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Annual Report 2014

UNDP Local Governance /Local Development Program (Pillar 01)

Stated Objective/Country Programme Outcome:

Community driven development institutions that support local governance in service delivery; and inclusive growth, including agricultural development and enhancement of employment opportunities for women and men.

Pillar 01 - Vision Statement

“To strengthen responsive sub national governance structures and processes, through an integrated package of development assistance aiming at critical institutional capacity enhancement of sub national governments, civil society, media, and institutions that support income generation and sustainable livelihoods, with an emphasis on engaging in areas of high poverty incidence and overall supportive to social cohesion and peace building.”

Strengthening of responsive local governance (Pillar 01) – Layout and Overview

Under Pillar 01 – Strengthening of responsive local governance - four specific outputs are being pursued:

- Output 01 - *Strengthened institutional capacity of State/Region and Township administrations for area-related participatory development planning, public financial management and public service delivery;*
- Output 02¹ – Citizens and communities engaged in local development and monitoring of service delivery (combined civil society and media support)
- Output 04 - Strengthened capacity of institutions required to support livelihoods at the local level (microfinance, vocational training, technical extension centers);
- Output 05 – Livelihood (LH) support for social cohesion

Situation Analysis:

The Government of Myanmar is pursuing an ambitious, multilayered democratic reforms agenda. In parallel, there is a complex peace process, aimed at brokering a settlement between the Myanmar Government and the ethnic armed groups and achieving peace in the country’s ethnic states. Economically, Myanmar was forecasted to grow by about 7% in 2014. Despite impressive economic progress, Myanmar still records low human development, positioned at 150 out of 187 countries in the Human Development Index (HDI) rankings for 2014. Graduation from LDC status by 2020 has become a key mid-term policy objective of the government. Similar to other developing countries, the challenge for Myanmar is to enable growth and to tackle vulnerabilities (regions, the poor, informal workers, small farmers, women, people with disabilities, children etc) and to build resilience (to economic shocks, natural disasters, climate change, conflict and civil unrest) so that its economic progress translates into developmental benefits for all over the long term.

A distinct challenge is an unparalleled **diversity of development contexts** - ranging from ongoing conflict and post conflict settings, severe rural poverty to the challenges of fast growing urban development - which implies that development terms

¹ Merging of outputs 02 and 03 in one joint output was agreed with the respective government counterparts at output and steering committee level in 2013.



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like poverty reduction, community resilience or inclusive governance means different things in different states and regions (S/Rs). This complexity poses challenges to government and development partners alike.

As part of the democratic reforms agenda, Government is committed to further decentralization, but there is yet no detailing of the overarching theme as laid out in the Framework for Economic and Social Reform (FESR). The government's commitment to enhanced **participation in local development planning and budgeting** has already manifested itself concretely in the establishment of a number of committees at the township, district, ward and village tract level to allow participation of people and of various interest groups representing important sectors of society in local development (such as the business community, farmer, workers, civic organizations). In addition, the recent election of municipal affairs committee members for the YCDC (Yangon City Development Committee) is a clear sign of a more democratic approach to representation and involvement of people in local decision-making processes, which can serve as trigger for similar approaches in other states and regions. Mandalay region has already announced that they will be holding elections for the Mandalay City Development Committee in the near future.

In 2014, a number of publications by both national and international researchers has helped to address the information gap on how governance structures at the local level look like and helped to gain understanding of challenges and possible entry points for political, fiscal, and administrative decentralization reforms. These publications provide further inputs for evidence-based policy-making.

UNDP's **local governance mapping** (LGM), which documents the perceptions of almost 5400 citizens and 800 service providers (school teachers, midwives, health center staff) at the local level with regards to governance issues and service delivery, has been extended to all states and regions in 2014. The mapping was undertaken with the aim of better understanding the required government-citizen interface for how improved local governance contributes to better service delivery. The findings provide a solid base of information for further interventions to strengthen the local governance structures at the local level and the reports are to be used not only by UNDP and the Government of Myanmar, but also other development partners. No other agency has so far systematically undertaken research in all states and regions and presented it in state/region-specific reports.

The issues covered under the local governance mapping provide evidence on how people perceive the status and progress of the government's agenda on people-centered development. Findings differ between regions and states and between different townships but some general trends that are emerging show the following:

With regards to service delivery and access, the general perception in almost all locations is that services in education and health have improved, but only to a lesser degree in water supply.

There are positive changes in the way information from government, in particular from the township administrator, via the village tract administrator and the township committees, reaches out to people. However, challenges remains, and several respondents also stated that the government should do more to improve the way information flow from the township administration to citizens. Almost half of the respondents mention that they do have insufficient information on government plans for new schools, health facilities and roads. This points towards opportunities for increased transparency and improvements of accountability mechanisms.

The mapping indicates that the various township committees in the different states/regions more actively participate in the township development planning processes. Their level of participation varies widely across the selected townships, and composition, interaction and role sharing among different committees still remains a challenge in some locations. It is also very clear that the way state/region and township administrators organize interaction with the committees on a structural basis has great impact on the way they are functioning and how good practices and lessons learned are shared among peers.



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The absence of women in local governance is striking. There are very few women in leading roles within the administration and within the township committees. Out of 16700 Village Tract Administrators, only around 40 are women, and overall participation of women in meetings and consultations is lower than that of men. This may lead to a situation where the needs and priorities of women are not adequately reflected in the local development action plans.

Civil Society and media have a critical role to play in development and local governance as well as peace-building and social cohesion. Political and legal developments in 2014 reflect progress on some fronts, along with continued challenges. The development of an “Association Law” for voluntary CSO registration was responsive to CSO concerns and represents a trend towards gradually greater government consultation of CSO voice in policymaking, with respective by-laws still in the making. In media development, several new legislative frameworks based in principle on freedom of the press have been enacted or are in process of passage by Parliament. At the same time, some high profile instances of criminal cases against journalists have contributed to perceptions of chilling of critical press. Overall, gaps in trust between CSOs and media and government authorities remain. Finally the role of social media and mobile phone connectivity in society, while still small overall, is expected to grow rapidly and create new challenges, as well as opportunities, for a public of relatively inexperienced and uncritical media consumers.

