### Country: Myanmar

### **COUNTRY PROGRAMME PERFORMANCE SUMMARY[[1]](#footnote-1)**

### Reporting period: 2013-2017

### **I. EXECUTIVE SUMMARY**

When the 2013-2017 UNDP Myanmar Country programme was designed in 2012, the country was embarking on multiple, simultaneous, complex reforms, after decades of authoritarian military rule. Nation building was at the core of these reforms that include changes in the political and socio-economic situation; increased emphasis on decentralized and people-oriented governance and administration; as well as reforms to promote the development of the private sector and a more market-oriented economy. Launched in 2011, these reforms had a profound impact on Myanmar’s interactions with internal and external actors, including UNDP.

UNDP’s ‘restricted mandate’ in Myanmar was ended in 2012, and the Executive Board approved a new (and normal) country programme in 2013, the first one after a twenty-year gap. In practice, this required UNDP in Myanmar to transform its way of working, away from Non- Government Organization (NGO)-like interventions, as was the case under the Human Development Initiative (HDI) from 1993 to 2012, to a more fully-fledged multilateral development partner model under which partnerships are forged with multiple State institutions as well as civil society, media and academia.

The transformation required a programmatic shift from a geographically widespread and community level downstream project implementation model to a more upstream institutional capacity development model. This also meant that UNDP’s operational footprint needed to be re-engineered to align with new programmatic requirements: reducing the number of offices from 51 to 16; facilitating the transition of large numbers of staff to new careers (from 900 field staff under the HDI to a staff complement of approximately 150 in the newly configured country office); and repositioning the field presence, shifting from support to local communities’ basic humanitarian needs to a more substantive engagement with sub-national authorities on local governance and development priorities.

The UNDP Country Programme Document (CPD) and associated Country Programme Action Plan (CPAP) for 2013-2017 was designed to contribute to three UNDAF outcome areas: 1) Effective local governance for sustainable inclusive community development, 2) Climate change, environment, energy and disaster risk reduction, and 3) Democratic governance. These 3 outcome areas were aligned with the outcomes of the UNDP global strategic plan (2014-2017)

Under the **Effective Local Governance** outcome area, UNDP was able to maintain flexibility, seize emerging opportunities, maintain the broad relevance of the programme at all times and build, therefore, trust with a whole new set of national and sub-national stakeholders. The programme has provided a multi-pronged, responsive support to Myanmar in this time of transition and made a positive impact on the lives of hundreds of thousands of people, women and men, in rural communities across the country as well as working in government or engaged in civil society. The most common words for describing the Local Governance Programme’s contribution among stakeholders are “empowerment” and “engagement”. Notable were the changes in perceptions and assessment of women’s abilities in terms of participating in various levels of social, political, and economic spheres. Salient achievements were initially felt more at the individual level but increasingly now at organizational level as well.

UNDP made use of its comparative advantage as a neutral and trusted partner to broker a more constructive relationship between state and society at the sub-national level and change negative perceptions of the “other”. As heard from several informants: “we are now less apprehensive of working with them”, when talking about the other side, whether government, civil society or indeed people from other communities. UNDP moved out of its previous “comfort zone” of community-level work (in the HDI) and negotiated, without making itself indispensable nor setting agendas, spaces for what were first simply interactions and have now often become collaborations between a wide range of local governance stakeholders.

