

Signatura: EB 2014/111/R.6
Tema: 4 b)
Fecha: 4 de marzo de 2014
Distribución: Pública
Original: Inglés

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Invertir en la población rural

República de la Unión de Myanmar

Programa sobre oportunidades estratégicas nacionales

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Junta Ejecutiva — 111º período de sesiones
Roma, 8 y 9 de abril de 2014

Para **examen**

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Acrónimos y siglas

COSOP	programa sobre oportunidades estratégicas nacionales
ONG	organización no gubernamental
PBAS	sistema de asignación de recursos basado en los resultados
PIB	producto interno bruto
RIMS	sistema de gestión de los resultados y el impacto

Mapa de la zona del programa

Republic of the Union of Myanmar

Fostering Agricultural Revitalization in Myanmar (FARM)

President's report



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD 29/01/2014

Fuente: FIDA

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Resumen de la estrategia en el país

1. Myanmar es el país más grande de Asia Sudoriental; posee abundancia de tierras y agua y climas favorables a la agricultura. El sector agrícola constituye la columna vertebral de la economía y dos tercios de la población viven en las zonas rurales. Los niveles de pobreza son sensiblemente superiores en esas zonas, en comparación con las urbanas, y entre los agricultores en pequeña escala, los agricultores sin tierra y los grupos étnicos. Aunque el país produzca excedentes alimentarios, muchas zonas rurales padecen inseguridad alimentaria crónica y aguda.
2. El presente programa sobre oportunidades estratégicas nacionales (COSOP) promoverá el crecimiento económico inclusivo y la lucha contra la pobreza en las zonas rurales de Myanmar apoyando las iniciativas gubernamentales de seguridad alimentaria y de los ingresos que se dirijan a las mujeres y los hombres de esas zonas. El programa del FIDA en el país funcionará en colaboración y sinergia con diversas instituciones de desarrollo bilaterales y multilaterales, organizaciones no gubernamentales (ONG), el sector privado y otras partes interesadas. El FIDA colaborará con el Marco Estratégico de las Naciones Unidas para Myanmar y complementará activamente otras iniciativas de desarrollo rural.
3. La finalidad general del COSOP es ayudar a reducir la pobreza de las mujeres y los hombres de las zonas rurales, sobre todo la de los agricultores en pequeña escala, los agricultores sin tierra, los grupos étnicos y otros grupos marginados. En el COSOP se definen tres objetivos estratégicos de intervención del FIDA en Myanmar durante el período 2014-2018. El objetivo estratégico 1 es empoderar a las mujeres y los hombres de las zonas rurales para que accedan a los recursos, las tecnologías, los servicios y los mercados agrícolas. El objetivo estratégico 2 es crear oportunidades de negocio y empleo para las mujeres y los hombres de esas zonas. El objetivo estratégico 3 es promover el empoderamiento social y económico de los grupos marginados, sobre todo los grupos étnicos.
4. Se incorporarán una serie de temas e instrumentos transversales en la corriente general de acción de las operaciones del programa en el país, entre ellos el aumento de la capacidad, la igualdad de género, la mejora de la nutrición, la adaptación al cambio climático y la mitigación de este, el fomento de la buena gestión pública y la ordenación de los recursos naturales.
5. En consonancia con la política de focalización del FIDA, las inversiones se destinarán a las mujeres y los hombres de las zonas rurales aquejados de pobreza y de inseguridad alimentaria y capaces de aprovechar las oportunidades económicas y sociales. Las operaciones iniciales financiadas por el FIDA se dirigirán a los siguientes lugares: i) áreas predeterminadas de la zona árida central, que posee una población rural grande de mujeres y hombres vulnerables al cambio climático y que es zona prioritaria en los planes nacionales de lucha contra la pobreza y desarrollo rural, y ii) áreas predeterminadas de los estados con grandes concentraciones de grupos étnicos en los que se ha instaurado la paz y existen oportunidades de desarrollo agrícola sostenido.
6. Mediante el primer préstamo que, según lo previsto, otorgará el FIDA al país se financiará el Proyecto de Reactivación de la Agricultura en Myanmar, que abarca partes de la zona árida central. Se someterá a la aprobación de la Junta Ejecutiva en abril del presente año. Algunos asociados importantes ya están aplicando, en escala ampliada, diversos elementos fundamentales del diseño del proyecto. El Banco Mundial tiene planes de invertir USD 100 millones en octubre del presente año en tres lugares de la zona árida central (Bago, Mandalay y Sagaing), en lo que constituirá una ampliación de escala de las inversiones correspondientes del proyecto, sobre todo en los ámbitos de la ordenación del riego y los servicios consultivos. El FIDA y el Banco Mundial coordinan cuidadosamente sus inversiones respectivas y este último estudia la posibilidad de utilizar los mecanismos de gestión

que se están fijando en el marco del proyecto. Por otra parte, el Fondo Fiduciario sobre Medios de Subsistencia y Seguridad Alimentaria, un gran fondo fiduciario de donantes múltiples, estudia la posibilidad de aplicar, en escala ampliada, el enfoque y las actividades pertinentes del proyecto a su nuevo programa, concretamente al diseño de este para la zona árida central.

7. La colaboración que mantendrá el FIDA con el Gobierno y los asociados en materia de políticas se concentrará en aportar sus experiencias operacionales en la lucha contra la pobreza en los debates oportunos sobre políticas y estrategia. Esas experiencias ofrecen oportunidades únicas para determinar las deficiencias en el ámbito de las políticas y formular recomendaciones sobre cuestiones de ese ámbito que afecten a los pobres de las zonas rurales.