There are points of common interest, including government commitment to more inclusive and informed civil society participation, as well as the professional, ethical and organizational development of both media and CSO sectors to support this participation. Likewise the donor and INGO community continue to increase financial and technical resources for these sectors, with significant additional commitments for civil society development during 2014. However, practical opportunities for regular engagement and joint dialogues of civil society or independent media with governments at local level continue to be limited. Increased communications, facilitated interactions and practical application experiences are needed for development of a shared understanding of the roles and means of civil society organizations and independent media engagement with local governance, planning, and peacebuilding. Likewise, expanded outreach and inclusion efforts especially to rural populations present challenges that are critical to overcome to build social accountability and confidence in local-level dividends from the ongoing democratic transition and peace processes.

In the area of **access to inclusive finance**, the Making Access Finance Possible Study (MAP) reported that 30% of the 39 million adults use regulated financial services, but most (6% of adults) use only one service. Fewer than 5% of adults have bank accounts. The Myanmar financial sector is characterized by high levels of informality with as much as 40% of total credit outstanding being provided by money lenders of various kinds with an estimated client base of close to 6 million clients. The majority of citizens rely on unregulated providers which are at a substantially higher cost than those offered by regulated providers. Rural areas are slightly better served than urban areas; this is the result of targeted credit provision to rural areas by state financial institutions coupled with a nascent commercial banking sector. Microfinance institutions (MFIs), operating under a legal framework since November 2011, have made progress and currently serve 700,000 clients. Based on the MAP findings a nationwide roadmap for financial inclusion is being prepared by the government.

Based on the 2011 Microfinance Law, the number of licensed Microfinance institutions (MFIs) has grown at a rapid rate, and more than 200 organizations are now registered. The MF sector has grown via grant funding in a rather disjointed manner and there is a need to further professionalize the sector. There seems to be additional space for the development of a specialized lender/ market development facility to fund growth and services extension via market or subsidized lending.

The **peace process** aimed at ending fighting between the Myanmar Army and the Ethnic Armed Groups (EAGs) and responding to the grievances of the country’s ethnic minorities within a democratic framework, faced set-backs in 2014. The negotiating parties have not yet signed the nationwide Ceasefire Agreement that was intended to pave the way for political dialogue. The



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ongoing conflict in Kachin and intermittent fighting in other parts of the country threaten the prospects of an already tenuous process. As people fail to realize peace dividends they are likely to lose trust in the process. In Rakhine, in March 2014, and partly linked to the administration of the census, UN and INGO premises were attacked by an angry mob resulting in the evacuation of staff and the suspension of activities for several months. While operations resumed a few months later, humanitarian and recovery needs remain high, particularly for the approximately 140,000 persons who are displaced and live in camps and camp-like settings. Myanmar was marked by religious violence mid-year in Mandalay. This highlighted again how latent intercommunal tensions can threaten democratic reforms, peace and stability in Myanmar. At the same time, the Myanmar Government's swift response to curtail the violence and the mobilization of civic leaders across religious lines demonstrated the country's potential to counteract sectarian violence and reinforced civil society's critical contribution to building peace.

Results highlights of UNDPs work in the area of local governance and local development in 2014

Key 2014 results include the **conclusion of the data collection of the local governance mapping** in all states and regions, and **preparation of 11 reports on status and trends in local governance**, in cooperation with the General Administration Department of the Ministry of Home Affairs.

- A *local governance baseline* was established for 11 states/regions (41 townships and 82 Village tracts/ wards) on quality of governance and service delivery such as people's participation in village tract/ward meetings, people's perception of change in health, education and water supply services over 3 years, access to information for people on government plans and projects (schools, health facilities, roads) and access to grievance redressal/dispute resolution mechanisms (e.g. land issues).
- Based on the publication of the reports and dissemination of findings, national stakeholders (General Administration Department, Ministry of National Planning and Economic Development, Health and Education Ministries, state/region and township level administration, Township committees) have *information on peoples' perception on certain aspects of service delivery* (including gender disaggregated data) from the covered States/Regions to make better decisions, produce informed policies, improved plans for better service delivery and democratic governance at the local level. Interim-finding workshops resulted in action plans by 7 States and region governments on planning, coordination challenges and information flow. Equally, Development Partners are provided with relevant baseline data to improve programming, indicator development and progress monitoring.
- A specific element within the local governance mapping roll out is a strong element of *people/ citizens inclusion*: As part of the mapping process, innovative models for citizens participation and interaction between users and service-providers – citizens score cards (5400 people) and community dialogues (96 locations across 13 states/regions) as well as additional interviews with 800 service providers - have been tested and contributed to the data collection. Community dialogues held in each of the selected village tracts/wards served to discuss perceptions and divergence of views between the service providers (village tract administrator, teachers, midwives and health assistants) and the people (women and men) on different services rendered. This process also allowed for appreciation of each other's challenges and decisions on local actions to improve some of the issues.
- Building on government led entry points of reform at the local level, UNDP engaged in *capacity development for participatory planning for township committees, township administrations and Village Tract Administrators* in selected states, including preparation of *operational guidelines* to enhance coordination and efficiency of these institutions.
- As part of South-South and triangular cooperation a *study tour to Turkey and Sweden for Union and State/Region Government representatives* was organized, to gain first-hand knowledge and experiences from two different



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countries on decentralization, local governance and local economic development. The delegation was led by the Deputy Minister of Home Affairs for and included two Ministers from Mon State and Ayeerwaddy Region respectively. The delegation had discussions with a wide range of Turkish and Swedish stakeholders from government and civil society, both at the national and local level. Of key interest for the delegation was: how planning takes place at regional and local level, degree of autonomy for different tiers of government, the ombudsmen system, one stop service centers and the role gender equality plays in policy and in practice. With a view to strengthen global exchange and learning on good local governance practices UNDP Myanmar has initiated collaboration with the global *UNDPART program*.

Looking at the demand side of local governance, and with a view **to strengthen the interface between citizens, civil society and government** as well as **a common voice of CSOs**,

- UNDP has supported the *formation of state/ regional level networks of CSOs/COBs in 5 States/ Regions - Mon, Shan, Mandalay, Kayah and Chin* - and they have begun raising collective civil society voice (through, e.g., Forum Statements, Action and Capacity Development plans) to strengthen capacities, coordination and to frame consultations with authorities.
- Sustaining UNDPs work under the Human Development Initiative (HDI) which had established self-reliance groups (SRGs) at the village level, UNDP supported the *consolidation of 31 Township leading groups (TLGs) of SRGs through various capacity development activities and grants* for provision of services to their members and for first steps of engagement in local development at TSP level. At least 1600 SRGs (about 22,000 members) are currently actively represented under the 31 Township Leading Groups. All of the TLGs have filed for registration under the Association Law, with some 20% to date in receiving registration as township level CSOs.