UNDP’s work in **Environmental Governance and Disaster Resilience** remains highly relevant to Myanmar’s development context, as Myanmar is one of the most ‘at risk’ countries in the world in terms of the occurrence and impact of natural disasters. The new government which took office in early 2016 developed a new 12-point economic policy that prioritizes inclusive economic growth and development. Recognizing the relationship between economic development and disaster risk in Myanmar, the Government has also committed to the implementation of key regional and global frameworks endorsed in 2015 and 2016, including the Sendai Framework for Disaster Risk Reduction, the Sustainable Development Goals, and the Paris Agreement on Climate Change. In line with these agreements, UNDP’s work promotes environmental sustainability as an integral part of sustainable development and building resilience to climate change and disaster risks to safeguard development gains. UNDP’s technical assistance to the Government of Myanmar facilitated the production of the ASEAN Disaster Recovery Reference Guide under the umbrella of the ASEAN Committee on Disaster Management (ACDM). UNDP’s lead role as chair of Myanmar’s Disaster Risk Reduction Working Group has enhanced coordination and information sharing among a range of stakeholders working in this area, including the private sector. This coordination mechanism has proved to be an effective way of advocating with the government for the development and implementation of policies and good governance systems for disaster risk reduction. In 2017, UNDP led the finalization of the Myanmar Action Plan for Disaster Risk Reduction (MAPDRR), which outlines the priority actions that the Myanmar Government must take to meet the government’s 2030 development objectives including the establishment of new systems, policies and procedures related to disaster risk management; risk assessment, risk governance, and mainstreaming disaster risk reduction into development priorities and preparedness for response and recovery. UNDP supported national and state/region level participatory consultations which provided key inputs to the development of Myanmar’s new National Environmental Policy. Not only will the policy provide guidance for mainstreaming environmental issues into development planning, but it will be the key reference document for all future strategic frameworks and action plans in the environment sector.

UNDP has contributed to enhancing understanding of the practice of **Democratic Governance** and the implications of rule of law in Myanmar.[[2]](#footnote-2) Attitude shifts within the executive and justice institutions and strong buy-in for meaningful reforms are evident in the judiciary (e.g. Union Attorney General’s Office Strategic Plan) and the Civil Service Reform Strategic Action Plan[[3]](#footnote-3) UNDP has strengthened the Union Parliament, where for the first time a variety of administrative services for MPs are in place, along with a Learning Centre[[4]](#footnote-4) UNDP also supported the orientation/induction of the many new MPs in 2016, both at the union level, and at the state/region level. UNDP’s nascent work with the Region and State Parliaments has led to greater MP constituency engagement and outreach. As an outcome of UNDP interventions, Region and State Parliaments have initiated a politically sensitive but much needed reform to the subnational Parliamentary administration.

UNDP’s work on rule of law has contributed to the opening of democratic space at the sub-national level, through justice actor/community engagement facilitated by four Rule of Law Centres established in Kachin, Mandalay, Shan and Yangon.[[5]](#footnote-5)

UNDP has enhanced the evidence base for decision making at both national and sub-national levels, including a data readiness report on the SDGs. UNDP has contributed to improved survey sampling and survey administration capacity through its work with the Central Statistical Organization on the business survey, and the Myanmar Living Conditions Survey (a joint initiative with the World Bank).

Lastly, UNDP has produced several flagship publications which enhance knowledge and understanding of democratic governance issues in Myanmar.

