln disbursed as grant for rural businesses and USD 0.28 mln as contribution from landless entrepreneurs | PCU financial statements Commercial banks and MFIs financial statements SMEs and rural businesses financial statements | MFI and commercial banks agree to finance rural businesses and SMEs to complement project grant |
| Output 3.2: Access to rural finance improved | <ul style="list-style-type: none"> Activities of at least 10,000 HHs financed in project area At least 1 MFI/NGO with license operating in project area USD 0.95 mln provided to MFI/NGO as investment grant and/or loan for financing activity PAR < 10% after 3 years | MFI/NGO progress reports, MFI/NGO financial statements, SMEs financial statements | MFI willing to deepen outreach in NPT <i>Risk:</i> Political interference hindering loan repayments |
| Output 3.3: Microfinance outreach extended to at least 5000 households | <ul style="list-style-type: none"> At least 1 MFI/NGO with license to assist HHs At least 55 Savings and Credit Institutions PAR < 5% One third of SCI leaders are women | LSCIs financial statements, MFI/NGO financial statements, NGO progress reports, | NGO willing to promote Savings and Credit Institutions <i>Risk:</i> Lack of sufficient capitalization to reach sustainability |

Second Project: Eastern States Agribusiness Project

Possible Geographical Area of Intervention and Target Groups

1. The proposed project will cover selected areas of two eastern states (Kayin and Shan). The selection criteria will include agriculture growth opportunities, rural employment prospects, and potential agribusiness linkages. There are substantial unutilised productive resources in these areas which can be developed by, and for the benefit of, the rural poor and marginalised groups.
2. The target groups will consist of poor rural women and men, primarily smallholders and the landless, from various marginalised groups, particularly ethnic groups. Subject to agreement with Government, the project may target former combatants from resolved ethnic conflicts who lack access to productive resources, as well as internally and externally displaced households.

Justification and Rationale

3. The proposed project area is along the East-West Corridor currently under development, which will cross Indochina from the South China Sea to the Indian Ocean (Andaman Sea), and is adjacent to the major trade links between Myanmar and China. As such, the project area has the potential to become a major regional growth hub, driven by agricultural comparative advantage, market demand and growth potential. There is substantial potential to develop smallholder agriculture in these eastern states and to strengthen linkages with agribusinesses in Myanmar, in Thailand and in China. In this respect, the productive and economic rationale for the proposed project is considered to be robust.

Key Project Objectives

4. The project objective would be to improve the economic status of rural women and men in the selected project areas in a sustainable, climate-resilient, and ethnically sensitive manner. The focus would be on marginalised groups such as ethnic groups, former combatants, and returning refugees. As such, the project would cover elements of all three COSOP strategic objectives.

Ownership, Harmonisation and Alignment

5. The proposed project is fully aligned with the Government's development priorities as articulated in its poverty reduction and rural development plan, its social and economic reform framework, and its latest five-year national development plan.
6. The project is aligned with the United Nations Strategic Framework for Myanmar as well as the priorities of many development partners. In view of its additional role as development catalyst, the proposed project would operate in partnership with bilateral and multilateral institutions, NGOs, the private sector and other stakeholders in the country.
7. The project is also aligned with Myanmar's National Adaptation Programme of Action for Climate Change (NAPA) prepared in 2012.

Components and Activities

8. The project would promote smallholder agriculture and may organise the allocation of plots of unutilised agricultural land to target groups who currently lack access to productive land. It would also promote formal and sustainable communal management of territories such as forests and fallow lands by ethnic group

communities. Productive infrastructure would be developed in the selected locations, expected to focus on irrigation, energy and roads. Investments in climate change adaptation and mitigation, and in sustainable ecosystem management, would be made. The project would organise the delivery of technical and financial services to the target groups and would foster commercial agribusiness linkages.

Costs and Financing

9. The total project cost is expected to be in the range of US\$ 50-70 million. IFAD would provide a loan of about US\$ 15 million and would access KEXIM cofinancing (KEXIM commitment for cofinancing in principle has been secured). Efforts would be made to mobilise climate change financing from ASAP, GEF or GCF subject to Government request. The Government, beneficiaries and private sector would also contribute to project costs in cash or kind.

Organisation and Management

10. The lead project agency would be MOAI, operating in partnership with other relevant Ministries such as MOLFRD and MOBA. The precise management and implementation arrangements would be defined jointly with Government during the design process.

Monitoring and Evaluation Indicators

11. The project's monitoring and evaluation indicators would be consistent with key indicators provided in the COSOP Results Management Framework, all disaggregated by gender and ethnicity.

Risks

12. The key risk relates to the degree of Government commitment to investing in eastern states with ethnic groups. The main mitigation measures are development of the East-West corridor which is an irreversible process, and sustained IFAD dialogue with Government throughout design and implementation.

Timing

13. The detailed design mission would be executed jointly with cofinanciers in March/April 2014. Following statutory CPMT and QE processes, the final design mission would be undertaken in July/August 2014. Following subsequent CPMT and QA processes, the project would be submitted to the Executive Board either in December 2014 or April 2015.

CPMT

14. The CPMT members for this project will be the same as those for the FARM project.

Key file 1: Rural poverty and agricultural/rural sector issues

| Priority areas | Affected group | Major issues | Actions needed |
|---|--|--|--|
| Low productivity of Agriculture, livestock and fisheries sectors | <ul style="list-style-type: none"> Poor and marginal farmers; Farmers with small (>2ha) and medium (>4ha) landholdings; Landless dependent on livelihoods from farm labour, livestock or subsistence fisheries; Communities dependent on food security and livelihoods from use of natural resources such as forest and fisheries; Female-headed households are especially vulnerable; National ethnic groups are particularly vulnerable. | <ul style="list-style-type: none"> High incidence of small land holdings, landlessness in the agriculture production areas; Insecurity of land tenure and user rights; Climate change resulting in increased incidence of severe droughts in the Central Dry Zone (Sagaing, Mandalay, and Magway Divisions), as well as seasonal droughts in other parts of the country such as the border areas and the Ayeyarwady Delta; Food insecurity, particularly on a seasonal basis; Lack of productive farming resources and agriculture inputs including land, irrigation, draught power, equipment, fertilizer and improved HYV seed; Lack of effective water harvesting and management practices; Relatively weak agriculture extension service especially in minority and remoter border areas; Inadequate investment in agricultural research services; Lack of market oriented production – top-down directives on quota for rice production for export; High dependency on a single annual rice crop for main source of income for farmers in many areas; Lack of access to credit, markets, marketing information, trading skills and input supplies; Agriculture value chain is inefficient; Traditional systems of livestock husbandry with high incidence of mortality (poultry) and production inefficiency (pigs, cattle & buffalo); High incidence of animal diseases with limited monitoring and surveillance systems and poor access to vaccination. | <ul style="list-style-type: none"> Increased public and private sector investment in agriculture and rural infrastructure and services. Development of differential policies for promoting market-driven agriculture and other interventions related to using agriculture as a tool for poverty alleviation. Promote evidence-based policy development for the agricultural sector. Support dissemination of improved crop and livestock production technology for sustainable agricultural intensification and diversification. Support community seed production for multiplication of the foundation seed at the farm level Strengthen linkages between agricultural research and extension services Build links with the private sector for marketing, input supply and other services. Introduce cash-for-work programme to provide rural employment and reduce rural poverty. Focus on integrated farming system to promote livestock development. Strengthen the capacity of the agriculture extension service and livestock agent Promote income generation of resource poor household through on – farm and off – farm activities. Promote climate change adaptation practice at community level Promote evidence-based policies and action plans for adaptation to climate change Strengthen the role of water user community for O&M of the irrigation scheme Promote local planning of seasonal cropping based on farmers' preferences and collaboration among scheme operators, water user groups and farmers. Review of the Current Water Charges Creation of an Enabling Environment for the Formation of Water User Associations Establishment of a Water Resource Management System Enhanced training for extension staff in participatory approaches to planning and implementation of irrigation projects; Improved access to credit for rural poor to enable them to pay water charges and fees. |
| Irrigation | <ul style="list-style-type: none"> Poor and marginal farmers, especially those with small (>2ha) landholdings and female headed households; Landless, especially female headed households dependent on livelihoods from farm labour; National ethnic groups. | <ul style="list-style-type: none"> Severe water scarcity in some areas, e.g. Mandalay, Sagaing, and Magway Divisions, and seasonal water constraints elsewhere in the country – e.g. parts of Bago and Yangon divisions, as well as Kachin and Shan States; Poor operations and maintenance of irrigation schemes; Provision of irrigation facilities not well-supported by extension and agricultural research services; Lack of water management and water catchment strategies; Strict cropping pattern required by government for those receiving irrigation, limiting farmers' choices in selection of appropriate cropping patterns; Absence of an enabling environment for the formation of effective water users associations; Absence of sufficiently experienced technical and facilitating staff in participatory planning, management and training; Inadequate financial capacity of farmer and water users to | |