Strengthening **access to inclusive finance** from a policy and institutional angle is a key element within an overall strategy to **enhance livelihood and business opportunities and job creation**. Key results in 2014 in this area are:

- The UNDP led *MicroFinance (MF) project, was effectively transferred to former implementation partners*. The project had improved employment and income opportunities of some 615,500 households in Myanmar over a 17 year period (Source: MFP Valuation of Assets Report, 2013) and the transfer ensured that funds and assets (MMK 91.46 billion) will further contribute to financial inclusion in the country. The transfer of funds and assets to PGMF, GRET and Save the Children marks the *final exit of UNDP from Microfinance retail* and has brought the former UNDP MF project operations under the umbrella of licensed MFIs, regulated under the microfinance law.
- A Institutional Capacity Assessment commissioned by UNDP in cooperation with Small Scale Industries Department of Ministry of Cooperatives recommended that *the 100 year old Saunders Weaving School in Mandalay Region should be transformed into a National Weaving Center of Excellence*, to serve as the country's core place for modern and up-to-date skills development methods in textiles and weaving with the aim to produce graduates of substantial capacity ready to enter various areas of the textile sector. (As a follow up in 2015 the development of a project implementation strategy and document, to serve as implementation reference to the government, as well as to potentially attract additional partners is being prepared.)
- Under the leadership of Government *and technically supported by UNCDF, a draft Financial Inclusion Roadmap has been developed*, and presented by government at the ASEAN Financial Inclusion conference in 10/2014 in Yangon. Based on the first time ever comprehensive set of data on financial inclusion in the country (MAP report 2014), interest from key government counterparts and donors was galvanized for a common Financial Inclusion strategy. The draft Financial Inclusion Roadmap (2014-2020) has undergone three rounds of stakeholders' consultations during 2014



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endorsing as a results the five key areas (1) Build key Institutions; 2) Build the market; 3) Agriculture/ Livestock/ Fisheries; 3) Micro & SME; 5) Low Income Level as priorities for the short and long term. The finalized draft roadmap document is at present undergoing the formal Government approval process, with a detailed implementation plan to be developed. Implementation will be overlooked by an inter-ministerial Steering Committee technically assisted by UNCDF/ UNDP.

- UNCDF has supported *outreach to 9,200 low-income clients* through the operations of three Financial Service Providers across 4 areas: Ayeyarwaddy, Mandalay, Bago and Yangon Region. The service providers have been brought in country as part of *MicroLead* program to enhance the quality competitiveness of the microfinance market.

Under UNDP **downstream work on livelihoods, social cohesion and peacebuilding**, UNDP has completed a first round of support on social protection, capital assistance, cash for work and infrastructure reaching over 400.000 persons across 313 villages in 24 townships in 7 states (Rakhine, Kachin, Kayah, Kayin, Shan, Chin and Mon). UNDPs interventions resulted in **improved income and employment opportunities for men and women**. Some key results in numbers based on UNDP indicative sampling:

- UNDP has provided social protection assistance (through 194 rice banks) in Shan, Kayah, Kayin, Mon and Chin, reaching 89,847 persons (18,260 HHs), of which 46,364 (52%) are women. These rice-banks are helping to *reduce food insecurity among poor households*, particularly during the rainy season and ahead of cultivation season.
- 466 (35.5%) of 1311 village-based CBO members are women representatives from the baseline of 25 for every 100 CBO members, showing an increase of 10%. These community mechanisms help *facilitate project implementation and serve as a foundation for strengthening relations between different groups within and between villages*.
- UNDP's capital assistance (cash grants) for agricultural, fisheries, livestock and small and support to small and medium enterprises (SME) has reached 93,665 persons (17,406 HHs) of which 46,612 (49.7%) were women. This assistance is providing *primary or supplementary income generation opportunities to vulnerable Households* and thereby helping to reduce socio-economic disparities as *a way of strengthening social cohesion at the local level*. 96.8% of those receiving capital assistance for agriculture, livestock and fisheries *report an increase in income-generation* six months following the receipt of support; while 91.7% of those receiving capital assistance for small and micro enterprises report sustaining their business six months following the receipt of support.
- Up to 212,750 (107,501 women) are *accessing new livelihood and community infrastructure* in Rakhine, Kachin, Kayah, Kayin, Shan and Chin, while up to 50,111 (14,590 women) benefitted from related cash-for-work schemes. UNDP also entered into a new partnership with the Small-scale Industries Department (SSID) of the Ministry of Cooperatives, to conduct mobile vocational training clinics reaching 621 persons in Kachin, Kayah, Kayin and Shan states.

As a result of UNDP's activities at the village level, there is a 43.9% increase in the number of persons reporting having more than five occasions for interacting with a member of a different village or community and 77.7% of persons are **reporting perceptions of increased unity of people from different communities**.

Related to **more upstream capacity development of government, implementation partners and civil society partner for social cohesion and peacebuilding** UNDP engaged in or facilitated the following interventions.



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- As part of South-South cooperation a *study visit to Indonesia for Union and Rakhine State Government representatives* was organized, to gain first-hand knowledge on social cohesion experiences, models and lessons. The delegation was led by the former Deputy Minister for Border Affairs (now Chief Minister for Rakhine State) and included 03 Ministers from Rakhine State Government. The delegation had discussions with a wide range of Indonesian stakeholders from government and civil society, both at the national and provincial level. Key issues of interest included: social cohesion and peacebuilding policies; conflict and violence monitoring; participation of civil society in social cohesion and peacebuilding, especially women’s organizations, and the use of media and technology for social cohesion and peacebuilding.
- UNDP also developed and rolled-out a practical *3-day social cohesion training module for (115) representatives of (31) implementing partners and (30) UNDP staff.*
- UNDP engaged the services of an international dialogue expert to advise on *dialogue opportunities and to provide initial training and sensitization to key government and civil society partners* and staff, and to develop a joint training plan. To-date, dialogue training workshops have reached (110) senior officials from the Ministry of Border Affairs, the General Administration Department (GAD), the Myanmar Police Force (MPF), as well as Civil Society Organizations (CSOs) in Shan and Mandalay.