### **II: Country Programme Performance Summary**

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| **Country information** | |  | | |
| **Country name: Myanmar** | | | | |
| **Current country programme period: 2013-2017** | | | | |
| **Outcomes** | | **Total Expenditure** | **Key Indicators of outcome (1-4 per outcome)** | **Progress made against key indicators** |
| **1. *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*** | | $54,024,010 million | 1. *A participatory methodology for area-based township planning developed and demonstrated jointly with national partners ready for replication* 2. *Nationwide baseline on the quality of local governance established and disseminated (as state of governance reports)* 3. *Number of times a UNDP approach to community social cohesion building has been replicated by partners* | 1. *In 2012, no participatory methodology for area-based township planning existed. By 2016 an ‘Inclusive Township Planning’ model involving local administrators, department heads, MPs and civil society was piloted in 2 townships in Bago and Mon in 2016. In addition, the program received funding to scale up the model to 14 additional townships during 2017 serving as sample for a national township planning model.* 2. *In 2012, no data on subnational governance capacity was available. By 2015, 14 detailed state of local governance reports have been published, disseminated and discussed through a national Good Governance forum and regional workshops. The Mid-term Review of UNDP’s country programme confirmed that the reports are widely used and contribute to an informed discourse on good governance in the country, as well as to national and international exchanges and experience sharing on good governance practices.* 3. *During the programming cycle, UNDP implementing partners adopted social cohesion building approaches in their implementation models for support to 13 flood and conflict affected communities in Rakhine state, utilizing inter-communal cooperation and social cohesion capacity development approaches. UNDP formed CBOs were local level partners to inter-village coordination for the provision of social cohesion skills to women and youth entrepreneurs to act as community leaders.* |
| **UNDP Contribution:**  Emphasis was placed on 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.  CP Outputs:   1. Strengthened institutional capacity of State/ Region and Township administrations for inclusive service delivery and participatory local development planning 2. Citizens, communities and CSOs role in local governance and for monitoring of service delivery strengthened 3. Improved financial inclusion and entrepreneurship development through support for national coordination and sustainable market development 4. Target communities and institutions have increased capacities for social cohesion, sustainable livelihoods, and improved opportunities for peace   Progress and Achievements:   1. After nearly 16 months of a massive data collection effort all over the country, combining background studies, individual interviews, community dialogues and citizen perception surveys and involving a fairly representative sample of nearly 8,500 individuals and 3,000 elected officials and government staff, the **Local Governance Mapping** (LGM) exercise concluded in February 2015. the LGM worked on producing for the firs time a detailed baseline on “interactive” dimensions of local governance: participation, transparency, accountability and on public satisfaction with the government’s performance (with a focus on education, health and water supply services) was measured. The LGM demonstrated an increasing feeling of security and a widespread recognition among the public of improvement in ing delivery of public services. However, it also underlined how local decision- making remained largely devoid of inclusive participation in spite of recent GoM measures to achieve more demand-driven local governance. The results were widely disseminated. One of the most visible follow-ups of the LGM exercise was the **Good Governance Forum** organized in April 2015 to present the results, which gathered more than 350 national and international participants.   In parallel to the LGM work, the LGP also supported policy discussions on reforming local governance through a number of **South-South Exchanges** (SSEs) for government officials to countries as diverse as Cambodia, Sweden, Turkey, Mongolia and Vietnam. In these last two countries, officials – and in particular from GAD – learnt about the concept of joint service delivery facility. This came at the same time that the LGM results were showing strong need to develop a more integrated collaboration at S/R level for effective local public service delivery. Shortly after, in May 2015, the GoM initiated the establishment of **One Stop Shops (OSS)** to improve access to quality and transparent administrative and regulatory services at district and township level. The policy was adopted and implemented under the leadership of an inter-ministerial committee with 16 participating government ministries and departments. UNDP provided technical assistance, training and limited logistical support. A total of 316 OSS were opened within a year across all 14 States & Regions. 18 months later, nearly 1.1 m customers have used OSS services.  