República de la Unión de Myanmar

Programa sobre oportunidades estratégicas nacionales

I. Introducción

1. Aunque Myanmar se adhirió al FIDA en 1990, este aún le no ha otorgado ningún préstamo. Este nuevo programa sobre oportunidades estratégicas nacionales (COSOP) tendrá un período de validez de cinco años, desde 2014 hasta 2018. Se ha elaborado mediante un proceso de consultas con múltiples partes interesadas que han codirigido el Gobierno de Myanmar y el FIDA. El proceso de elaboración empezó en 2010 y continuó hasta mediados de 2011, fecha en que lo aprobó la dirección del Fondo. Sin embargo, debido a los notables cambios que se han producido durante los tres años pasados (reformas importantes, elecciones, instauración de un nuevo gobierno a principios de 2012, levantamiento de muchas sanciones internacionales), el COSOP se ha actualizado exhaustivamente en colaboración con el Gobierno y se ha sometido, de nuevo, al examen de la dirección del FIDA, que lo aprobó en enero del presente año.

II. Contexto nacional

A. Situación económica, agrícola y de la pobreza rural

Antecedentes económicos del país

2. Después de haber salido de 50 años de aislamiento, a principios de 2011 Myanmar emprendió un proceso general de reformas políticas y económicas dirigidas a introducir elementos de representación popular en la esfera política, favorecer el crecimiento económico y el desarrollo social inclusivo, mejorar el clima empresarial, atraer la inversión extranjera y luchar contra la pobreza.
3. Se calcula que, en 2011, Myanmar tenía una población de 60,6 millones de habitantes y una tasa de crecimiento demográfico anual del 1,3 %. Myanmar está considerado uno de los países menos adelantados y uno de los más pobres de Asia; en el Informe sobre Desarrollo Humano 2013 se lo clasifica en el puesto 149, de un total de 186 países examinados, y se le atribuye un índice de desarrollo humano de 0,498. En ese mismo año, su producto interno bruto (PIB) superó los USD 55 000 millones, con un promedio de USD 916 per cápita, y la tasa de crecimiento anual de su PIB fue del 5,5 %. En 2010, el sector agrícola representaba el 36 % del PIB; el sector de los servicios, el 38 %, y el industrial y manufacturero, el 26 %.

Agricultura y pobreza rural

4. Myanmar es el país más grande de Asia Sudoriental; posee abundancia de tierras y agua y climas favorables a la agricultura. El sector agrícola (que incluye la ganadería y la pesca) está considerado como la columna vertebral de la economía y alrededor del 70 % de la fuerza de trabajo desarrolla su actividad en la agricultura o depende de ella en gran medida para obtener ingresos. El arroz es el cultivo más importante, pues representa alrededor del 60 % de la superficie neta cultivada y el 80 % del valor del sector productivo. El sector representa entre el 25 % y el 30 % del valor total de las exportaciones. Actualmente las legumbres son el producto básico exportable más importante, con un valor de exportación de USD 1 400 millones, mientras que las exportaciones de arroz, caucho y productos pesqueros procuran, cada una, entre USD 300 millones y USD 400 millones anuales (según los cálculos del período 2010-2011).
5. Pese a sus posibilidades de crecimiento, el sector agrícola ha padecido una insuficiencia crónica de inversiones en investigación, extensión, transferencia de tecnología, desarrollo de infraestructuras, mejora de las cadenas de valor y

comercialización. Además, los agricultores no han recibido precios remunerativos por sus productos, tanto por razones estructurales como por falta de políticas incentivadoras, lo que ha hecho disminuir los ingresos de las zonas rurales.

6. La paradoja es que en un país tan rico en recursos haya una correlación estrecha entre agricultura y pobreza, así como una rotunda brecha entre las zonas urbanas y las rurales. Aunque en términos agregados el país produzca excedentes alimentarios, muchas zonas rurales padecen inseguridad alimentaria crónica y aguda. Estas disparidades se dan tanto entre los estados como dentro de ellos y tanto entre los conjuntos de aldeas como dentro de ellos, y en su seno la inseguridad alimentaria doméstica y la pobreza están ligadas íntimamente.
7. No hay series cronológicas de datos fiables sobre la pobreza. No obstante, en dos evaluaciones integradas de las condiciones de vida de las familias realizadas en 2004-2005 y 2009-2010 se señalaba respectivamente que el índice de recuento había bajado del 32 % de la población en 2005 al 26 % en 2010. Esos datos estadísticos agregados enmascaran diferencias sensibles entre regiones y entre zonas urbanas y rurales. Los estados más pobres, como los de Chin (el 73 % de cuyos habitantes viven por debajo del umbral de la pobreza) y Shan (el 52 % de cuyos habitantes viven por debajo de ese umbral), registran una pobreza y unas privaciones sociales mayores que las de estados como Yangón y Mon.
8. La extensión de la pobreza en las zonas rurales (29 %) es considerablemente superior a su extensión en las urbanas (15 %). Asimismo, las zonas rurales también andan a la zaga en indicadores sanitarios, sociales y educativos. Los pobres de las zonas rurales suelen ser agricultores sin tierra (entre el 35 % y el 53 % de la población rural, dependiendo de la zona), agricultores con acceso a terrenos pequeños y marginales (normalmente menos de dos hectáreas por terreno) y grupos étnicos. Los pobres de las zonas rurales sufren de escasez de alimentos, mala nutrición y falta de productos no alimentarios esenciales. La mayoría de los pobres viven en la zona árida central (que tiene suelos arenosos, pluviosidad escasa y elevada densidad demográfica) o en zonas de monte pobladas por grupos étnicos, las cuales son remotas, ofrecen pocas tierras de labranza y se han visto afectadas por conflictos.
9. En la clasificación del índice de desigualdad de género de 2012, Myanmar ocupó el puesto 80, entre 186 países. Las mujeres, sobre todo las de las zonas rurales, se cuentan entre los grupos más marginados y son muy vulnerables a la inseguridad alimentaria y a la pobreza. Aunque en el derecho consuetudinario budista y en la Constitución de 2008 se reconozca igualdad de derechos a las mujeres y los hombres, aquellas no están bien representadas en la esfera política ni en los niveles más altos de la esfera administrativa, con la excepción de los ámbitos tradicionales de los servicios sociales, la sanidad y la educación. En el plano local (distritos, municipalidades, aldeas) hay pocas mujeres que ejerzan funciones representativas, sobre todo en los órganos decisorios. La mentalidad cultural predominante tiende a dividir los papeles de género de manera estereotipada y en esa división se asocia íntimamente a las mujeres con las labores domésticas, a pesar de que sean ellas quienes a menudo tomen las decisiones y ostenten la propiedad de los bienes. En los planes nacionales de desarrollo quinquenal no se ha tratado debidamente la desigualdad de género y se ha prestado escasa atención a la carga desproporcionada que imponen la pobreza y la militarización a las mujeres. Además, los métodos de recogida de datos desglosados por género y de seguimiento de las condiciones de bienestar de las mujeres están poco desarrollados y se concentran, de manera estrecha, en las funciones reproductoras. Pese a esos problemas, en los últimos años se ha progresado considerablemente en la incorporación de una perspectiva de género a la corriente general de acción, sobre todo en materia de desarrollo institucional, defensa de los intereses de las mujeres y sensibilización.