In addition, UNDP continued to provide regular **dialogue platforms for early recovery (ER)** for a wide range of interested ministries/ political actors and early recovery agencies. As a result of UNDP’s ER coordination capacity, in Yangon and in Rakhine and Kachin, there is increasing recognition of ER as a cross cutting element within humanitarian operations.

A large number of activities have contributed to these results which were led by the four respective teams associated to the four key output/ results areas. For more information on specific output related results and activities, please refer to the *output level reports in Annex 1-4 of this report.*

Indicator framework:

CPAP Outcome level	Outcome Indicators	Targets	Progress Towards Targets (02/2014)
<p>Outcome 22: Community driven development institutions that support local governance in service delivery; and inclusive growth, including agricultural development and enhancement of employment opportunities for women and men.</p>	<p>Indicator- 1 A participatory methodology for area-based township planning developed and demonstrated jointly with national partners ready for replication.</p>	<p>Target 2015: Methodology for participatory area-based township planning developed and demonstrated in at least 6 Townships in 2 states/ regions</p>	<ul style="list-style-type: none"> - Preparatory activities include development of a methodology for VTA training on village and tract level planning (rolled out in Mon and Chin) and of a concept note on township planning methodology. - However due to funding gap for joint UNDP/ UNCDF Township development fund (TDF) approach, activities in agreement with UNCDF and output board 01 put on hold; - Development of alternative approach: Concept note to GAD on township planning by use of discretionary Township funds (constituency fund, State and Poverty reduction fund, Department for rural development fund and GAD fund for rural development and submitted (11/2014);



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	<p>Indicator- 2 Nationwide data on sub national governance capacity collected and made available.</p>	<p>Target 2015: Nationwide data on sub national governance capacity collected and made available.</p>	<p>- LG baseline established for 11 states/ regions (11/2014)</p>
	<p>Indicator-3 Number of times a community social cohesion building has been replicated by partners</p>	<p>Target 2015: A UNDP approach to social cohesion building has been replicated by partners at least 1 time</p>	<p>- UNDP developed and rolled-out a 3-day social cohesion training module for implementing partners. The training reached 115 representatives from partner organizations (of whom 65%) were women.</p> <p>-</p>

Output Level <i>As per Pro-doc</i>	Output Indicators	Annual Targets	Progress Towards Targets (since 02/2013)
<p>Output 1: Strengthened institutional capacity of S/R and Township administrations for area-related participatory development planning, financial management and public service delivery.</p>	<p>Indicator- 01 # of states and regions for which LG mapping reports and related baselines are established [13 S/R and at least 1 District and 1 TS in each State]</p>	<p><u>Targets (year 2014)</u> Baseline through local governance mapping for all states and regions established</p>	<p>- <i>Ongoing/ Partly achieved:</i> LG baseline established for 11 States/regions</p>
	<p>Indicator- 02 # of usages (by government and MPs) of the mapping findings for local development reform (# of downloads of the baseline study, # of mentions in speeches or documents, etc)</p>	<p><u>Targets (year 2014)</u> At least 5 usages of the mapping in local development reform</p>	<p>- <i>Not achieved/ongoing*:</i> Due to delays of the production of the reports tracking of usage (# of downloads and usages) will only be systematically possible from Jan 2015 onwards. (Anecdotal evidence on usage by government and DPs available.)</p>
	<p>Indicator- 03 Improved public expenditure management cycle tested in targeted pilot townships</p>	<p><u>Targets (year 2014)</u> Guidelines/manuals developed as basis for implementation and training in targeted areas (6 S/R)</p>	<p>- <i>Not achieved/ indicator revision proposed:</i> Due to decision to put Township development fund (TDF) approach activities in agreement with UNCDF and output board 01 on hold, no activities were pursued.</p>
	<p>Indicator 04 Mechanism and guidelines for citizens' participation and increased horizontal coordination for development planning at township level developed and tested.</p>	<p><u>Targets (year 2014)</u> Mechanisms and guidelines for citizens participation and increased horizontal coordination for development planning at township level developed and tested in at least 12 townships in 2 states.</p>	<p>- <i>Partially achieved:</i> Operational guidelines for township development support committees, ward/village tract development support committees for Mon and Chin states developed and approved by Mon state government and GAD union level but not tested.</p> <p>- Draft guideline for development planning developed but not tested.</p>
	<p>Indicator 05 # of townships (out of 12) improving their performance in delivering pro-poor services and infrastructure projects based on the performance based grant system</p>	<p><u>Targets (year 2014)</u></p>	<p>- <i>Not achieved/ indicator revision proposed:</i> Due to decision to put Township development fund (TDF) approach activities in agreement with UNCDF and output board 01 on hold, no activities were pursued.</p>



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Output 2: Citizens and communities engaged in local development and monitoring of service delivery	Indicator- 1 TCCs/CMCs established	<u>Targets (year 2014)</u> - At least 6 TCCs/CMCs established	- <i>Not achieved/ Ongoing:</i> - Progress: preparatory activities completed through development of concept note and stakeholder meetings, steering committees established in 3 of the target areas: Hakha, Mawlamyine, Hpa-An. - Procurement for Community Learning Center construction at village level for construction in Putao facing delays due to lack of adequate bidders;
	Indicator- 2 # of consultations with citizens, CSOs and CBOs at Township level on service delivery	<u>Targets (year 2014)</u> - At least 1 consultation per targeted township	- <i>Achieved:</i> - 5 large scale State/Regional level consultations (Mon, Kayah, Mandalay, Shan, Chin) held - 8 roundtable consultations in Mandalay held - Under the LGM: 96 community level dialogues held
	Indicator- 3 # of Media support initiatives provided by UNDP	<u>Targets (year 2014)</u> - Media support initiatives provided in at least 2 states	- <i>Achieved:</i> - Media network formation and capacity development initiatives supported in Chin and Southern Myanmar region (covering Mon/Kayin/Tanintharyi); - Proposal for pilot community broadcast initiatives developed at township level in 2 states (Mon, Kayin).
	Indicator 04 % of SRG groups sensitized for registrations and or cooperative formation engaging in registration and/or formation of cooperatives	<u>Targets (year 2014)</u> - At least 10% of original 5000 UNDP supported SRGs in 2013 and additional 10% in 2014 engaged in registration process	- <i>Achieved:</i> - At least 1016 of the original 5000 SRGs (20.3%) have engaged in registration as cooperatives, with 948 (19%) having already achieved registration. (Dec 2014)
	Indicator 05 % of women with increased status, income, employment opportunities, and responsibilities as a result of UNDP TSP level leadership training	<u>Targets (year 2014)</u> - 10% of women having benefited from UNDP leadership training have increased status, income, employment opportunities, and responsibilities as a result	- <i>Achieved.</i> - 34 of 92women (37%) participating in UNDP Township level leadership training reported increased status, income, employment opportunities and responsibilities as a result within 6 months of the training.
Output4: Strengthened institutional capacity of institutions to support sustainable livelihoods and reintegration programs.	Indicator- 1 - National financial inclusion (FI) roadmap developed in Myanmar;	<u>Targets (year 2014)</u> National financial inclusion roadmap approved by the Government of Myanmar	- <i>Partially achieved:</i> FI roadmap drafted has been presented by the government at the ASEAN FI meeting and is going through government approval process.