| Priority areas | Affected group | Major issues | Actions needed |
|---------------------------|---|---|---|
| Rural Finance | <ul style="list-style-type: none"> Poor and marginal farmers, especially those with small (>2ha) landholdings; Landless dependent on livelihoods from small businesses, livestock or subsistence fisheries; National ethnic groups | <p>pay water charges and fees.</p> <ul style="list-style-type: none"> High incidence of debt distress; The poor are still largely dependent on high cost informal credit; Extreme shortage of credit shrinks bargaining power of the poor farmer Household indebtedness is high and rising; Formal micro-finance fails to reach poorest HHS; Lack of finance limits option for improved agricultural production; Self-help requires more than credit but provision of livelihood promotion services need to be developed. Financial viability of SRG-bank linkage and of other micro-finance initiatives is poor but starting. Legislation to nurture the sector has been passed but not as yet fully implemented. Targeting the poorest for micro-finance will require addressing the issues of vulnerability and risk, especially measures to re-capitalize the poorest households. Limited opportunities for off-farm income diversification. | <ul style="list-style-type: none"> Provide inputs (in kind and cash) to groups of poor households, with repayments used to establish self – help group or savings and credit groups to finance investments and for emergencies. Development of a national institutional framework and schemes for providing rural credit, micro-finance and group lending, especially for women. Fostering development of second tier organizations of SRGs – federations to take over support and promotional tasks and to provide a stronger base for lobbying for entitlements of the poor. Institutional development of intermediary and support organizations such as NGOs, banks, training institutions and apex organizations. Promote off – farm activities that add value to agricultural, fisheries and non-timber forest products e.g. simple processing, grading etc. Provide appropriate vocational skills training. Promote flow of information on off-farm income diversification opportunities. Build linkages with the private sector. |
| Gender Disparities | <ul style="list-style-type: none"> Women and women-headed households especially poor and marginal farmers from national ethnic groups; , Women and women-headed landless households, especially those dependent on livelihoods from small businesses, livestock or subsistence fisheries. | <ul style="list-style-type: none"> Low participation by women in economic activities Lack of participation by women in decision-making bodies at local (village and village-tract) levels; Lack of participation by women in elected bodies at regional and national levels; Poor access to assets, especially land and livestock; Lack of access to formal and informal credit facilities; Heavy burden on women to collect water and fuel wood Lack of opportunities for off-farm IGA. | <ul style="list-style-type: none"> Empowerment of women in social and community affairs through membership of SRGs, village councils, etc. Capacity building for leadership and management for both men and women. Policies and programmes to promote equitable access to land and other productive assets for both men and women. Enhanced and equitable education, literacy, skills and income generation training for both men and women rural poor. Improved and equitable access to financial services for both men and women rural poor. Reduce women's workloads by improving access to water and fuel wood and labour saving technologies for rural poor. |

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

| ORGANISATION | STRENGTHS | WEAKNESSES | OPPORTUNITIES/THREATS | REMARKS |
|--|--|--|--|---|
| Enablers | | | | |
| 1. Ministry of Agriculture and Irrigation | <ul style="list-style-type: none"> Potential to take considerable action once convinced; Composed of a number of departments covering a range of agricultural related issues; Synergies between different departments under one umbrella Ministry; Strong national network covering all agro-ecosystems; Good network of facilities located in all agro-ecological regions; Strong senior cadre of committed managers. | <ul style="list-style-type: none"> More priority on production than on policies and service delivery; Top down and ad hoc approaches to planning and decision-making; Lack of transparency in budgets; Decision making centralized Poor coordination with other line agencies including forestry, livestock and fisheries; Lack of investment in service delivery and facilities; Emphasis on production rather than on food security, especially in CPF; Paucity of new qualified and skilled personnel to replace retiring staff; Centralised decision-making not responsive to local priorities. | <ul style="list-style-type: none"> CPF provides for coordinated approach to farming systems under one Ministry; Potential for a more strategic approach to planning in CPF; Climate change: unusual rainfall patterns, salinization, flooding, drought; National Economic problems are likely to impact on further investment in agriculture; Lack of investment in educational institutions will reduce availability of qualified staff; Potential for conflict with other natural resourced based Ministries e.g. Forestry, Fisheries. | <ul style="list-style-type: none"> Has potential to be a strong partner for IFAD investment in Myanmar; New Government may positively influence role of MOAI in rural development; CPF offers a potential strategic and systematic approach to agricultural development; NCDP, FESR and PARDAP provide a vision for inclusive rural development in Myanmar. |
| Potential partner agencies within MOAI: | | | | |
| a. Department of Agriculture (DOA) | <ul style="list-style-type: none"> Committed staff keen to help poor farmers; Presence of staff at all levels of governance in country; Ability to take a farming systems approach to extension Linkages with DAR (for research and YAU (for training) Townships and District Agricultural Supervisory Committee provides opportunity for coordination with other Government agencies and local councils. Technical expertise in land-use planning in Land Use Division. | <ul style="list-style-type: none"> Lack of investment has resulted in a decline of number and quality of extension staff; Lack of well-trained personnel with participatory skills; Insufficient resources for effective field visits. | <ul style="list-style-type: none"> Successful implementation of CPF would provide opportunity for coordinated action; Continued lack of availability of qualified extension personnel; Under-resourced department unlikely to be able to meet demand for extension services. | <ul style="list-style-type: none"> Potential partner in helping to provide extension services for IFAD project(s); Potential partner in giving farmers choice in selection of economically viable crops best suited to local conditions; Potential for partnerships with civil society in delivery of extension services. Potential to build on coordination at village tract and township levels. Potential to promote local level land use planning, working with SLRD and local councils. |
| b. Department of Agricultural Planning (DAP) | <ul style="list-style-type: none"> Commitment of staff, desire to really help the poor; Well-trained senior staff; Potential for coordinating different departments in MOAI. | <ul style="list-style-type: none"> Few well-qualified staff to replace retiring managers; Tends to be Nay Pyi Daw focused with little feel for regions. | <ul style="list-style-type: none"> Move to Nay Pyi Taw likely to increase distance from farmers; Emphasis on policy influenced by politics rather than realities in the field New post-election Government structures may allow for better responsiveness in planning for regional needs. | <ul style="list-style-type: none"> Potential partner in coordinating IFAD activities with other Depts. of MOAI; Can help to ensure lessons from projects are fed back into the policy development process at the national level. |
| c. Irrigation Department (ID) | <ul style="list-style-type: none"> Technically qualified and committed staff; Potential for strong linkages with other MOAI departments and with Local Authorities; | <ul style="list-style-type: none"> Tendency to take a technological approach to delivery of services Lack of financial resources for investment in irrigation facilities and service delivery; Lack of a farming systems and water management approach; | <ul style="list-style-type: none"> Climate change likely to increase demand for irrigation but will reduce consistent supply of water; Potential for good coordination with other line depts. under MOAI; Poor coordination with other line agencies such as forestry; | <ul style="list-style-type: none"> Potential partner in giving farmers choice in selection of economically viable crops best suited to local conditions in cooperation with DOA; Potential partner in IFAD projects to provide irrigation and supporting services to poor farmers. |