UNDP has invested in strengthening the capacities of subnational administrations, in particular at township and ward/village tract levels, so that they perform their core functions with greater inclusiveness and accountability towards the population and closer horizontal and vertical coordination. UNDP was able to pilot a participatory approach for the preparation of annual **Township Development Plans**, following government systems and timelines and activating the role of the re-activated Township Planning and Implementation Committees (TPICs). The LGP worked closely with the TPICs to organize the collection by W/VTAs and Township Departments of the data necessary for sound evidence-based planning through consulting with the population (including women, youth and CSOs). The LGP’s has developed capacities for subnational governance by raising awareness of senior GAD and other department officials at different levels on principles of good local governance through regular seminars and trainings, and by reinforcing women’s role in local governance through the **leadership training of all 42 female W/VTAs** in 2014. In 2016, UNDP initiated a **strategic partnership with the IDA** to improve their approach to capacity development of GAD officers. In 2016, UNDP has supported the training of 423 Deputy District & Township Administrators for managing the OSS and for providing induction training to the nearly 17,000 W/VTAs elected in 2015. UNDP’s inputs focused skills for adult training using interactive techniques and for leadership, promoting gender equality, inclusiveness and citizen engagement. Finally, UNDP has initiated in 2016, in the context of the two Township Development Fund pilots and in partnership with the British Council, the training of W/VTAs on interest-based dispute resolution as one of their key functions is to maintain social peace in their community. In all these training programmes, UNDP made sure that the participation of women as trainees and trainers is increased.   1. With focus on Myanmar’s ethnic States, UNDP supported the emergence and strengthening of **7 CSO networks** gathering a total of 1,206 CSOs. UNDP facilitated fledgling networking dynamics among local CSOs in the target areas through its convening power and by sponsoring state-level CSO forums which led to the establishment and/or formalization of the networks. UNDP support came in the shape of training, coaching and grant funding in 2015/2016 (from 70.000 to 150.000 $ per network). With these grants, the networks could set up their head office (including basic staffing), develop their internal governance and administrative systems and start delivering services to their members such as training, information-sharing and organizing dialogue events at state- and township-level too, with public authorities. UNDP also helped strengthening state-society dialogue through the holding in 2015 of three **multi-stakeholder dialogue training events** in Mon and Chin States gathering about 100 government officials, CSOs and local media to develop their dialogue skills and discuss the setting-up of regular dialogue mechanisms.   UNDP has supported so far a total of **54 township-level and 18 State-level consultation events** between subnational authorities and civil society, gathering more than 3,500 people (with nearly 50% women participation). These consultations have led to the establishment of standing Coordination Forums between S/R governments and CSO networks in 5 States, in which a wide range of issues are discussed, from information-sharing to addressing local service delivery, women’s empowerment or access to rights issues, but also more generally on widening the civic space and establishing stronger state-society cooperation. As a result, there has been a 30% increase in the number of CSOs in target States reporting engaging in advocacy with local authorities for improved public services.  The same approach than for CSO networks was adopted for supporting the formation and strengthening of **3 local media networks** since 2014 in the country’s ethnic areas (Chin, Southern Shan and South- East area), gathering 171 media organizations. With UNDP support, they have been able to create nearly 1,200 training opportunities for local journalists on media organization development, professional and conflict-sensitive reporting, human rights, peace and democracy, and journalist protection. Media networks have also eased access for local media to State governments and township administrations, although these entities are still far from applying fully open government policies on their side. Media networks also avail an office and facilities for for holding press conferences as a result of UNDP support.  There is evidence of numerous **local policy decisions** contributing to better development results and protection of right holders attributable to increased engagement of local civil society and media with government authorities facilitated by the LGP. Increasingly, the CSO & media networks supported by UNDP are working on developing the concept and practices of **social accountability** in Myanmar.  Finally, UNDP has been supporting the **empowerment of rural women** economically, socially and politically**,** building upon the wide network of 7,000 Self-Reliance Groups (SRGs) established during the HDI. With UNDP support, 97% of the TLGs have secured their official registration with local authorities – and in some cases even material support from TAs such as land to build their office – and play now a greater role as partner in local governance. According to the Social Recognition Index created by UNDP, 48% of TLGs are now enjoying a high level of recognition in their communities while none had reached that level in 2013. After a series of national TLG gatherings, supported by UNDP, the TLGs decided to establish their national network in October 2015, known as **May Doe Kabar** (or Women’s World). Since its creation, MDK has helped organized relief for flood victims, raised awareness and provided support to victims of SGBV, increased outreach to SRGs and launched in 2015 the iWomen App, dedicated to the informational, educational and networking needs of rural women. The App, the first of its kind in Myanmar, is now routinely accessed by 9,000 users all over the country and is demonstrating the value of ICT for increasing inclusiveness in access to services.   