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	<p>Indicator- 2</p> <ul style="list-style-type: none"> - Number of leading micro-finance service providers from Asia Region have been introduced; 	<p>Targets (year 2014)</p> <ul style="list-style-type: none"> - At least 1 new leading micro-finance service provider from Asia Region has been introduced - 10,000 clients receiving financial services from FSPs 	<ul style="list-style-type: none"> - <i>Partially Achieved.</i> Three new leading financial service providers have started operations in Myanmar: ASA from Bangladesh, Basix from India and ACCU from Thailand. - 9,200 clients have received financial services from the 3 new financial service providers. (Nov 2014)
	<p>Indicator- 3</p> <ul style="list-style-type: none"> - Micro-finance operations and ownership transferred to the selected financial intermediary; 	<p>Targets (year 2014)</p> <p>Micro-finance operations and ownership transferred to the selected financial intermediary</p>	<ul style="list-style-type: none"> - <i>Achieved.</i>
	<p>Indicator- 4</p> <ul style="list-style-type: none"> - Number of vocational training institutions' capacities assessed and strengthened. 	<p>Targets (year 2014)</p> <p>1 further vocational training institutions' capacities assessed and strengthened</p>	<ul style="list-style-type: none"> - <i>Partly achieved:</i> Institutional capacity assessment of Saunder Weaving School located in Amarapura Township in Mandalay Region completed with recommendation to establish Weaving Centre of Excellence. Project document development in support of SSID planned activities ongoing.
<p>Output 5 : Target communities and institutions have increased capacities for social cohesion, sustainable livelihoods, and improved opportunities for peace²</p>	<p>Indicator 01</p> <ul style="list-style-type: none"> - Increase in % of women representatives in community-led governance structures in target locations <p>Baseline: 25%</p>	<p>Target (cumulative)</p> <p>40%</p> <p>Target (2014)</p> <p>30%</p>	<ul style="list-style-type: none"> - <i>Achieved.</i> - 35.5 % (466 of 1311) village CBO members are women as at reporting date of 15 November 2014
	<p>Indicator 02</p> <ul style="list-style-type: none"> - # of persons targeted for livelihood assistance reporting increase income-levels in target locations 06 months after having received support (disaggregated by gender) <p>Baseline: 0</p>	<p>Target (cumulative)</p> <p>70%</p> <p>Target (2014)</p> <p>70%</p>	<ul style="list-style-type: none"> - <i>Achieved.</i> - 96.8% reporting increased-income as at reporting date of 15 November 2014. Male: 79.2%; Female: 95.5%
	<p>Indicator 03</p> <ul style="list-style-type: none"> - # of persons targeted for micro-enterprise support reporting sustaining their enterprises 6 months after having received support (disaggregated by gender) <p>Baseline: 0</p>	<p>Target (cumulative)</p> <p>80%</p> <p>Target (2014)</p> <p>70%</p>	<ul style="list-style-type: none"> - <i>Achieved.</i> - 91.7% reporting sustaining businesses at least 6 months after having received support as at reporting date of 15 November 2014 - Male: 91.7 % ; Female : 91.7%

² Data unavailable for Rakhine at present.



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	<p>Indicator 04</p> <ul style="list-style-type: none"> - # of persons using/accessing constructed/rehabilitated infrastructure units <p>Baseline: 0</p>	<p>Target (cumulative) 300,000</p> <p>Target (2014) 200,000</p>	<ul style="list-style-type: none"> - <i>Achieved.</i> - 212,750 using/accessing constructed or rehabilitated infrastructure units as at reporting date of 15 November 2014 - Male : 105,249; - Female:107,501
	<p>Indicator 05</p> <ul style="list-style-type: none"> - % increase in households reporting 'more than 5' occasions for interacting with a member from another village/ethnicity in past 06 months as a result of UNDP's interventions in target locations <p>Baseline: 31%</p>	<p>Target (cumulative) 50% increase</p> <p>Target (2014) 40% increase</p>	<ul style="list-style-type: none"> - <i>Achieved.</i> - 52% increase in 3135 number of persons reporting 'more than 5 occasions for interaction as at reporting date of 15 November 2014
	<p>Indicator 06</p> <ul style="list-style-type: none"> - % decrease in # of persons reporting feeling 'unsafe' to move around and travel in target locations in Rakhine and Kachin (disaggregated by gender, age and ethnicity) <p>Baseline: 95%</p>	<p>Target (cumulative) 75% (20% decrease)</p> <p>Target (2014) 65% (10% increase)</p>	<ul style="list-style-type: none"> - (Data unavailable at present)
	<p>Indicator 07</p> <ul style="list-style-type: none"> - % of persons targeted reporting perceptions of increased unity between people from communities in target locations <p>Baseline: 0</p>	<p>Target (cumulative) 50%</p> <p>Target (2014) 40%</p>	<ul style="list-style-type: none"> - <i>Achieved.</i> - 77.7% of persons targeted reporting perceptions of increased unity in target locations
	<p>Indicator 08</p> <ul style="list-style-type: none"> - # of civil society peace building activities supported by UNDP 	<p>Target (cumulative) 30</p> <p>Target (2014) 15</p>	<ul style="list-style-type: none"> - <i>Partially achieved.</i> - 5 women peace-builders supported to participate in NPEACE awards and training workshop; 2 social cohesion competencies workshops rolled-out in Shan and Kachin with participation of local government, NSAs and CSOs; social cohesion training workshops rolled-out for 115 members of non-governmental organizations (implementing partners); workshops on dialogue skills and capacities rolled-out for government and CSO partners in Yangon, Nay Pyi Taw, Shan, and Mandalay
	<p>Indicator 09</p> <ul style="list-style-type: none"> - # ER strategies developed and implemented 	<p>Target (2014): ER strategy developed and incorporated in Humanitarian Response Plan 2014 Conflict sensitivity trainings rolled out within government and humanitarian partners</p>	<ul style="list-style-type: none"> - <i>Partially achieved.</i> - 7 conflict sensitivity trainings rolled out in Rakhine, Kachin and Nay Pyi Taw reaching 120 participants from government and humanitarian partners
	<p>Indicator 10</p>	<p>Target (2014):</p>	<ul style="list-style-type: none"> - <i>Achieved</i>