| ORGANISATION | STRENGTHS | WEAKNESSES | OPPORTUNITIES/THREATS | REMARKS |
|--|---|--|---|--|
| | | <ul style="list-style-type: none"> Lack of trained personnel with participatory skills. | <ul style="list-style-type: none"> Potential for conflicting demands for water. | |
| d. Settlement and Land Records Department (SLRD) | <ul style="list-style-type: none"> Potential ability to coordinate land tenure issues with agricultural priorities; Ability to work with other MOAI depts. to foster a farming systems approach; Mandate allows for a systematic approach to land-use planning. | <ul style="list-style-type: none"> Land tenure insecurity linked to failure by farmers to comply with top-down cropping directives; Political imperatives can influence access to land; Land-use decisions are made on an ad hoc basis. | <ul style="list-style-type: none"> Lack of a national land policy that defines user rights and assures security of tenure; At local level, security of land tenure at whim of local officials | <ul style="list-style-type: none"> Will play a key role in linkage between security of land tenure for farmers and their choice of cropping patterns. Potential to work with DOA in land-use planning. |
| e. Water Resources Utilization Department (WRUD) | <ul style="list-style-type: none"> Ability to work with other MOAI depts. to foster a farming systems approach; Mandate allows for a systematic approach to water resources planning | <ul style="list-style-type: none"> Lack of a planned and strategic approach to water management and water catchment; Tendency to take a technological approach to delivery of services; Lack of investment in water resources; | <ul style="list-style-type: none"> Climate change likely to increase incidence of droughts and floods; Potential for conflicting demands for water; Poor coordination with other line agencies such as forestry; | <ul style="list-style-type: none"> Potential partner in IFAD projects to provide access to groundwater and supporting services to poor farmers. |
| f. Yezin Agricultural University (YAU) | <ul style="list-style-type: none"> Highly committed staff but the more experienced are now retiring; Close links with other MOAI depts. can foster a cooperative approach; | <ul style="list-style-type: none"> Knowledge of teaching staff outdated; Poor teaching and research facilities; Lack of young trained staff to take over from retirees; Lack access to external knowledge and resources; Poor infrastructure. | <ul style="list-style-type: none"> Lack of investment by Government in infrastructure | <ul style="list-style-type: none"> Neglect of national education institutions aggravated by international sanctions |
| g. Dep. of Agricultural Research (DAR) | <ul style="list-style-type: none"> Highly committed staff but the more experienced are now retiring; Strong foundation of applied research in the past; Network of agricultural research stations throughout the country; Strong links with DOA. | <ul style="list-style-type: none"> Lack of young well-trained staff to take over from retirees; Lack of investment has resulted in a decline of number and quality of research staff; Lack of investment has resulted in a decline of research facilities; Lack of access to external knowledge and resources. | <ul style="list-style-type: none"> Research driven by political priorities rather than by needs of farmers; Climate change offers both an opportunity (for adaptation) and threat (need for a new mind-set). | <ul style="list-style-type: none"> Potential partner for IFAD project in selection and development of cultivars best suited to local conditions; Neglect of national research institutions aggravated by international sanctions |
| Ministry of Finance and Revenue | <ul style="list-style-type: none"> Main Government financial institution that has oversight of the Myanmar economy Central bank is now independent because of reforms; Financial and economic reforms provide a foundation for inclusive economic growth. | <ul style="list-style-type: none"> Poor absorptive capacity to utilise new investment; Lack of skilled human resources; Poor institutional capacity; Segregated from economic planning processes Centralised decision-making being addressed to improve responsive to local priorities. | <ul style="list-style-type: none"> As a Myanmar Government institution, the MoFR is subject to international sanctions. New parliamentary structure may improve transparency of budgetary processes. | <ul style="list-style-type: none"> The sanctions on Myanmar mean that the MoFR cannot be a partner institution for management of IFAD funds. |
| Ministry of Livestock and Fisheries | <ul style="list-style-type: none"> Technically qualified and committed staff; Some laboratory services; Provides vaccination service in some areas of the country; Ability to respond to major disasters (e.g. Nargis) to help replace lost livestock; Fisheries is a major export sector Fishing legislation supports sustainable and equitable use of resource on paper; Good extension services in some areas | <ul style="list-style-type: none"> Infrastructure is outdated and suffers from lack of investment; Lack of qualified younger staff Lack of resources for surveillance of major animal diseases; Fishing licensing system does not support small-scale fisheries; Centralised decision-making not responsive to local priorities; Lack of effective implementation of national legislation at local levels. | <ul style="list-style-type: none"> CPF provides a direction for future for livestock and fisheries; CPF recognises lack of human resources and provides for capacity building but resources not certain; Threat from too strong an emphasis on export sector for fisheries; Threats to livestock sector from increasing incidence of disease. | <ul style="list-style-type: none"> Potential partner for alternative IGAs for landless in livestock production. |