10. Myanmar es étnicamente diverso, pues cuenta 8 grupos étnicos importantes, 135 subgrupos y 108 grupos etnolingüísticos diferentes. Según los cálculos, el 68 % de la población es birmana; el 9 %, shan; el 7 %, karen; el 4 %, rakhine; el 2 %, mon, y el 5 % kachin, kayah y kayin (el resto son chinos e indios). Los grupos étnicos se hallan entre los segmentos de población más pobres y más marginados, y la etnia guarda una correlación importante con la pobreza y la inseguridad alimentaria. Dado que los territorios ancestrales de esos grupos suelen contener recursos mineros valiosos, han sido explotados por forasteros, lo que ha ocasionado conflictos. Esos grupos padecen un aislamiento geográfico, social y económico, a causa de las dificultades topográficas que presentan sus territorios y de la negligencia política. En las zonas de conflicto, se han desplazado familias pertenecientes a esos grupos, lo que ha ocasionado la pérdida del acceso a la tierra y de los medios de subsistencia. Los kachin, los karen y los rohingya son los grupos étnicos más importantes que han sufrido desplazamientos internos en el país. No obstante, es sabido que los grupos étnicos poseen capacidades, recursos, conocimientos indígenas únicos y prácticas ecológicamente sostenibles que podrían apreciarse y aprovecharse con fines de desarrollo general.

B. Políticas, estrategias y contexto institucional

Contexto institucional nacional

11. Hay siete entidades que se encargan del desarrollo agrícola y rural, tres de las cuales trabajan directamente con el sector de la agricultura: i) el Ministerio de Agricultura y Riego, que se encarga de los cultivos, los regadíos, el crédito agrícola y la mecanización; ii) el Ministerio de Ganadería, Pesca y Desarrollo Rural, y iii) el Ministerio de Conservación Ambiental y Silvicultura, que se encarga de conservar la diversidad biológica, además de las labores relacionadas con la silvicultura y el medio ambiente. Los otros cuatro ministerios que operan en las zonas rurales son el Ministerio de Cooperativas, el Ministerio del Interior, el Ministerio de Industria y el Ministerio de Progreso de las Zonas Fronterizas y las Razas Nacionales y de Asuntos de Desarrollo.

Estrategia nacional de lucha contra la pobreza rural

12. Aunque Myanmar carezca de una estrategia de lucha contra la pobreza propiamente dicha, cuenta con una serie de planes de desarrollo nacional que han prestado el mismo servicio en apoyo del primer Objetivo de Desarrollo del Milenio (lucha contra la pobreza). En fecha reciente, el Gobierno ha empezado a plantearse un enfoque de desarrollo más coherente, que incluye el Plan de acción de alivio de la pobreza y desarrollo rural, el Plan nacional de desarrollo general, de largo plazo, y el Marco de reforma económica y social. En este último se marca el rumbo del proceso continuo de reforma y se articulan sus metas generales y sus objetivos a medio plazo. Asimismo, se enuncia un programa político para los tres próximos años que ofrece posibilidades de aplicar métodos de "resultado rápido" que redunden en beneficios tangibles y sostenibles para la población.
13. El Plan de acción de alivio de la pobreza y desarrollo rural, el Plan nacional de desarrollo general y el Marco de reforma económica y social proporcionan una normativa general para el sector agrícola, que se concreta en el Marco nacional de prioridades a medio plazo 2011-2014, en el que se prevén siete resultados prioritarios. La primera prioridad es aumentar la producción agrícola para garantizar la seguridad alimentaria, labor que incluye la aplicación de medidas de lucha contra la pobreza; la sexta es mejorar los medios de subsistencia de las zonas rurales ayudando a sus habitantes a sacar partido de sus bienes de equipo y su capital natural y humano. Aunque la seguridad alimentaria fuera prioritaria en los anteriores planes de desarrollo, el Marco nacional de prioridades a medio plazo 2011-2014 es el primer marco estratégico en el que se incluyen medidas de lucha contra la pobreza.

Armonización y alineación

14. A raíz de los cambios políticos recientes y de la adopción de una serie de amplias reformas políticas y normativas, se han levantado muchas de las sanciones internacionales contra Myanmar. Muchas entidades financieras bilaterales han reanudado las operaciones de ayuda en el país. Además, dos importantes instituciones financieras internacionales, el Banco Mundial y el Banco Asiático de Desarrollo, han formulado estrategias para sus respectivas operaciones futuras en Myanmar y comenzarán a conceder préstamos ahora que se han resuelto las cuestiones de los atrasos pendientes. Los organismos de las Naciones Unidas que operan en el país han formulado el Marco Estratégico de las Naciones Unidas para Myanmar. El programa que tiene previsto el FIDA para el país está plenamente alineado con ese marco y el Fondo es uno de los miembros principales del Grupo de trabajo sectorial sobre agricultura, que presta asesoramiento en materia de políticas y actúa como mecanismo de coordinación a nivel nacional.