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	Early Recovery principles integrated in humanitarian sector/ cluster response plans	ER mainstreamed into humanitarian response	<ul style="list-style-type: none"> - Humanitarian response plan 2014 consists of concrete ER strategic approach; other humanitarian clusters include ER outcomes as a mainstreaming elements - ER Network established through an HCT decision
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Women’s economic empowerment & participation in decision making

The promotion of gender equality and inclusion within the local governance and local development activities targets specifically the strengthening of *women’s economic empowerment and to increase women’s participation in decision making*

The local governance mapping has resulted in providing gender-disaggregated data within local governance across the country. Gender sensitive selection of participants has been applied wherever feasible, and gender dimensions of good local governance have been incorporated in capacity building activities provided to government officials and participating CSOs. The data has also been used for further programming of gender specific activities in 2015 e.g. targeted leadership training for the 40 female village tract administrators (VTAs) out of a total of 16700 VTAs.

The activities for strengthening Township Leading Groups of the Self Reliance Groups (SRGs) are focused entirely on women’s leadership and empowerment, making positive impact on the lives of 20,000 rural women in the country regarding social and economic empowerment.

CSO and Media networking activities explicitly sought women’s inclusion in six States/Regions, though the overall ratio of women among total participants remained relatively low (ranging from 20% to 40%). These numbers are reflective of low background proportions in Myanmar of women in leadership positions in CSOs and Media. As a strategy to enhance women’s participation, women were included in equal (and sometimes greater) proportion in the organizing committees for these activities. Further, to contribute to a better environment for increased participation of women in the future, the activities in low-women participation States included agenda sessions on promoting gender equality and empowerment: Specifically, the Kayah CSO forum featured a plenary session on concepts of gender equality, hindering factors for gender equality, gender based violence, and suggestions for gender equity. The Chin Media Network forum explicitly discussed and issued a founding statement on the need to promote gender equality through media. Strategic planning around pilot township dialogue and community learning centers, and around community media development, has systematically incorporated gender dimensions and explored gender differences in access to government authorities and access to media. Further Civil Society and Media development strategies are being designed with these gender differences in mind, and will increase support for women’s leadership training among community leaders, CSOs and Media, as well as support a broader social awareness campaign on the benefits to communities and institutions that are empowered by women.

98% of the more than 615,000 clients of the now handed over former UNDP Microfinance project are women, and thus the project allowed women in 6 Regions/States to engage in business activities that generated extra incomes for the households’ wellbeing as well as improved their micro business management skills. In a context where there is still limited decision making role in the household for women in Myanmar, microfinance support enables women clients to acquire a greater role in household’s decision making process as well as creates a wider space for women in both productive and public arenas.

From a livelihoods and social cohesion angle, the program supported implementation of measures to increase women’s participation in decision-making in local community affairs by strengthening women’s participation in village-level CBOs. At end-2014, the number of women members in CBOs in areas supported by UNDP had increased to 36 for every 100, compared to the 2013 baseline of 25 for every 100.



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The program also contributed to promoting women's socio-economic empowerment and access to social protection and income generating activities, by ensuring that targeting of women for livelihood and training assistance is an integral part of the overall support strategy. As a result, 46,364 (52%) of those assisted by food banks are women; 46,612 (49.7%) of those assisted with capital assistance (cash grants) for agricultural, fisheries, livestock and small and medium enterprises (SME) are women; 107,501 (50.5%) of the 212,750 accessing new infrastructure are women; and 65% of those outreached with training on social cohesion are women.

UNDP also contributed to increasing women's participation in peacebuilding, by supporting Myanmar's first nomination of 2 women peace-builders and 1 women's peacebuilding organization for the 2014 N-Peace Awards, which they won in their respective categories. The program also supported the participation of one woman Member of Parliament and representatives of five women's organizations at an international training workshop on Women, Peace and Security issues.

Linkages and synergies across UNDP program areas

A growing number of concrete synergies and joint actions are established across output and across pillar activities with a view to *create synergies and joint strategies, enhance effectiveness of interventions, use multiple programmatic entry points to achieve joint objectives, and to bundle effectively existing human and intellectual resources.*

The findings and data from the local governance mapping (LGM) have been widely shared within UNDP to enhance the awareness of local governance structures and their relevance for implementation of activities and interventions in other programmatic areas. The findings have been an *important source of information for ongoing and emerging work on civil society and media* which is targeted to test out different models of how to strengthen the collective capacities of Civil Society and media, as well as how modalities and platforms for interaction and discourse can be fostered. The envisaged *township community learning and dialogue platforms* are directly responding to findings from the LGM on the lack of interfaces and practices for interactions between government and civil society. The work on institutional support to government institutions at the local level and CSO/ media support has been closely coordinated from the beginning and is operationally targeting, as much as feasible, same townships or states/regions. Several trainings have been jointly organized in Mon and Chin states. The local governance mapping team collaborated with the UNDP Access to Justice mapping team in developing and refining the mapping methodology and sharing of data and findings from the respective research areas.

Another concrete example of work across practice areas and connecting different external UNDP program counterparts is the *work around dialogue skills training* which has been organized in Nay Pyi Taw, Mandalay and Taunggyi throughout 2014 as a joint initiative led by the social cohesion team under the Local Governance programme and the rule of law team in the Democratic governance pillar, bringing together Ministry of Border Affairs (MOBA), the General Administration Department (GAD), the Myanmar Police Force (MPF), as well as Civil Society Organizations (CSOs) in Shan and Mandalay.

Senior level training for Union Civil Service Board as well as for the *Institute of Development Administration of the GAD of Ministry of Home Affairs* have been conceptualized and fielded jointly by local governance and the public administration reform teams. The trainings provided a holistic approach of expert inputs from different governance angles which connect public administration reforms at local and national level to each other.