| ORGANISATION | STRENGTHS | WEAKNESSES | OPPORTUNITIES/THREATS | REMARKS |
|--|--|---|---|--|
| Ministry of Environmental Conservation and Forestry | <ul style="list-style-type: none"> of the country; Umbrella organization for all forest related activities – conservation and sustainable management of forest and biodiversity estate; Technical competence at national level; Extension services reach down to local level; History of working with local NGOs in community forestry; Forestry Instruction (1995) allows for community forestry. | <ul style="list-style-type: none"> Lack of coordination with other Government agencies in natural resource management; Inability to implement forestry legislation in some remoter parts of country; Centralised decision-making not responsive to local priorities; Lack of transparency in statistics on forest estate and illegal logging; | <ul style="list-style-type: none"> CPF provides for sustainable management of forest resources, forest plantations, and for IGAs for rural poor; CPF does not address problems with lack of coordination with other sectoral agencies; | <ul style="list-style-type: none"> Poverty root cause of deforestation and so MOECAF needs to work closely with MOAI; Could be a potential partner for IFAD (with MOAI) in providing IGAs and greening of CDZ project areas; |
| Service Providers | | | | |
| Myanmar Agricultural Development Bank (MADB) | <ul style="list-style-type: none"> Sole financial institution permitted to loan money to farmers Network of branches all over the country down to township level Staff know local conditions | <ul style="list-style-type: none"> Need to streamline loan procedures Too much bureaucracy Weak credit assessment Funding constraints limit loans to poor farmers; Access to loans is not equitable. | <ul style="list-style-type: none"> Enhancement of institutional capacity needed Policy of requiring immediate repayment of loans creates severe burden on farmers | <ul style="list-style-type: none"> MADB retains monopoly on agric. Credit Could be a potential partner for IFAD funds but this is subject to sanctions. |
| FAO | <ul style="list-style-type: none"> FAO presence in Myanmar since 1978; Good working relationship with Government – trusted partner; Sound local knowledge and works throughout the country; Good partnership with MOAI, MOLF, and MOECAF; Assisted the Government to prepare NMTPF and CPF; Experience of managing agricultural projects; UN agency with a mandate to work with Government. | <ul style="list-style-type: none"> Experience more with technical implementation; High level of technical and overhead costs; Substantial reliance on international consultants for TA; Lacks close relationships with local NGOs; Does not share information easily with other donors; Both NMTPF and CPF lack consultation with stakeholders; | <ul style="list-style-type: none"> Previous history of working with IFAD in other countries; Government favours FAO as IFAD partner but concerned about costs; Potential for negotiating acceptable terms for IFAD assistance; Would provide strong linkages with NMTPF/CPF and UNCT country strategic framework for 2012-15; | <ul style="list-style-type: none"> Could provide both technical support (with a cost); Strong complementary with IFAD for technical support in procurement and infrastructure development, financial management, and oversight. Potential partner for strategy development for agriculture and rural development. |
| UNOPS | <ul style="list-style-type: none"> Good experience of fund management in Myanmar; Manages 3MDG and LIFT funds; Able to provide financial and project services; Core support staff based in Yangon. | <ul style="list-style-type: none"> Lacks technical expertise in agriculture; No existing strong links with MOAI, MOBA or MOLF. | <ul style="list-style-type: none"> Previous history of working with IFAD in other countries; Provides potential linkages with LIFT; Linkage with country strategic framework for 2012-15 for IFAD. | <ul style="list-style-type: none"> Could be a potential partner for procurement, project management and financial management; |
| WFP | <ul style="list-style-type: none"> Experience of food security situation across Myanmar Experience of vulnerability analysis in country Strong human and technical resources needed for surveys Has worked with MOAI in past Strong links with INGO sector | <ul style="list-style-type: none"> Seen by the government as a UN watchdog on food security issues and human rights Links with local NGOs and CBOs are not as strong Some activities are restricted by Government; Focus is on food aid to tackle food insecurity. Does not have strong links with MOBA. | <ul style="list-style-type: none"> Keen to work with IFAD on poverty and vulnerability analysis in project areas Provides linkage with UNCT country strategic framework for 2012-15 for IFAD | <ul style="list-style-type: none"> A potential partner for IFAD in carrying out a baseline poverty and vulnerability analysis in CDZ for selection of project areas and beneficiaries |
| UNDP | <ul style="list-style-type: none"> Experience with HDI since 1994 ICDP operational in townships in 23 townships, including some in CDZ Focus is on the poor in rural areas – | <ul style="list-style-type: none"> Spread very thinly over country so CDZ experience is limited Previous Programme addressed five areas and lacked focus | <ul style="list-style-type: none"> HDI experiences provide lessons and best practices for IFAD Body of evidence in building social capital through SRG – experiences + skilled | <ul style="list-style-type: none"> A potential partner for IFAD in carrying out baseline poverty and vulnerability analysis in CDZ for selection of project areas and beneficiaries, and a partner |

| ORGANISATION | STRENGTHS | WEAKNESSES | OPPORTUNITIES/THREATS | REMARKS |
|---|---|---|--|--|
| | <ul style="list-style-type: none"> marginal farmers and landless Experience with microfinance in 22 townships Solid body of experience in working with poor - documented through annual IAM reviews Experience in working with Government agencies Experience of strengthening community-based groups. New country programme now approved | <ul style="list-style-type: none"> Resources are insufficient for the areas addressed Sustainability is not assured – relies too much on donor inputs No Government ownership of HDI programme Lack of a policy / legislative framework that would allow replication in other areas Tension with donor community in coordinating donor activities. | <ul style="list-style-type: none"> people Government tolerates community-based activities of HDI providing for acceptance of IFAD targeting of rural poor HDI activities were subject to annual IAM reviews and continuity of UNDP support was not assured – this will be rectified in the full-scale country programme New country programme developing partnership with the Government | <ul style="list-style-type: none"> for implementation activities. IFAD project in CDZ could complement UNDP activities |
| LIFT programme | <ul style="list-style-type: none"> MOU with Government allows LIFT to operate throughout country Funding approved for livelihoods and food security projects in CDZ Works through national and international NGOs Building on previous experience to forge partnerships with Government agencies since lifting of sanctions. | <ul style="list-style-type: none"> Multi-donor consortium means that donor priorities may not always concur | <ul style="list-style-type: none"> Focus is on livelihoods and food security and on rural poor – allows for partnership with IFAD LIFT consortium involves many donors – both an opportunity for partnerships and a threat in terms of continuity of funding Assured funds have been less than requested but lifting of sanctions offers new opportunities. | <ul style="list-style-type: none"> LIFT keen to work with IFAD and other UN agencies LIFT plans in CDZ would complement IFAD project Funding mechanism provides a model for IFAD project |
| INGOs | <ul style="list-style-type: none"> Some agencies (e.g. ActionAid) have good track record of working with Government; Solid experience of working with communities in Myanmar; Good participatory skills; Some have a wide geographical coverage, including CDZ; Mix of international and national staff in INGOs; Work well with LIFT (a potential partner for IFAD); Work well with local government. | <ul style="list-style-type: none"> Some activities were restricted by Government in the past; Some did not have trust of old Government; Some restrictions on where they can work in the country; Some challenges in working with UN agencies in the country; Lack of experience in managing size of funds such as the IFAD loan | <ul style="list-style-type: none"> Some degree of trust built up since Nargis with Government; Distrust of INGOs amongst some parts of Government; No solid linkage with UNCT activities in Myanmar; | <ul style="list-style-type: none"> Some INGOs could be potential partners in delivery of services to communities in IFAD project areas. Some INGOs, e.g. SCF could be potential partner for baseline poverty and vulnerability assessments in CDZ. Selection of potential INGO partner to be done with MOAI. |
| Local NGOs | <ul style="list-style-type: none"> Strong commitment to empowering communities; Some have teams of committed young people and retired Government officials able to work with national line agencies; Work well with Local Authorities. Good knowledge of local conditions; Generally have trust of local communities | <ul style="list-style-type: none"> Lack of capacity in technical areas and participatory planning; Lack of financial, technical and human resources; Some NGOs are subject to political pressures; Some NGOs are controlled by Govt. Lack of project management and financial management skills. | <ul style="list-style-type: none"> Experiences with Nargis have fostered trust between NGO community and Government; Nargis has built capacity of local NGOs for development activities; | <ul style="list-style-type: none"> Since cyclone Nargis more room and freedom to work |
| Client Organisations | | | | |
| Formal Village Institutions: Village and township level development committees formed as a result of recent changes to the Village/tract administration law | <ul style="list-style-type: none"> Strong links with local communities; Sound local knowledge; Support of national Government institutions; Personnel committed to local communities Townships and District Agricultural Supervisory Committee provides | <ul style="list-style-type: none"> Lack of capacity and trained human resources Lack of financial resources – dependent on national Government for funding Local level development committees have little experience; Not clear if officials will be elected or not Subject to national directives. | <ul style="list-style-type: none"> New constitution and changes in legislation give formal local institutions more powers; Potential for role in participatory rural development; Potential conflict between local and military priorities in some areas; Potential for fostering partnerships between donors and Local development | <ul style="list-style-type: none"> LIFT projects able to work with Local Government; Potential partner for delivery of IFAD project services to communities; Potential to build on existing coordination structures at village tract and township levels Government reforms and decentralisation provide opportunities |