1. The first year of the project was largely dedicated to transitioning UNDP out from a microfinance retail role to one of support to reforming the policy and institutional frameworks for expanding access to inclusive finance in the country. In June 2014, based on a consensus decision taken with former HDI donors, the total assets and liabilities of UNDP microfinance fund were transferred to Pact Global Microfinance Fund (PGMF). It is estimated that with this transfer, PGMF was able since then to increase its client base by approximately 70,000 individuals and open up operations in Rakhine State where regulated microfinance services were not available until then. The transfer was accompanied by a fund reflow of 12.4 m USD, negotiated by UNDP, from PGMF to the microfinance sector over a five-year period and split equally between the LIFT Multi-donor Trust Fund and UNCDF, which the latter is using to support its work under the project. The project is the only one where the strategic partnership with UNCDF called for in the programme document is fully activated – and the technical leadership of UNCDF is key to the results achieved.   In parallel with the massive HDI transfer operation, and in order to support the expansion of regulated microfinance services in Myanmar, the project commissioned a **large-scale national diagnostic on inclusive financial services called MAP** (Making Access Possible), researching both the supply and demand sides (over 5,300 households) of the sector. The MAP study was a landmark research for inclusive finance in Myanmar and serves as a baseline since then to measure the development and impact of the MF sector on poverty reduction. The MAP study was used to feed a policy process facilitated by UNDP that eventually led to the adoption by the GoM of its first **Financial Inclusion Road Map** in 2015. The Road Map identified key policy and institution building priorities for the period 2014-2020 and three priority segments for financial inclusion: agriculture, MSMEs and the low income. In 2016, the Road Map was translated into an Action Plan assorted with a monitoring & evaluation framework, designed with the project’s technical assistance. The GoM established an **Inter-Ministerial Committee**, composed of 15 ministries, and a Secretariat led by the Financial Regulatory Department (FRD). This is one of the very few inter- ministerial committees currently in exercise in the new Government, surviving the change of leadership in 2016.  In order to diversify the microfinance institution sector in Myanmar and make it more competitive, as well as benefit from the rich experience of countries in the region in microfinance, the project supported through its **MicroLead** programme, three leading Asian Microfinance Service Providers (MFSPs) to start operations in Myanmar in 2014 (ASA from Bangladesh, ACCU from Thailand and Alliance of Singapore). In total, the MicroLead programme extended access to financial services to a total of 124,606 people (Nov. 2016), including for 16,118 for savings. 82% of them are women and 49% reside in rural areas of Mon State and Ayeyarwadi, Mandalay, Bago and Yangon Regions.  Because the sector remains largely dominated by foreign providers due to their experience and stronger financial capacities, the project has initiated a local **Market Development Facility**, run directly as an activity of the LGP (and under UNCDF’s EFA project), to support the growth of the domestic microfinance sector.   1. UNDP initially provided **livelihoods assistance** to 330 villages in 25 townships in 7 states focusing on conflict or disaster affected states in areas of greatest need. Livelihood support was deployed as a tool to build inter-communal confidence. It promoted a ‘building block’ approach through support to food banks, capital assistance, skill development, infrastructure and value-chain approaches while strengthening social cohesion at the community level. Poor households, and in particular poor women-led and/or conflict-affected households, were identified through a simplified community poverty scorecard and targeted by **social protection mechanisms** supported by UNDP, including the construction of 194 physical and virtual food banks benefitting 18,260 persons. The banks were supported through 329 CBO governance structures that included 47% women representation thus increasing/encouraging women and community engagement in decision- making and administrative processes and participation in village level planning exercises resulting in higher levels of ownership of the process and end results.   UNDP went further into implementing innovative livelihood support work at community level by making available **credit services, business development, and training opportunities for micro and small entrepreneurs**, in particular in areas of diverse ethnic and religious backgrounds and with a focus on women and youth. UNDP provided 6,335 households with capital grants and 621 persons received vocational skill training. The evaluation of the **Innovative Technologies for Rural Communities** Pilot Project states that 100% of village leaders report that community assets contributed to improved social cohesion and that all entrepreneurs, of whom 63% were women and 42.5% were youth, continue to participate in development activities and contribute to social cohesion in their communities. Over 90% of women and youth entrepreneurs reported positive change in their status within their family and community because of their increased participation in community development activities. Of these, 93% reported positive changes in self-perception. 