Collaboration in Rakhine and Kachin States by *linking the early recovery with the local governance angle* has been initiated in regards to support capacity development of state, district and township administrations on area-based participatory planning.

The close integration of UNCDF activities in the overall UNDP programme, is an example of effective cross agencies' collaboration and synergies.

For 2015, and a number of activities are being jointly designed and developed across the local governance and the democratic governance team. The linkages between various capacity development activities for institutional support on PAR, such as the



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potential support to Ministry of President's Office and the General Administration Department on decentralization policies, pooling of funds and one-stop-shops and joint training events for Union Civil Service Board are jointly explored and programmed. In addition the work on civil society/media and parliamentary support have joint activities related to outreach activities of state and regional parliaments and member of parliament, as well as linkages to activities around state/ regional civil society forums and township dialogue platforms. Finally, the dissemination of the Local Governance Mapping findings are jointly planned by the governance, civil society/ media, public administration reform, and parliament support units of the UNDP program.

The work on dialogue skills training will continue in 2015 as a joint activity of the social cohesion and access to justice teams and will expand to include dialogue training for CSO partners of the civil society/ media output in selected locations.

With UNCDF linkages between MicroLead lending activities and the SRG Township leading groups will be assessed, and via the upcoming Market Development Facility (for provision of loans to microfinance institutions) linkages to renewable energy activities under the environment programme will be explored.

Partners (2014):

For the achievement of the results in 2014 the close collaboration with multiple partners has been instrumental and the local governance/ local development team would like to extend its sincere gratitude for the support received.

- *Government:* Ministry of Home Affairs; Ministry of Information; Ministry of Finance; Ministry of Cooperatives; Ministry of Border Affairs; Ministry of National Planning and Economic Development, Union Civil Service Board, State and Union Government representatives in Rakhine, Kachin, Kayah, Kayin, Shan, Chin, Mon, Bago, Sagaing, Tanintharyi, Magway, Mandalay, Ayeyarwaddy and Yangon.
- *Funding partners:* Government of Japan; UNDP Bureau for Crisis Prevention and Recovery; Government of Denmark, Multi-Partner Trust Fund- Contributing to Myanmar Peace Dividend Projects and Government of Sweden; (LIFT for audit purposes of closed MicroFinance Project).
- *UN agencies:* UNCDF, activities under output 4 being jointly implemented; UNESCO (media training); *Implementing partners* : 36 NGO/INGO Implementing partners for state level activities on livelihood and social cohesion.



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Budget delivery (2014):

Summary of 2014 Budget and Expenditure as of 30 January 2015

Output	2014	
	Budget (USD)	Expenditure as of 30 January (USD)
O1 Local Administrations	2,495,728	2,371,315
O2- Civil Society Organizations	980,000	882,576
O4-Livelihood Institution Incl. MF	193,722	177,025
O5-Livelihood Support and Social Cohesion	7,828,386	7,198,482
Total Budget 2014	11,497,836	10,629,398

Summary of 2014 funding status

Donor	2014 Budget (USD)	2014 Expenditure
TRAC1/2 (0400)	4,207,692	3,623,571
BCPR	550,217	533,005
ER BCPR(29641)	307,000	235,805
Non-core (Japan)	5,793,154	5,678,510
Non-core (LIFT)	33,170	28,126
Non-core (Danida)	566,604	492,946
Peace Dev Fund (PDF)	40,000	37,435
Total	11,497,836	10,629,398



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Lessons-learned/Challenges and bottlenecks:

- *(Operational and programmatic.)* The local governance mapping methodology with its multiple layers and stakeholder involvement in all 14 states/regions is a large undertaking for UNDP and has required substantial coordination and input at different levels with government stakeholders, research institutions and consultants. Difficulties were experienced to recruit qualified consultants, translators, designers, and printers that could sustain the UN standards of quality during the entire process of the research and producing the reports in two languages. As a consequence the local governance team's role in implementation and quality assurance got much larger as initially anticipated, which is a lesson learnt in itself, and has subsequently reduced time initially planned for other activities.
- *(Operational and programmatic.)* Multiple and combined levels of intervention - at Union as well as at State/Region and township level – put at times strains on the team with regard to having adequate capacity of outreach and engagement. Consequently, staff capacity has been strengthened in particular related to additional national staff. As practiced already in some outputs the engagement of external implementation partners (IPs) will be key to allow for adequate outreach against the scope of the program; however finding adequate IPs has, in some instances, proven to be difficult. Due to novelty of local governance the knowledge and technical capacities are still developing in country.
- *(Programmatic.)* UNDPs support for networking among CSOs requires careful facilitation to ensure an inclusive and transparent process in consultation and planning, so that CSOs/CBOs at different stages of capacity development can participate meaningfully in discussions and network-building, to avoid elite capture and ensure that the emergent networks can be legitimately recognized as representative of member CSOs/CBOs.
- *(Programmatic and planning.)* UNDPs role as a neutral convener and facilitator between CSO and government, and the programmatic objective to support different modalities of interface for dialogue, discussion, cooperation and coordination requires a careful balancing of engagement, and needs as a starter and in each location the acceptance from both sides of such a neutral and mediating role of UNDP. At the same time, support for CSO capacity development needs to be seen and communicated as a distinct track of the program which is primarily targeting CSO capacities, skills and knowledge.
- *(Operational and planning.)* UNDP MFP Project transition which involved Development Partners/IPs and Government became in its course a complex and multilayered process of multiple rounds of consultation meetings as well as extensive legal review by UNDP, Development partners and implementation partners and a longer due diligence process by government. This resulted in a considerable extension of the timeframe as planned.
- *(Operational and planning.)* MAP and the attached financial inclusion road map process took longer than projected as UNCDF did not anticipate in detail the intensity of engagement with government and partners on development and approval of the financial inclusion roadmap, which resulted in delays of coming up with the draft and - given limited human resources - some strain on the team to engage in wider stakeholder consultations.
- *(Political, programmatic & planning.)* In Rakhine, UNDP's efforts to improve social cohesion between muslim and Rakhine communities were demonstrating initial results. Unfortunately however, due to the unrest in March and attacks on UN/INGO premises, UNDP was compelled to suspend project implementation for several months. Project activities were slowly resuming and UNDP is now consulting all stakeholders once more to obtain their buy-in for using social cohesion approaches. Despite the sensitive context, the work of rebuilding relations and trust remains important. UNDP was also compelled to expedite implementation during the second half of 2013, which meant that in some cases, the team was not able to give adequate time for conducting systematic assessments and for strengthening capacities of implementing partners ahead of project initiation. While some of these gaps have been redressed mid-stream, in the



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future, it will be important to give adequate attention to project planning and capacity-development in order to achieve full results and desired impact.