III. Enseñanzas de la experiencia del FIDA en el país

A. Resultados, impacto y desempeño anteriores

15. El presente documento constituye el primer COSOP del FIDA para Myanmar. El Fondo no ha financiado ningún préstamo para el país hasta la fecha.

B. Enseñanzas extraídas

16. El programa previsto del FIDA para Myanmar se basa en sus experiencias en países que se hallan en condiciones análogas desde el punto de vista tanto regional como mundial, incluidos países en transición. También se basa en las experiencias operacionales adquiridas en los proyectos financiados por asociados bilaterales y multilaterales que operan en el país y en las enseñanzas extraídas de estos.

IV. Marco estratégico del FIDA en el país

A. Ventaja comparativa del FIDA en el país

17. En el Marco Estratégico del FIDA (2011-2015) se articula la ventaja comparativa del Fondo en el ámbito mundial. La ventaja comparativa específica que tiene el FIDA en Myanmar radica en la base de conocimientos que ha adquirido en sus experiencias regionales y mundiales como financiador de pequeñas explotaciones agrícolas, del crecimiento económico rural y de la lucha contra la pobreza en medios sociales y económicos análogos. Se considera que esa base de conocimientos es sumamente pertinente para el Gobierno en la medida en que este pretende aplicar un enfoque inclusivo a la modernización del sector agrícola y al desarrollo de las zonas rurales.
18. En particular, el FIDA puede ofrecer a Myanmar toda una gama de métodos empíricos, productos de conocimiento y mejores prácticas que guardan relación directa con los objetivos de política y las estrategias sectoriales de Myanmar en materia de agricultura y desarrollo rural. En primer lugar, el FIDA puede ofrecer métodos acreditados para aplicar enfoques participativos, empoderar a la población y a sus organizaciones y fortalecerlas para que sean instituciones sostenibles dedicadas al desarrollo social y económico. En segundo lugar, el Fondo puede procurar conocimientos especializados para mejorar el acceso de las mujeres y los hombres pobres de las zonas rurales a los recursos naturales, los bienes de producción, las tecnologías resistentes al cambio climático, los servicios y las oportunidades de empleo. En tercer lugar, el FIDA puede compartir sus experiencias en los ámbitos de la agricultura comercial en pequeña escala, las cadenas de valor de productos básicos y las relaciones con las industrias agroalimentarias, experiencias que se complementarán con tecnologías perfeccionadas, servicios consultivos, servicios financieros e infraestructuras productivas. En cuarto lugar, el Fondo puede aumentar las capacidades técnicas, operacionales y de gestión de las instituciones que se ocupan de la agricultura y el desarrollo rural para garantizar un desempeño efectivo basado en los resultados, así como el cumplimiento de las

normas y directrices del ámbito fiduciario. Por último, el FIDA puede colaborar con el Gobierno para obtener recursos de una serie de asociados bilaterales y multilaterales y cofinanciar, así, las inversiones y, en última instancia, la ampliación de escala de las actividades.

B. Objetivos estratégicos

19. La finalidad del presente COSOP es promover un crecimiento económico inclusivo y la lucha contra la pobreza en las zonas rurales de Myanmar apoyando las iniciativas del Gobierno en materia de seguridad alimentaria y de los ingresos dirigidas a las mujeres y los hombres pobres de esas zonas. El programa del FIDA en el país invertirá en las oportunas esferas que resulten prioritarias para el Gobierno, conforme a lo previsto en el Plan de acción de alivio de la pobreza y desarrollo rural, el Plan nacional de desarrollo general y el Marco de reforma económica y social. Habida cuenta de su condición de catalizador del desarrollo, el programa en el país funcionará en asociación con diversas instituciones bilaterales y multilaterales, diversas organizaciones no gubernamentales (ONG), el sector privado y otras partes interesadas de dentro de Myanmar. Asimismo, el FIDA contribuirá al Marco Estratégico de las Naciones Unidas para Myanmar y complementará activamente otras iniciativas de desarrollo rural.
20. La meta general del COSOP es ayudar a reducir la pobreza de las mujeres y los hombres de las zonas rurales, sobre todo la de los agricultores en pequeña escala, los agricultores sin tierra, los grupos étnicos y los demás grupos marginados. Ello está en consonancia con la política gubernamental de promover un crecimiento centrado en las personas, favorable a los pobres e inclusivo, así como con el Marco Estratégico del FIDA (2011-2015), que se concentra en ayudar a los pobres de las zonas rurales a mejorar su seguridad alimentaria, su nutrición, sus ingresos y su capacidad de resistencia.
21. En el presente COSOP se articulan los tres objetivos estratégicos para el período 2014-2018:
 - objetivo estratégico 1: empoderar a las mujeres y los hombres de las zonas rurales para que accedan a los recursos, las tecnologías, los servicios y los mercados agrícolas;
 - objetivo estratégico 2: crear oportunidades de negocio y de empleo para las mujeres y los hombres de las zonas rurales, y
 - objetivo estratégico 3: promover el empoderamiento social y económico de los grupos marginados, sobre todo los grupos étnicos.
22. Se incorporarán a la corriente general de acción del programa en el país una serie de temas e instrumentos transversales: aumento de la capacidad de la población y de sus organizaciones; aumento de la capacidad de las instituciones públicas que prestan servicios de desarrollo agrícola y rural; igualdad de género para promover un acceso equitativo de las mujeres y los hombres a los recursos, los bienes económicos, los servicios y los puestos decisorios; actividades en las que se tenga en cuenta la nutrición para maximizar los beneficios que reciban las familias de las inversiones destinadas a proyectos; adaptación al cambio climático y mitigación de este para fortalecer las capacidades de la población y de las instituciones de gestionar los riesgos climáticos; ordenación integrada de los recursos naturales en la que se combinen las dimensiones social, productiva y ambiental; buena gestión pública, centrada en la participación y la representación, el cumplimiento de las normas y directrices del ámbito fiduciario, la transparencia y la rendición de cuentas, y ampliación de la escala de las experiencias operacionales, los enfoques y las metodologías que hayan sido fructíferos.