| ORGANISATION | STRENGTHS | WEAKNESSES | OPPORTUNITIES/THREATS | REMARKS |
|---|--|--|--|--|
| | opportunity for coordination between relevant Government agencies and local councils and authorities. | | committees | for working with local government |
| Informal Village Institutions Farmers associations Water-user groups Self-reliance groups (SRG) | <ul style="list-style-type: none"> Based on strong social capital; Strong commitment to local issues; Trusted by local communities; Often associated with religious communities; Ability to mobilise assistance in emergencies; Brings private sector and local communities together Sound local knowledge. | <ul style="list-style-type: none"> May lack Government support; Lack organization and outside support at present; Subject to pressure from local authorities and Peace and development councils; Lack of capacity and resources – financial, human, etc. | <ul style="list-style-type: none"> Changing political situation may provide a stronger role for informal institutions. Major role in participatory rural development; Strengthen ability of community members to interact with Government agencies and outside service providers. Legislative changes provide opportunities for formation of local level informal organizations. | <ul style="list-style-type: none"> Social capital provides a solid foundation for water user groups, women's organizations, and farmers' associations UNDP programme on HDI offers some lessons and best practices for IFAD. Government reforms and decentralisation provide opportunities for working with local informal organisations. |

Key file 3: Complementary donor initiative/partnership potential

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|------------------|--|---|------------------------------------|---|
| UN Family | | | | |
| UNCT | <ul style="list-style-type: none"> UN Strategic Framework (2012-2015) provides a framework for coordinated UN assistance to Myanmar. | Four strategic priorities: <ol style="list-style-type: none"> Encourage inclusive growth (both rural and urban), including agricultural development and enhancement of employment opportunities. Increase equitable access to quality social services Reduce vulnerability to natural disasters and climate change Promote good governance and strengthen democratic institutions and rights | 2012-2015 | <ul style="list-style-type: none"> Potential for partnerships and synergies with UNCT on strategic priorities 1 (poverty alleviation in rural areas of CDZ), 3 (climate change adaptation) and 4 (policy advocacy). |
| WFP | <ul style="list-style-type: none"> Agricultural/rural development; Health Education | <ul style="list-style-type: none"> Relief food assistant to the victims of small scale and medium scale natural disaster. Nutrition support for people living with HIV and TB Mother and child health and nutrition Basic education and early childhood development Integrated livelihood support programme Support small holder purchases and development of government/partner capacity | January 2010 – December 2012 | <ul style="list-style-type: none"> Strong complementarities with IFAD programmes and high potential for collaboration in the Central Dry Zone and upland area, where WFP is currently operating Provide technical expertise to assist the Vulnerability Assessment of the Central Dry Zone |
| UNDP | New Country Programme focuses on 3 pillars: <ul style="list-style-type: none"> Transition from HDI to sustainable community development; Climate change, environment and DRR; Policy advice and review on poverty reduction and democratic governance | Old HDI focused on activities such as: <ul style="list-style-type: none"> Strengthen village community institutions Strengthen Local Community Based organizations Capacity building for local communities on basic social needs such as health, education, HIV/AIDS Assist communities to gain access to cultivable land and land development, agriculture inputs and tool. Community forestry activities. Provision of micro finance through NGOs; Renewed focus on Climate change, environment and DRR Support policy dialogue and discussions with development partners. | 2013-2015 | <ul style="list-style-type: none"> Complementarities with IFAD programmes and high potential for collaboration in community dev. and micro finance. Potential for lessons and best practices from HDI projects, esp SRG for IFAD initiatives. Assessments of Integrated Household Living Conditions Regular review of Agricultural Sector, with FAO. Experience with self-reliance groups (SRG). Potential for strong linkages with Pillars I and III of 2013-2015 country programme. |
| FAO | <ul style="list-style-type: none"> Agriculture / rural development Health | <ul style="list-style-type: none"> Support for sustainable agriculture and rural livelihoods in Northern Rakhine State; Capacity building and technology adoption for sustainable food security and the Wa Special Region; Support for ex-poppy farmers and poor vulnerable families in the border areas; Preparation of a National Medium Term Priority Framework and a Country Programme Framework; Support income generation of coffee small holders, oilseed crops farmer and oil palm small holders, and dairy farmers; Strengthening the capacity and upgrading the Forest Research Institute; Avian Influenza programme | 2012-2016 | <ul style="list-style-type: none"> Strong complementary with IFAD for technical support and policy intervention at higher level Strong complementarities with IFAD programmes and high potential for collaboration in the Central Dry Zone. |
| UNOPS | <ul style="list-style-type: none"> Multi-sectoral programme management Food Security & | <ul style="list-style-type: none"> Increasing agricultural production Diversifying income sources (primarily, but not only for landless) Improvements in nutrition and hygiene | 2010-2013 | <ul style="list-style-type: none"> Strong complementarities with IFAD programmes and high potential for collaboration in the Central Dry Zone |

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|---------------|--|---|------------------------------------|--|
| | <ul style="list-style-type: none"> • Livelihoods • Health • Rural infrastructure | <ul style="list-style-type: none"> • Improved social protection measures in place • Improvements in the enabling environment for food security and livelihoods, • Reduce the burden of communicable disease mortality and morbidity for Tuberculosis (TB), Malaria and HIV and AIDS • Turnkey project management & procurement of goods and services | | <ul style="list-style-type: none"> • Strong complementary with IFAD for technical support in procurement, project management, financial management, and oversight |
| UNODC | Drug control | Supporting alternative livelihoods to opium production | On going | |
| ILO | Labour rights | <ul style="list-style-type: none"> • Labour migration • Social protection and discrimination • Child labour and forced labour • Assist Government with formulating legislation on trade unions and workers' rights | On going | <ul style="list-style-type: none"> • Potential for complementarities with IFAD in terms of ensuring that only voluntary paid labour is used for irrigation infrastructure and other project activities; • Help to monitor land tenure and user rights in IFAD project areas. |
| UNAIDS | Health | <ul style="list-style-type: none"> • AIDS policies and briefs • Drivers of the epidemic • Gender • Greater Involvement of People Living with HIV/AIDS • HIV care and support • HIV prevention • HIV testing and counselling • HIV treatment • Human rights • Key populations • Monitoring and evaluation • Resources and funding for AIDS • Science and research • Security / humanitarian response to AIDS • Sexual and reproductive health • Stigma and discrimination • TB/HIV • The Impact of the Global Economic Crisis on HIV Prevention and Treatment | On going | |
| UNHCR | <ul style="list-style-type: none"> • Humanitarian assistance • Refugees | <ul style="list-style-type: none"> • Builds houses, peace of mind for Cyclone Nargis victims • Protect refugees and resolve refugee problems | On going | |
| UNICEF | <ul style="list-style-type: none"> • Health & Nutrition • HIV/AIDS • Education • Water & Sanitation • Child Protection • Communication | <ul style="list-style-type: none"> • Work to protect children from many deadly diseases, improve their access to healthcare and essential drugs, and enhance their mental and physical development. • Work to empower children, youth and women to protect themselves against HIV/AIDS, and help ensure that people infected with and affected by HIV/AIDS are supported. • Work to help primary school children receive a quality education, and to help ensure that children are being taught fundamental life skills in the classroom. • Work to increase children's access to safe drinking water and sanitary facilities, and to ensure that more children in disadvantaged areas are being taught safe hygiene habits. • Work to protect women and children from trafficking, exploitation and | On going | <ul style="list-style-type: none"> • Potential for complementarities with IFAD projects in terms of improved incomes, food security and nutrition for rural poor. • Potential for synergies in capacity building activities for communities |