92% of households reported an improved perception of women and 99% for youth as positive contributors to the community because of their engagement in both developing businesses and community interaction.  **Early recovery support for returnees and disaster-affected** in Kachin and Rakhine States benefitted 83,701 people and 70,000 households through cash for work schemes such as road, bridge, and other communal infrastructure construction. UNDP also successfully integrated early recovery principles and strategies in support of the GoM coordination center encouraging not only early intervention but ensuring better coordination in humanitarian and cluster crisis/disaster response plans. By linking support to livelihoods and targeted training on social cohesion building with a focus on vulnerable populations, UNDP sought to stabilize communities economically while providing them with the means and capacity to increase interaction, communication and participation through trust building and dialogue. This engagement resulted in 50% more persons reporting having “more than five occasions” for interacting with a member of a different village/ethnicity. The evaluation report from the **Mobile Skills training** indicates that approximately 8 out of 10 training participants noted they had interacted with community members in their village or ward because of their involvement in the skills training. This was supported by 46% of village/ward heads that believe meaningful interaction within their communities had increased significantly. Meaningful interaction is manifest as greater frequency of informal interactions, confidence, conversations and increased business opportunities.  In 2016 UNDP shifted focus to **upstream training and capacity building,** targeting six ceasefire areas where CSOs, EAOs and government required training on dialogue and creating local capacities for social cohesion and conflict sensitivity to build confidence and inter and intra community trust. At the sub-national level, the pool of local resource-persons for social cohesion, and the linkages built between local-level government, NSAs and CSOs continues. At national level, ministries (Border Affairs, Rural Development, and Social Welfare) also received training and are strongly considering implementing the courses within their own training institutions. Overall, 1,167 representatives from Government, NSAs and CSOs took the courses, of which 52% were women and 97% of them report making use of skills gained in their work almost one year later. UNDP also organized Community of Practice workshops for the pool of 40 trainers from 6 target states to identify options to continue promoting social cohesion and train local communities. UNDP has recently included technical and financial support to the Joint Ceasefire Monitoring Committee as it develops its plan of action. | | | | |
| **2. *Reduced vulnerability to natural disasters and climate change,improve environmental and natural resource management, and the promotion of energy conservation through access to affordable and renewable energy, particularly in off-grid local communities.*** | $17,931,038 million | | 1. *Disaster Risk Reduction, climate change adaptation policies and practices incorporated into development plans of national sectoral ministries and at sub-national levels* 2. *A comprehensive national framework on environmental conservation developed* | 1. *The 2015 Rules on Disaster Management established the mainstreaming of Disaster Risk Reduction into sector planning and Disaster Management Funds at state/region levels. In 2016, risk profiling was undertaken in 5 townships in Rakhine State, and training was provided on mainstreaming DRR, CCA and Environment in the process of developing the Rakhine Socio-economic Development Plan.* 2. *During the programming cycle, the policy was finalized and the strategy framework's first draft developed.* |
| **UNDP Contribution:**  CP Outputs:   1. Capacities to adapt to climate change and reduce disaster risk 2. Enhanced institutional and communities’ capacity for environmental conservation and use of natural resources   Progress and Achievements:  **Capacities to adapt to climate change and reduce disaster risk**   * UNDP has supported the Relief and Resettlement Department in the formulation of the ‘Situational Analysis of the Standing Order on Disaster Management’ based on the review of the 2009 Standing Order. UNDP is currently providing technical support to develop the Handbook on Disaster Management Functions will serve as a reference guide for the formulation of the Standing Order for the National Disaster Management Committee for ministers and in the 14 states and regions across Myanmar. * UNDP has worked with the Dry Zone Greening Department (Ministry of Natural Resources and Environmental Conservation) to reduce the impacts of climate change on agricultural and livestock production in five townships, reaching 50,000 households in 280 villages. UNDP’s contribution has led to improved water supply in drought-prone fields; access to diversified and improved crops; expanded agro-forestry services; diversified livestock rearing; improve ecosystem service, soil conservation and watershed protection. UNDP’s support has witnessed the enhanced capacity of 43 regional, district and township official through the application of community-based disaster risk reduction methods. By the end of 2017, this capacity development initiative will impact beneficiaries in 70 villages. * As the agency leading the Disaster Risk Reduction Working Group, UNDP has played a convening and coordination role to ensure that government and development partners are working in a complementary manner towards a common vision. UNDP technical assistance to the Government of Myanmar to finalize the 2017 Myanmar Action Plan for Disaster Risk Reduction (MAPDRR). The Action Plan