C. Oportunidades de innovación

23. Debido al pasado aislamiento de Myanmar, su sector agrícola no se ha beneficiado como hubiera podido de los avances mundiales en tecnología y métodos agrícolas. El FIDA colaborará con las entidades gubernamentales y los asociados en el desarrollo competentes para aplicar enfoques que se han demostrado fructíferos en situaciones análogas pero que resultarían innovadores en la de Myanmar. Las actividades se concentrarán en la modernización de la agricultura, la mejora de las cadenas de valor, las relaciones con las industrias agroalimentarias, la diversificación de los medios de subsistencia, la promoción de las empresas rurales y la creación de empleos no vinculados al sector agrícola.
24. Por lo que respecta al objetivo estratégico 1, la innovación se concentrará en lo siguiente: i) mecanismos participativos para definir a los grupos objetivo; ii) provisión focalizada de tecnologías y servicios; iii) variedades de cultivos resistentes a condiciones ambientales de estrés, y iv) diversificación de los medios de subsistencia. Por lo que respecta al objetivo estratégico 2, la innovación se concentrará en lo siguiente: i) actividades de obtención de ingresos y microempresas, sobre todo para los agricultores sin tierra; ii) instrumentos, productos y servicios financieros adaptados a las condiciones de las zonas rurales, y iii) enfoques nuevos para constituir asociaciones entre los sectores público y privado, con miras a favorecer el desarrollo de las cadenas de valor. Por lo que respecta al objetivo estratégico 3, la innovación se concentrará en lo siguiente: i) modelos perfeccionados de ordenación de los recursos naturales; ii) fórmulas para asimilar el conocimiento indígena de los grupos étnicos y conjugarlo con el conocimiento científico moderno, y iii) promoción de un desarrollo que preserve la identidad y la cultura de los grupos étnicos.
25. Se ampliará la escala de las innovaciones del programa en el país que haya dado buenos resultados. El encargado de dirigir esa ampliación será el Ministerio de Planificación y Desarrollo Económico Nacionales, que contará con el apoyo de los ministerios técnicos competentes. Las experiencias que resulten positivas se documentarán rigurosamente y se pondrán en conocimiento de las instituciones gubernamentales y de los asociados bilaterales y multilaterales. La extracción de enseñanzas y la ampliación de la escala de las actividades serán rasgos centrales del programa en el país y las actividades fructíferas se ampliarán a otras zonas cuando se diseñen nuevos proyectos. La obtención efectiva de recursos de cofinanciación del Gobierno y los asociados será el medio primordial para trabajar a la escala debida.
26. Mediante el primer préstamo que el FIDA tiene previsto otorgar al país se financiará el Proyecto de Reactivación de la Agricultura en Myanmar, que abarca partes de la zona árida central. Algunos asociados importantes ya están aplicando, en escala ampliada, diversos elementos fundamentales del diseño del proyecto. El Banco Mundial tiene planes de invertir USD 100 millones en octubre del presente año en tres lugares de la zona árida central (Bago, Mandalay y Sagaing), en lo que constituirá una ampliación de escala de las inversiones correspondientes del proyecto, sobre todo en los ámbitos de la ordenación del riego y de los servicios consultivos. El FIDA y el Banco Mundial coordinan cuidadosamente sus inversiones respectivas y este último estudia la posibilidad de utilizar los mecanismos de gestión que se están fijando en el marco del proyecto. Por otra parte, el Fondo Fiduciario sobre Medios de Subsistencia y Seguridad Alimentaria (un gran fondo fiduciario de donantes múltiples) estudia la posibilidad de aplicar, en escala ampliada, el enfoque y las actividades pertinentes del proyecto a su nuevo programa en la zona árida central.

D. Estrategia de focalización

27. En consonancia con la política de focalización del FIDA, las inversiones se destinarán a las mujeres y los hombres de las zonas rurales aquejados de pobreza y de inseguridad alimentaria y capaces de aprovechar las oportunidades económicas y

sociales. Los grupos objetivo principales estarán constituidos por los pequeños agricultores, las familias de agricultores sin tierra, las familias encabezadas por mujeres y los grupos étnicos. Se aplicarán métodos participativos para determinar las oportunidades de mejorar los medios de subsistencia de los grupos objetivo. Ello ayudará a mitigar el riesgo de que la selección de los beneficiarios venga influida por criterios políticos; también ayudará a evitar que se excluya a los pobres de las zonas rurales y a garantizar que los más vulnerables puedan participar en la financiación del FIDA y beneficiarse de ella.

28. El primer proyecto financiado por el FIDA se dirigirá a áreas predeterminadas de la zona árida central, en las que la pobreza está muy extendida y donde pobres son vulnerables al cambio climático, por razón de los suelos arenosos, la pluviosidad escasa y la elevada densidad demográfica. Está previsto que el segundo proyecto financiado por el FIDA se dirija a los estados de Kayin y Shan, que poseen una elevada concentración de grupos étnicos. En ambos estados, se han firmado acuerdos de paz y hay grandes oportunidades para el desarrollo agrícola.