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|--|---|--|------------------------------------|---|
| | | <ul style="list-style-type: none"> abuse. Works to enhance the quantity and quality of child-focused media available to families in Myanmar, and to increase families' knowledge of beneficial care practices. | | |
| UN-HABITAT | Water Sanitation and Infrastructure, urban development and land records | <ul style="list-style-type: none"> Support for Coordination of Early Recovery Shelters The Mekong Water and Sanitation Initiative Agreement with the government on DRR and DRM Urban and regional development; Working with Settlement and Land Records Dept. to modernise land tenure title records and cadastral maps. | On going | <ul style="list-style-type: none"> Potential for cooperation with IFAD on land tenure rights and DRR |
| UNFPA | Health | <ul style="list-style-type: none"> Support to its partners focuses on reducing maternal mortality Preventing the spread of HIV | On going | <ul style="list-style-type: none"> Potential for complementarities with IFAD projects in terms of improved maternal and child nutrition, and empowering women. |
| World Bank | Interim Strategy Note (2013-14) | <ul style="list-style-type: none"> Pillar I: Transforming Institutions – institutional strengthening for the government; Pillar II: Building Confidence in ability of current reforms to deliver benefits to the people; Pillar III: Preparation for resumption of full country programme for Myanmar. Grant programme for national community-driven development (CDD) of \$85million. | 2013-2014 | <ul style="list-style-type: none"> Potential for working with community development programme and also with Pillar I of ISN on institutional strengthening. Experiences of CDD provide opportunities for joint activities and learning from experiences Carrying out Public Expenditure and Financial Accountability Assessment (PEFA) and Public Expenditure Review (PER) – useful for future IFAD investment |
| Asian Development Bank | Interim Re-engagement Strategy for Myanmar | <ul style="list-style-type: none"> Building human resources and capacities in ADB's areas of focus; Promoting an enabling economic environment; Creating access and connectivity in rural livelihoods and infrastructure development. | 2012-2014 | <ul style="list-style-type: none"> Potential for working with IFAD programme in strengthening human resources, promoting an enabling environment, and improving access to services for rural livelihoods Sector assessments provide useful materials for IFAD project design |
| WHO | Health | <ul style="list-style-type: none"> Prevention and control of Communicable Diseases Health System Development Child, adolescent and Reproductive Health Non-Communicable Diseases and Mental Health Country Health Profile. | On going | <ul style="list-style-type: none"> Potential for complementarities with IFAD projects in terms of improved nutrition, and health. |
| Donor Agencies | | | | |
| Diseases Fund (3DF) now expanded to 3MDG Fund | Health | Reduce the burden of communicable disease mortality and morbidity for Tuberculosis (TB), Malaria and HIV and AIDS – now includes maternal and child health | On going | |
| Japan (JICA / JBIC) | <ul style="list-style-type: none"> Agricultural/rural development; Education; Health Provides grant aid, technical assistance, loans, and assistance through regional organizations | <ul style="list-style-type: none"> JBIC provided bridging loans of \$900 million to clear WB and ADB arrears in January 2013 Eradication of Opium Poppy cultivation and improvement of drug law enforcement Agriculture extension human resource development Nutrition and child health Malaria control Rural Water supply in the Central Dry Zone Education, training, scholarship programme to government staff | On going | <ul style="list-style-type: none"> Recent discussions between JICA and IFAD have focused on possibilities to have collaboration in the Central Dry Zone. |

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|--|--|--|--|---|
| | <ul style="list-style-type: none"> Encourages private sector investment by Japanese companies | <ul style="list-style-type: none"> Rehabilitation of the Yangon port and main inland water transport facility Technical support to fishery and livestock sector Climate change early warning system Community reproductive health Social welfare administration Animal disease control Study on sustainable agriculture and rural development for poverty reduction programme in the Central Dry Zone | | |
| The UK - DFID | <ul style="list-style-type: none"> Humanitarian Aid – Nargis and other areas; Non-humanitarian aid | <ul style="list-style-type: none"> Health Rural development Education Civil society strengthening Environment | On-going – now also contributing to LIFT | <ul style="list-style-type: none"> Potential for learning from experiences in environment (forestry) and rural development Potential for learning / synergies from policy advocacy experiences |
| Swiss Agency for Development and Cooperation SDC | <ul style="list-style-type: none"> Humanitarian Aid | <ul style="list-style-type: none"> Access to and quality of social infrastructure and networks among vulnerable communities in the Delta, eastern of Myanmar and in/around the Myanmar refugee camps Food and livelihood security of internally displaced persons (IDPs), host communities and ex-poppy farmers | On going | |
| The EU's Humanitarian Aid Department (ECHO) | <ul style="list-style-type: none"> humanitarian aid Health | <ul style="list-style-type: none"> Nargis emergency Health care, sanitation, and malaria projects benefiting the most vulnerable victims of the crisis inside Burma/Myanmar as well as refugees along the border in Thailand | On going | |
| The EU | <ul style="list-style-type: none"> Food Security & Livelihoods Rural development Health Rural infrastructure | <ul style="list-style-type: none"> Increasing agricultural production Diversifying income sources (primarily, but not only for landless) Improvements in nutrition and hygiene Improved social protection measures in place Improvements in the enabling environment for food security and livelihoods, | On going | <ul style="list-style-type: none"> Potential for complementarities with IFAD projects in terms of rural development and assisting rural poor (once Government approves LIFT activities in rest of country). |
| KOICA | <ul style="list-style-type: none"> Agriculture ICT | <ul style="list-style-type: none"> A specialised laboratory in upper Myanmar to develop the agriculture sector and improve irrigation Myanmar ICT Development Master Plan Study of Fuel production The central dry zone Training programme on Hydro-graphic Survey | On going | |
| US | <ul style="list-style-type: none"> Support for political and economic reform Democracy promotion Humanitarian | <ul style="list-style-type: none"> Income generation, Micro credit, Livelihood, health, and sanitation improvement May also contribute to LIFT Future programme details to be announced | On-going and expanding in the future | <ul style="list-style-type: none"> Potential for cooperation on projects in CDZ |
| LIFT Progr. Livelihoods and Food Security Trust Fund. | <ul style="list-style-type: none"> Food and livelihood security of the poorest and most vulnerable populations | <ul style="list-style-type: none"> Agriculture production support for poor households; On-farm and off-farm market and employment support for target populations; Social protection measures for poor; Capacity building for local organizations to support livelihoods and food security; Support for poor households for nutrition and hygiene. | Five year programme: 2009-2014 | <ul style="list-style-type: none"> Donor Consortium of the LIFT Fund comprises Australia, the European Community, the Netherlands, Sweden, Switzerland, New Zealand and the UK – others also joining in. Initial focus on Nargis-affected areas but now expanded to other food insecure areas, including the CDZ- potential for collaboration on food security, poverty alleviation and capacity building |