Looking ahead – Strategy and Key results a for 2015

In short, the **strategic focus of the local governance and local development work** in 2015 will be to:

- Continue to stimulate the discourse on good local governance, and enhance the existing knowledge base through sharing of a number of knowledge products and events;
- Provide technical support to government led and prioritized reform initiatives targeting the township and district level;
- Strengthen capacities of civil society actors for networking, advocacy and engagement in local governance and in the peace process; in this regard give specific emphasis to women leadership and empowerment
- Enhance dialogue skills for government, civil society and N-State Actors and;
- Strengthen policy capacities for financial inclusion

Key planned activity and results areas in 2015

Regarding support to **institutional development of local governments**

- UNDP will, drawing from the 14 State of Local Governance Reports, draft and promote a number of specific *thematic reports on key findings* (Citizen's access to information/ Township Committees/ Women in local governance) and engage in outreach and discussion on findings including through state/regional workshops and the second Myanmar Good Governance Forum 24-25 February 2015 which has a specific focus on local governance and a launch of the reports. Mapping findings will be used for development of future program interventions, and key data to be made widely through collaboration with e.g. MIMU. The *Myanmar Good Governance Forum*, jointly organized by UNDP and the General Administration Department (GAD), will be established as a regular annual event to serve as a national and international platform for exchange and discourse on good governance practices.
- In close coordination with the General Administration Department (GAD), UNDP plans to engage in a number of activities that build on the present reform process and on mapping results to enhance institutional local governance capacities, through
 - Capacity development for planning, oversight/monitoring and evaluation at state/region, district level (through GAD-Institute of Development Administration and Union Civil Service Board)
 - Support government initiatives on 'One-stop-shops' at District/township level (through development of a Myanmar One Stop Shop model and capacity development), including a technical mission for key government officials to Mongolia, Bhutan, Cambodia or Vietnam;
 - Facilitate discussion on introduction of basic system for performance assessment (collaboration with MOHA, CSO and MNPED); and institutionalization/use of Citizens Report Card or Community Dialogue methodologies

Regarding support to **institutional capacity development of Civil Society and Media**

- UNDP will continue to *support state/regional networks of CSOs* for coordination, advocacy, outreach functions
- The *work on dialogue skills* will be expanded to the township level, through various trainings as well as through the establishment of 3-4 township level dialogue and information platforms (TCDI) to test out different ways of citizens to government interaction



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- 4 Pilot *Township Community Dialogue and Learning Centers/Initiatives* will be launched and supported to prepare for up-scaling of successful results.
- Through on-going institutional and capacity development support for the 31 Township Leading Groups, a variety of activities and approaches will be implemented and evaluated for greater civic awareness and inclusion of rural women in local governance, development planning and peace building processes.
- On a demand basis UNDP will support 2-3 *regional media networks* (TOT on professional norms/ gender and conflict sensitive reporting). In close coordination with Ministry of Information, options to start preparatory works for Community radio pilots (study tour, workshop and concept note) will be explored.

Cross cutting activities in **support of women's empowerment and leadership in local governance** will target the still small number of 40 (out of 16500) female VTA and other local female leaders (TLGs, CSOs, journalists) for a specific *leadership skill capacity development*. An establishment of a *National Network of Rural Women* of the 31 TLGs of SRGs representing some 20.000 rural women will be supported and UNDP will facilitate a *South-South cooperation between Indonesia and Myanmar* on Women's Leadership in Peacebuilding, which will be initiated through a joint workshop in March 2015;

In the **area of financial inclusion and vocational training** UNDP will, under the technical lead of UNCDF, support the roll out of the governments national Financial Inclusion Road Map, which is presently under government approval process, and provide technical assistance to an inter-ministerial steering committee. Further,

- UNCDF will *expand the Micro-Lead program* to reach 40,000 MFI clients and will provide on-going support for three Financial Service providers (Microlead sub-grantees); Case studies to capture learning from Microlead sub-grantees – Financial Diaries – will be developed and shared; Technical support to the Ministry of Cooperatives for capacity development will be jointly provided by ACCU (one of Microlead Partners) and UNCDF.
- With funds flowing back to the sector from the previous UNDP Micro Finance project, UNCDF will develop a *Market Facility Fund (EFA)* to enable loans disbursement to Micro finance institutions (MFIs);
- In the area of *institutional support to vocational training*, UNDP will assist SSID/ Ministry of Cooperatives to develop a comprehensive project document for the establishment of Saunder Weaving Centre of Excellence in Amarapura township in Mandalay Region. The objective is to assist government with a detailed project proposal and to potentially stimulate interest of additional partners.

In the area of **support to social cohesion, peacebuilding and livelihoods** there will be a number of demonstration activities in Rakhine and Kachin - Ye Chan Pyin bridge (Rakhine), Pa La Na Road and village (Kachin) as well as broader livelihoods, social cohesion and peacebuilding support in up to seven states/ regions.

- Working with same communities, UNDP will initiate a *pilot project to introduce last-mile technology solutions to vulnerable communities in 100 villages Mon, Kayin and Shan*. The intervention will help to connect demand and supply that will be sustainable beyond this intervention and contribute to developing local entrepreneurship capacities especially of women and youth.
- UNDP will also roll-out a *cross-state intervention aimed at increasing social cohesion competencies* (knowledge, skills, tools) among local government, NSA and civil society actors participating in development, governance and peacebuilding work. The intervention aims to work with state-based CSOs to develop context-specific training modules and to provide continuous support for training and mentoring.
- Contingent on funding, UNDP will provide an *additional layers of support in the existing 313 villages*, focusing on b) support to value-addition livelihoods; c) provision of vocational training for employment creation and small



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enterprises; d) support to Micro/ Small Enterprises through capital assistance, technical training and business development support; e) support to extension services and technical improvements for agriculture, livestock or fisheries.

- Continued facilitation of early recovery coordination in Yangon, Rakhine and Kachin and provide support to recovery and dialogue platforms in Kachin, will be an integral part of the program.