E. Vinculaciones con las políticas

29. Dentro del programa en el país se establecerán vínculos con las políticas en dos ámbitos. En el primero, los proyectos financiados por el FIDA ayudarán a hacer un análisis de las cuestiones de política relacionadas con las experiencias de ejecución, con miras a fomentar las alianzas entre las partes interesadas que permitan aprovechar las propuestas sobre políticas, a aumentar la capacidad de desarrollo en materia de políticas y a fomentar la promoción de políticas dentro de los procesos nacionales. En el segundo ámbito, la colaboración directa que mantendrá el Fondo con el Gobierno y los asociados en materia de políticas se concentrará en aportar su experiencia operacional en la lucha contra la pobreza en los debates oportunos de política y estrategia. Esas experiencias ofrecen oportunidades únicas de determinar las deficiencias en materia de políticas y formular recomendaciones sobre las cuestiones que afectan a los pobres de las zonas rurales y crear la base de datos empíricos que informe los debates sobre políticas.
30. El FIDA es ya un participante esencial en las plataformas de diálogo sobre políticas creadas por el Gobierno y los asociados, como el Grupo de trabajo sectorial sobre agricultura. Este grupo ayuda al Gobierno a velar por que las políticas y las estrategias sectoriales sean apropiadas y a seleccionar programas prioritarios y estrategias de medio plazo que puedan ejecutarse con el apoyo financiero de los asociados y de manera coordinada. A ese respecto, la participación del FIDA en el Grupo de trabajo sectorial le ofrece oportunidades de colaborar con el Gobierno para emprender unas reformas políticas más amplias, junto con asociados como el Banco Mundial. Asimismo, el Fondo se convertirá en un miembro activo del Grupo de trabajo sobre finanzas rurales, que estimula la inclusión financiera, mientras que las operaciones financiadas por el Fondo promoverán la prestación de toda una gama de servicios financieros apropiados, en coordinación con los asociados.
31. Por otra parte, el FIDA está empeñado en acrecentar las capacidades de las instituciones gubernamentales esenciales, como el Ministerio de Agricultura y Riego y el Ministerio de Ganadería, Pesca y Desarrollo Rural, que se encargan de la agricultura y de la lucha contra la pobreza en las zonas rurales. A ese respecto, se han aprobado dos pequeñas donaciones, destinadas a aumentar las capacidades del Departamento de Desarrollo Rural del Ministerio de Ganadería, Pesca y Desarrollo Rural y varios departamentos del Ministerio de Agricultura y Riego respectivamente.

V. Gestión del programa

A. Seguimiento del COSOP

32. La falta de un umbral de pobreza oficial, de datos básicos desglosados por etnia, género y propietario de la tierra y de una recogida sistemática de datos sociales y económicos limita el seguimiento del desempeño del programa en el país dentro del

marco del COSOP. El programa en el país superará esas limitaciones reuniendo datos fiables desglosados por género, etnia y propietario de los bienes de producción en los ámbitos focalizados durante el diseño y la ejecución de proyectos. Se emprenderán evaluaciones de la pobreza y la vulnerabilidad y se examinará el trabajo análogo que efectúen los asociados. Con dichas evaluaciones se sentarán las bases de referencia de las actividades de seguimiento para comprobar si se ha avanzado en la consecución de los logros estratégicos, en función de los indicadores de resultados determinados en el marco de gestión de resultados del COSOP. Las evaluaciones del impacto que hagan las partes interesadas, entre ellas los beneficiarios, informarán los procesos de planificación de proyectos. Las disposiciones de seguimiento de la ejecución del COSOP serán las siguientes: i) elaborar datos básicos y fijar metas cuantitativas de los resultados, así como marcas para los objetivos estratégicos; ii) realizar un análisis sistemático de los datos procedentes de los sistemas de seguimiento y evaluación de proyectos y el sistema de gestión de los resultados y el impacto (RIMS), y iii) analizar las conclusiones de las encuestas sobre el impacto que se hagan durante la ejecución.

B. Gestión del COSOP

33. La gestión del COSOP incumbe al Gobierno y al FIDA. Actualmente el Fondo no tiene oficina en Myanmar; el Gerente del Programa en el País, que está destinado en la Sede del FIDA, se encarga de dicho programa y rinde cuentas de él. Está previsto abrir una oficina del FIDA en el país cuando se amplíe el programa.
34. El FIDA supervisará la ejecución de proyectos y la apoyará, de manera directa, tomando como base su política de supervisión y apoyo a la ejecución. A medida que se expanda gradualmente la cartera de proyectos en el país, se instituirá un examen anual amplio del desempeño de la cartera en el que participarán funcionarios de la administración, personal esencial de los proyectos, el equipo del programa en el país y posiblemente otras partes interesadas. En ese examen se determinarán las limitaciones de la ejecución del programa y las oportunidades que esta presente, se intercambiarán experiencias y enseñanzas entre las iniciativas del Gobierno y los proyectos de desarrollo y se recomendarán medidas para rectificar los problemas operacionales y de política y progresar debidamente. En la gestión del COSOP, el FIDA y el Gobierno promoverán la armonización con las políticas nacionales y la alineación con las operaciones de los asociados. La supervisión estrecha del programa en el país garantizará el cumplimiento de las normas y directrices pertinentes en los ámbitos fiduciario y operacional.

C. Asociaciones

35. El COSOP y las asociaciones relacionadas con los proyectos se regirán por la Estrategia de asociación del FIDA. Se constituirán cuatro clases de asociaciones:
 - a) **Asociaciones de cofinanciación estructurada** con los asociados. Se trata de promover la cofinanciación estructurada del programa en el país, más que una cofinanciación individual de cada proyecto, tomando como base unas metas y unos objetivos comunes, así como una visión compartida del ámbito de actuación y de los resultados. Entre los asociados se pueden contar el Banco Mundial, el Banco Asiático de Desarrollo, la Unión Europea, la Agencia de Cooperación Internacional del Japón y el Banco de Exportaciones e Importaciones de Corea. La cofinanciación estructurada se puede concentrar en el desarrollo de infraestructuras, servicios financieros, tecnologías y aumento de la capacidad. También se procurará obtener financiación del Programa de Adaptación para la Agricultura en Pequeña Escala, el Fondo Verde para el Clima y el Fondo para el Medio Ambiente Mundial para sufragar actividades relacionadas con el cambio climático.