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|---|--|---|------------------------------------|--|
| Coordination Mechanisms | | | | |
| Thematic Group on Food Security and Agriculture in Myanmar (TGFSA) | <ul style="list-style-type: none"> • Food security • Agriculture • Assist Myanmar achieve MDG1 | <ul style="list-style-type: none"> • Forum for coordination of activities of UN system, donors, and INGOs in agriculture/ food security • Coordination of needs assessments for food security and poverty • Design and implementation of strategies for food security and agriculture in specific areas • Sharing experiences and lessons learned • Information management on food security and agriculture | Five years – to align with NMTPF | <ul style="list-style-type: none"> • Provides a mechanism of coordinating IFAD activities with poverty alleviation and food security activities of other development partners in the CDZ and nationally. • A constraint is that Government agencies are not members of the TGFSA • Presence at township level would also help in coordination activities with Local Authorities |
| Food Security Working Group (FSWG) | <ul style="list-style-type: none"> • Food security • Livelihoods • Poverty alleviation | <ul style="list-style-type: none"> • Learning and exchange on best practices on food security • Promote access to knowledge on new areas for improved food security and livelihoods • Networking and collaboration • Advocacy to help voice local issues at national level. | On-going | <ul style="list-style-type: none"> • Provides a mechanism of coordinating IFAD activities with poverty alleviation and food security activities of national NGOs and INGOs |
| INGOs | | | | |
| Action Against Hunger | Humanitarian Assistance | Life-saving programs in nutrition, food security & livelihoods, and water, sanitation, & hygiene | On going | |
| Action Aid | Human Right | Activist rights to food, shelter, work, education, healthcare and a voice in the decisions making. | On going | <ul style="list-style-type: none"> • Potential for synergies with IFAD projects in terms of improved extension services and utilisation of irrigation facilities in CDZ; • Potential for synergies with IFAD projects for capacity building for participatory planning activities in CDZ. |
| ACTED | <ul style="list-style-type: none"> • Humanitarian Assistance • Micro finance • Health • Education | <ul style="list-style-type: none"> • Emergency relief • Food security • Health promotion • Education and training • Economic Development • Micro finance • Advocacy, institutional support, regional dialogue • Cultural promotion | On going | |
| Basic Human Needs Association | <ul style="list-style-type: none"> • Grass-roots Telecom infrastructures | <ul style="list-style-type: none"> • Medical Radio Network • Telemedicine • Humanitarian Community Radio • Other VHF radio network • ICT vocational training for local people • Installation of PBX at rural medical facilities and educational institutions | On going | |
| CARE | <ul style="list-style-type: none"> • Agriculture and food security • Education • Health • Economic development • Water, Sanitation and Environmental Health | <ul style="list-style-type: none"> • Support production more food and income generation • Promotes and facilitates discussion between parents, teachers and other members of the community to overcome the barriers to education that can keep families in a cycle of poverty • Improving access to quality health services, nutrition, family planning, immunisation and HIV awareness and prevention • Supporting money-making activities, especially those operated by women | On going | |

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|--|---|---|------------------------------------|---|
| | | <ul style="list-style-type: none"> Help prevent malnutrition, including demonstrating effective breast feeding, cultivating and preparing nutritious food, providing food as part of emergency relief efforts, and managing food-for-work projects to help communities improve infrastructure Build and maintain clean water systems and latrines and educates people about good hygiene practice to reduce the risk of illness | | |
| Caritas | <ul style="list-style-type: none"> Peace and reconciliation Emergencies Economic justice Climate Change Health | <ul style="list-style-type: none"> Bring divided communities together at grassroots level Emergency release to post natural disaster Advocacy for economic justice Advocacy the impact of climate change Support HIV affected family | On going | |
| IDE | <ul style="list-style-type: none"> Small – plot irrigation Agriculture Food security Rural Livelihood | Introducing and promoting valuable small scale irrigation technologies to boost household income, food security and productivity including treadle pumps (food – powered irrigation pumps) and drip irrigation systems and low – cost water storage | Start from 2004 | |
| MercyCrops | Humanitarian Aid and relief | <ul style="list-style-type: none"> Emergency response to bring relief and recovery Water and sanitation project Medical aid supply Clean up fold damaged village and replant rice paddies Repairing embankments, rebuilding irrigation canals, clearing walkways, and desalinating fields. | On going | |
| PACT Myanmar | <ul style="list-style-type: none"> Micro Financial Services Health | <ul style="list-style-type: none"> Provide credit without collateral for micro-enterprise development, mobilizing members' saving Strength community responses to TB/HIV and other disease burden Promote sustainable access to health for the needy communities by increasing community capacities in term of health awareness and income generation activity to support health | On going | <ul style="list-style-type: none"> Potential for learning from PACT's activities in the provision of rural credit. |
| Cetana Educational Foundation | Education | <ul style="list-style-type: none"> Help support students to pursue university study at universities abroad | On going | |
| Habitat For Humanity Myanmar | Humanitarian Aid | <ul style="list-style-type: none"> Support shelter to local community | On going | |
| International HIV/AIDS Alliance | Health | Support the fight against AIDS with independent, accurate accessible and comprehensive information. | On going | |
| Japanese Organization - International Cooperation in Family Planning (JOICFP) | <ul style="list-style-type: none"> Health Youth Community Development | <ul style="list-style-type: none"> Safe motherhood Youth HIV/AIDS Woman empowerment and gender equity Community Development | On going | |
| Marie Stopes International (MSI) | Health | <ul style="list-style-type: none"> Provide sexual and reproductive healthcare services | On going | |
| Oxfam | <ul style="list-style-type: none"> Emergency response Development work Campaigning for change | <ul style="list-style-type: none"> Save lives, swiftly delivering aid, support and protection Help communities develop the capacity to cope with future crises. Support poor people to take control, solve their own problems, and rely on themselves. Campaigns hard, putting pressure on leaders for real lasting change | On going | |

| Agency | Priority sectors and areas of focus | | Period of current country strategy | Complementarities /Synergy Potential |
|-------------------------------|--|---|------------------------------------|--|
| Solidarités | <ul style="list-style-type: none"> • Health and Sanitation • Agriculture • Civil work | <ul style="list-style-type: none"> • Access to drinking water • Sanitation • Hygiene • Rehabilitation program for agriculture and fishery activities • Civil work reconstruction | On going | |
| Save the Children Fund | <ul style="list-style-type: none"> • Health • Nutrition • Food security | <ul style="list-style-type: none"> • SCF is lead agency for Myanmar NGO Consortium on HIV/AIDS working with 3D fund; • HIV prevention for high risk groups; • Prevention of mother to child transmission; • Household food security and nutrition surveys in CDZ | On-going 2007 | Could be a good partner to carry out poverty and vulnerability assessments in CDZ for IFAD in partnerships with WFP. |
| World Vision | <ul style="list-style-type: none"> • Community development • Child • Responding to disasters • Health • Trafficking | <ul style="list-style-type: none"> • Children in crisis • Child, maternal health & nutrition • Child rights & participation • Climate change • Conflict & peace building • Economic development • Gender • HIV & AIDS • Human trafficking • Urbanisation • Regional Priorities | On going | |