- b) **Asociaciones con el sector privado**, es decir, con entidades nacionales o multinacionales de ese sector. Serán asociaciones mercantiles con las industrias agroalimentarias para realizar una integración vertical de las cadenas de valor basada en relaciones contractuales con las organizaciones de agricultores en pequeña escala y asociaciones financieras con empresas del sector privado dentro del programa de responsabilidad social de las empresas. Está previsto que las asociaciones con el sector privado nacional evolucionen gradualmente y en paralelo con la evolución de las capacidades de ese sector.
- c) **Asociaciones técnicas** con instituciones que ofrezcan soluciones en el ámbito de la tecnología y el conocimiento en favor de los agricultores en pequeña escala y de los emprendedores sin tierra. Se entablarán relaciones con los organismos nacionales competentes, como los ministerios y los institutos de investigación. Se constituirán asociaciones con los organismos internacionales que proporcionarán asesoramiento en materia de políticas, mejora de las tecnologías, servicios de financiación rural y servicios operacionales. Se seleccionará a los asociados técnicos en función de los resultados que puedan aportar a los grupos objetivo.
- d) **Asociaciones de defensa de intereses.** A medio plazo, el programa en el país procurará constituir asociaciones de esa índole con organizaciones de la sociedad civil u ONG que defiendan los intereses de los pobres de las zonas rurales o hablen en nombre de estos. Dado que la liberalización del discurso de la sociedad civil en Myanmar se halla en estado incipiente, se estima que puede haber margen para que se desarrollen asociaciones de esa índole dentro de tres a cinco años.

D. Gestión de conocimientos y comunicación

- 36. El pasado aislamiento de Myanmar con respecto a la comunidad internacional ha limitado su apertura a enfoques fructíferos de promoción del desarrollo y de lucha contra la pobreza de las zonas rurales. Ahora, el Gobierno necesita conocimientos especializados externos que lo ayuden a diseñar y ejecutar unos programas basados en políticas y favorables a los pobres que produzcan resultados sobre el terreno. El diseño y la supervisión de los préstamos del FIDA, el apoyo que presta este a la ejecución y su programa de donaciones constituyen los puntos de partida esenciales de que puede valerse para ayudar al Gobierno a aprovechar las mejores prácticas mundiales y llevar a buen término sus nuevas políticas y estrategias. Ello lleva aparejado el acceso al conocimiento de las experiencias del FIDA en los ámbitos de la modernización de la agricultura, la prestación de asistencia a los grupos étnicos, el tratamiento de las cuestiones de género, la mejora de las cadenas de valor rentables y el establecimiento de servicios financieros para los pobres de las zonas rurales. El intercambio de experiencias y de mejores prácticas incluirá diálogos y reuniones informativas sobre políticas, así como actividades y reuniones de aprendizaje en las que participarán el personal de los proyectos, el Gobierno y otros organismos de desarrollo.
- 37. Habida cuenta de que este es el primer COSOP del FIDA para Myanmar, presenta lagunas en su conocimiento de cómo evoluciona la situación del país en materia de políticas y operaciones. A ese respecto, el inventario, la gestión y la comunicación de conocimientos serán los elementos esenciales del programa en el país, que se fundamentará en el análisis empírico. El enfoque previsto es el de "aprender haciendo", es decir, poner a prueba unos enfoques operacionales viables e incorporar las enseñanzas y las mejores prácticas a dicho programa mediante unos sistemas apropiados de seguimiento y evaluación en los que se asimile y analice la información oportuna. Ello ayudará a cumplir los objetivos estratégicos, así como las prioridades nacionales. El programa en el país promoverá una cultura de aprendizaje a partir de los resultados de las actividades de desarrollo.

E. Marco de gestión con arreglo al PBAS

38. El COSOP abarca el período comprendido entre 2014 y 2018 y se extiende a lo largo de dos ciclos del sistema de asignación de recursos basado en los resultados (PBAS). La cifra indicativa de los recursos que se asignarán a Myanmar durante el ciclo 2013-2015 del PBAS¹ es de USD 38,35 millones, aproximadamente. Actualmente, Myanmar reúne los requisitos para recibir préstamos del FIDA en condiciones muy favorables (con un 0,75 % anual de comisión por concepto de servicios, un plazo de amortización de 40 años y un plazo de gracia de 10 años). Está previsto realizar dos proyectos de inversión en el ciclo 2013-2015 del PBAS; el primero se someterá a la consideración de la Junta Ejecutiva en abril del presente año y el segundo, en diciembre del presente año o en abril de 2015, dependiendo de lo que solicite el Gobierno. Ya se han aprobado, dentro de ese ciclo, dos pequeñas donaciones para el país: la primera se destinará a aumentar la capacidad temática del Departamento de Desarrollo Rural del Ministerio de Ganadería, Pesca y Desarrollo Rural; la segunda, que ejecutará la Oficina de Servicios para Proyectos de las Naciones Unidas, se destinará a aumentar la capacidad de gestión de proyectos del Ministerio de Agricultura y Riego. Se está tramitando una pequeña donación destinada al primero de los citados ministerios, que servirá para probar, en proyectos piloto, modelos ganaderos cuya escala sea susceptible de ampliación y se está estudiando otra pequeña donación destinada al Ministerio de Conservación Ambiental y Silvicultura, que servirá para elaborar modelos de agrosilvicultura comunitaria con una escala susceptible de ampliación.