Key file 4: Target group identification, priority issues and potential response

| Typology | Poverty Level and Causes | Coping Actions | Priority Needs | Support from Other Initiatives | COSOP Response |
|--|--|---|---|--|---|
| Rural poor, especially small marginal and vulnerable farmers as well as ethnic groups. | <ul style="list-style-type: none"> Living on less than \$1.25 per day; Chronic food insecurity Lack adequate access to productive assets (land, draught power, water control/irrigation facilities) High ratio of dependents to workers Little or no wage employment or off-farm income generating opportunities available locally; Small landholdings insufficient for household food security; High level of Indebtedness Lack of access to credit services at an affordable cost; Poor education and literacy levels; High levels of illness and expenditure on health; Vulnerability to drought and floods . | <ul style="list-style-type: none"> Local agricultural wage labour with larger farmers; Seasonal migration for work (urban areas and overseas); Reduction in food intake Dependence on exploitation of natural resources such as forests; Homes gardening and subsistence fisheries for food security; Selling off assets Borrowing from money lenders | <ul style="list-style-type: none"> Household Food security; Opportunities to intensify/diversify agricultural production (including traditional varieties, local breeds and traditional practices). Additional productive assets - (land, draught power, water /irrigation facilities) Secure land tenure Access to public and private sector agricultural services (extension, input supply, marketing, micro- finance etc.) Availability of off-farm opportunities in rural areas (including traditional activities) and provision of services; Improved health and education services Improved rural infrastructure Capacity building of community organizations to assist with extension and development | <ul style="list-style-type: none"> Limited support services from Government; UN Strategic Framework will help coordinate support from UN agencies on poverty alleviation and food security activities; TWGFSA strategy for CDZ will complement IFAD project activities in CDZ; Proposed JICA support for poverty reduction initiatives in CDZ will target rural people in target villages in the area of the pilot project; FAO managed OFID project (since 2005) on oil seeds production in 37 townships in Myanmar to increase farmers' incomes through improved seeds, extension services and market outlets for their crops. Some sporadic and scattered INGO and local NGO initiatives on income generating opportunities; UNDP HDI programme was operational in limited areas but new country programme will have a wider geographical focus and is a potential partner for IFAD, especially in targeting rural poor; WFP only able to provide emergency food aid and food-for-work in a limited number of areas; LIFT active in all areas, including CDZ and is a potential partner especially its "learning and innovation" window; | <ul style="list-style-type: none"> IFAD will target assistance to rural poor in project areas in the CDZ by providing access to irrigation services and supporting services; Coordination of IFAD activities with UNCT strategic framework, UNDP CP, LIFT and with TWGFSA activities in the CDZ |
| Rural women, particularly female —headed households; including women from ethnic groups | <ul style="list-style-type: none"> Living on less than \$1.25 per day; Chronic food insecurity Lack of adequate access to productive assets (land, draught power, water control/irrigation facilities) Little or no wage employment or off-farm income generating opportunities available locally; Small landholdings insufficient for household food security; High level of Indebtedness Lack of access to credit services at an affordable cost; Poor level of education and literacy; | <ul style="list-style-type: none"> Local agricultural wage labour with larger farmers; Seasonal migration for work (urban/abroad); Reduction in food intake Dependence on exploitation of natural resources such as forests; Homes gardening and subsistence fisheries for food security; Selling off assets Borrowing from money lenders Taking children out of school | <ul style="list-style-type: none"> Household Food security; Opportunities to intensify and diversify agricultural production (including traditional varieties, local breeds and traditional practices). Productive assets; Secure land tenure Access to public and private sector agricultural services Availability of off-farm IGAs (including traditional activities) in rural areas and provision of services; Opportunities for home gardens and subsistence fisheries for food security; | <ul style="list-style-type: none"> Limited support services from Government; Proposed JICA support for poverty reduction initiatives in CDZ will target rural people, including women, in target villages in the area of the pilot project; UN Strategic Framework will help coordinate support from UN agencies on poverty alleviation and food security in CDZ to help reduce gender inequities; Some sporadic and scattered INGO and local NGO initiatives on income generating opportunities targeted at women; UNDP HDI programme was operational in limited areas but new country programme will have a wider geographical focus and is a potential partner for IFAD, especially in | <ul style="list-style-type: none"> IFAD will target assistance to rural poor, and especially women-headed households in project areas in the CDZ by providing access to irrigation services and supporting services, including training; Coordination of IFAD activities with UNCT strategic framework, UNDP CP and with TWGFSA activities in the CDZ |

| Typology | Poverty Level and Causes | Coping Actions | Priority Needs | Support from Other Initiatives | COSOP Response |
|---|---|--|--|---|--|
| | <ul style="list-style-type: none"> • High levels of domestic violence; • High levels of illness and expenditure on health; • Vulnerability to recurrent drought and floods | | <ul style="list-style-type: none"> • Improved health and education services • Support for children • Improved personal and livestock security • Tackling domestic violence • Capacity building of CBOs for women's empowerment | <ul style="list-style-type: none"> targeting rural women; • Limited WFP food aid and food-for-work in a some areas; • LIFT active in all areas, including CDZ; | |
| Landless and poor rural households (including ethnic group households) | <ul style="list-style-type: none"> • Living on less than \$1.25 per day; • Little or no wage employment or non-farm income generating opportunities available locally • High ratio of dependents to workers; • High level of Indebtedness • Lack of access to credit services at an affordable cost; • Poor level of education and literacy; • High levels of illness and expenditure on health. | <ul style="list-style-type: none"> • Local agricultural wage labour; • Seasonal migration for work (urban areas and overseas); • Reduction in food intake • Dependence on exploitation of natural resources such as forests; • Homes gardening and subsistence fisheries for food security; • Selling off assets • Borrowing from money lenders | <ul style="list-style-type: none"> • Household Food security; • Availability of off-farm income generating opportunities (including traditional activities) in rural areas and provision of associated support services; • Opportunities for home gardens and subsistence fisheries for food security; • Improved health and culturally sensitive education services; • Improved access to livestock; • Capacity building and strengthening of community based organizations to assist with empowerment activities | <ul style="list-style-type: none"> • Limited support services from Government; • Proposed JICA support for poverty reduction initiatives in CDZ will target rural poor, including landless in target villages in the area of the pilot project; • UN Strategic Framework will help coordinate support from UN agencies on poverty alleviation and food security targeted at the landless; • FAO managed OFID project (since 2005) on oil seeds production in 37 townships in Myanmar may increase access to farm wage labour; • Some sporadic and scattered INGO and local NGO initiatives on income generating opportunities; • UNDP HDI programme was operational in limited areas but new country programme will have a wider geographical focus and is a potential partner for IFAD, especially in targeting landless and poor households; • WFP only able to provide emergency food aid and food-for-work in a limited number of areas; • LIFT active in all areas, including CDZ; | <ul style="list-style-type: none"> • IFAD will target assistance to rural poor, including landless in project areas in the CDZ by providing access to income generating opportunities; • Coordination of IFAD activities with UNCT strategic framework, UNDP CP, and with TWGFSA activities in the CDZ |