Cuadro 1

Cálculo para el primer año del COSOP con arreglo al PBAS

<i>Indicadores</i>	<i>Primer año del COSOP</i>
Puntuaciones del sector rural	
A (i) Marco jurídico y de políticas para las organizaciones rurales	3,50
A (ii) Diálogo entre el Gobierno y las organizaciones rurales	3,38
B (i) Acceso a la tierra	3,38
B (ii) Acceso al agua destinada a la agricultura	3,00
B (iii) Acceso a los servicios de investigación y extensión agrícolas	2,75
C (i) Condiciones favorables al desarrollo de servicios financieros rurales	3,13
C (ii) Clima de inversiones para las empresas rurales	3,33
C (iii) Acceso a los insumos agrícolas y a los mercados de productos agrícolas	3,00
D (i) Acceso a la educación en las zonas rurales	3,75
D (ii) Representación de las mujeres	1,83
E (i) Asignación y gestión de recursos públicos para el desarrollo rural	3,00
E (ii) Rendición de cuentas, transparencia y corrupción en las zonas rurales	2,69
Suma de puntuaciones combinadas	136
Promedio de puntuaciones combinadas	3,06
Calificación de los proyectos en situación de riesgo	3,5
Puntuación de la evaluación institucional y de políticas del país	-
Puntuación del país	5 443
Asignación anual (en dólares de los Estados Unidos)	13 023 115

¹ La asignación anual al país se basa en una evaluación del marco sectorial del desarrollo rural (llevada a cabo en septiembre de 2012 en el caso de Myanmar), en una calificación de los proyectos en situación de riesgo (inaplicable en el caso de Myanmar, ya que no ha habido proyectos financiados por el FIDA) y en el índice de asignación de recursos de la Asociación Internacional de Fomento, que sumados dan la puntuación definitiva del país.

Cuadro 2

Relación entre los indicadores de resultados y la puntuación del país

<i>Hipótesis de financiación</i>	<i>Calificación de los proyectos en situación de riesgo (+/- 1)</i>	<i>Puntuación de los resultados del sector rural (+/- 0,3)</i>	<i>Variación porcentual de la puntuación del país con arreglo al PBAS respecto de la hipótesis básica</i>
Hipótesis baja	3	2,76	-34%
Hipótesis básica	4	3,06	0%
Hipótesis alta	5	3,36	41%

F. Riesgos y gestión del riesgo

39. La evaluación del riesgo fiduciario se ha extraído del examen del sistema de gestión de las finanzas públicas de Myanmar realizado por el FIDA y el Banco Mundial y el Marco de Medición del Desempeño de los Gastos y Finanzas Públicas, en el que se califica de "elevado" el riesgo fiduciario inherente del país. Habida cuenta de ello, se aplicará a los mecanismos de gestión financiera de los proyectos financiados por el FIDA un criterio de reserva exclusiva de recursos. A los auditores externos se los contratará mediante licitación pública y las auditorías se llevarán a cabo con arreglo a las normas internacionales de auditoría.
40. Los riesgos principales inherentes a la consecución de los objetivos estratégicos son de carácter institucional, financiero y de políticas, más que técnico.
41. Un riesgo importante es el que entrañan las incertidumbres de la coyuntura operacional. Este riesgo se mitigará consolidando la confianza entre el Gobierno y el FIDA, acrecentando la comprensión que tiene el FIDA de las políticas y los sistemas gubernamentales, mejorando la comprensión que tiene el Gobierno del modelo operacional del FIDA y elaborando un marco conjunto de responsabilidad recíproca en el ámbito de los proyectos.
42. Un segundo riesgo importante es el que entraña la capacidad reducida de las entidades gubernamentales de planificar y ejecutar las inversiones relacionadas con el desarrollo participativo. Este riesgo se atenuará ayudando a aumentar la capacidad de las entidades competentes (por ejemplo mediante las pequeñas donaciones que se conceden al Departamento de Desarrollo Rural del Ministerio de Ganadería, Pesca y Desarrollo Rural y al Ministerio de Agricultura y Riego para que aumenten su capacidad), adaptando cuidadosamente las inversiones en proyectos a la evolución de las capacidades de absorción y coordinando las propias actividades con las actividades de aumento de la capacidad de los asociados en el desarrollo.
43. Un tercer riesgo importante es el que atañe a la asignación transparente de los fondos para proyectos y al acceso de los grupos objetivo a los recursos. En este caso, se mitigará mediante el establecimiento de un marco de responsabilidad recíproca, la fijación de un marco de buena gestión pública y de garantías específicas en el ámbito de los proyectos, la aplicación de procedimientos de supervisión intensiva que garanticen el cumplimiento de las normas y directrices del ámbitos fiduciario, y la adopción de un criterio de cumplimiento absolutamente riguroso de las políticas del 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 Daw 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.

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)

VI. Strategic context and rationale

B. 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.

C. 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.

VII. Project description

D. 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.

E. 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.

F. 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 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.

VIII. Project implementation

F. 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.

C. 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.

D. 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.

E. 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.

F. 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.

IX. Project costs, financing, benefits

C. 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.

D. 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	7.12	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	%	For. Exch.	Taxes	
	Total PROJECT COSTS	5296.5	19.0	18726.0	67.3	778.5	2.8	2402.4	8.6	621.3	2.2	27824.8	100	9248.5	
1. WAs	3191	21	8388	70	-	-	-	-	313	28	1282	48	325	859	28
2. WAs	330	57	289	43	-	-	-	-	-	-	619	23	263	126	330
3. Input & WAs	130	80	194	90	-	-	-	-	-	-	124	06	116	48	130
4. Outlets	24	10	149	66	765	313	-	-	-	-	2769	81	980	1254	24
5. Tang	112	22	427	94	-	-	28	54	-	-	516	18	195	321	112
6. Outlets & WAs	170	74	1911	82	-	-	247	114	-	-	2429	86	267	2280	170
7. Outlets	-	-	3100	53	-	-	2100	37	280	50	5500	20	3100	280	100
8. In-Sales & WAs	538	20	1927	70	-	-	-	-	-	-	2865	93	-	2865	-
9. Outlets	980	56	625	44	-	-	-	-	-	-	1585	57	350	1186	42

E. 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.

F. 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.

G. 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.

X. Corporate considerations

G. 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.

H. 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).

I. 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.

J. 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.

XI. 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.

XII. 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-oppy 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