is aligned to the National Comprehensive Development Plan which has identified risk reduction and building resilience as priorities for Myanmar’s sustainable development. Linked to the Sustainable Development Goals and the Paris Agreement on Climate Change, the MAPDRR outlines the interventions that the Government of Myanmar must prioritize to meet the government’s 2030 development objectives including: the establishment of new systems, policies and procedures related to disaster risk management; risk assessment, risk governance, and mainstreaming disaster risk reduction into development priorities and preparedness for response and recovery. * UNDP has increased the capacities of over 1000 government officials to implement key policies and strategies related for enhanced disaster management through the roll out of four basic disaster management courses (BDMC) at the Disaster Management Training Center (DMTC) in Hinthada. The curriculum draws on the strategies identified in the Myanmar Community Disaster Resilience Framework and promotes better linkages between development and disaster management planning. * With UNDP support, the Myanmar Disaster, Loss and Damage Database has been institutionalized and is available online at[**http://www.mdld-rrd.gov.mm/**](http://www.mdld-rrd.gov.mm/)**.** The database includes information related to past disaster losses and damages. By December 2016, 6000 disaster events had been recorded, providing valuable information for cities across Myanmar’s 14 states and regions. UNDP’s support has enhanced the RRD’s capacity to monitor disaster risks and is a source of   Information for users to access information related to large and small scale disasters for different sectors (e.g. education, health, transportation, agriculture, power and energy, sewerage, relief, water supply, communications and industries. UNDP has contributed to the RRD staff competencies in data collection and in disaggregating and analzying data required for developing policy for effective disaster management. The information contained in the database is also a valuable reference or establishing baselines, targets and indicators for the MAPDRR.   * Applying findings from the multi-hazard risk assessment for Rakhine State, UNDP completed a township specific guidance note which now enables local government administrators to include risk information in their development planning.   **Enhanced institutional and communities’ capacity for environmental conservation and use of natural resources**   * UNDP provided technical assistance to the Ministry of Natural Resources and Environmental Conservation in developing Myanmar’s National Environmental Policy, Strategic Framework and Master Plan. The process facilitated the coming together of national and sub national stakeholders in various consultations held in Yangon, Rakhine, Mon, Shan, Mandalay, and Tanintharyi to discuss the key inputs to the policy document that would guide long term and sustainable development objectives. The policy will be the reference for strategic frameworks and action plans in the environment sector, including climate change and waste management strategies. It will also provide guidance for mainstreaming environmental issues into development planning. The Policy is currently awaiting endorsement by the government. * UNDP’s partnership with UNEP in the Poverty and Environment Initiative (PEI) has led to increased abilities of government officials under the Directorate of Investment and Company Administration (DICA) to engage effectively in addressing the sustainable development implications of investment treaties. This partnership also resulted in the finalization of a draft policy on the environmental and social regulatory framework for the mining sector. Additionally, DICA officials have a deeper understanding of the possible implications and litigations risks that may arise because of high-levels of investment and trade commitments that are not governed with consistent and clear economic policies and the application of laws. * UNDP’s work through the Inle Lake Rehabilitation and Conservation Project restored contributed to stability of Inle Lake and improved the quality of life of local communities through the implementation of environmental conservation and environmentally friendly community development activities. The project reached 9500 households in 71 villages in the remote, buffer and core zones of the Kalaw Chaung Watershed Area. Through intensive awareness raising, communities who rely on the Lake and its surrounding areas for their livelihoods, gained greater understanding of the deteriorating conditions of the Lake and how they could change their habits to promote conservation and protect the Lake’s ecosystem. * Additionally, UNDP enabled the government to take the lead in the development of actions plans for the sustainable management and conservation of Inle Lake. UNDP’s partnership with UNESCO resulted in the technical assessment of Inle Lake to establish much needed documentation of key baseline data for future monitoring purposes. The information gathered from the baseline assessment would also enable systematic and informed interventions for any future environmental conservation, biodiversity preservation and sustainable development efforts at the Lake. UNDP’s work contributed to the inscription of Inle Lake as a UNESCO biosphere reserve and the appreciation by local authorities and communities as to why a strong management authority is required to drive and manage conservation efforts at the Lake. * With UNDP support, the Government of Myanmar has established the UNREDD Programme Executive Board and the REDD+ Task Force. UNDP also supported training to 20 REDD+ trainers who in turn are now transferring their knowledge to government agencies, universities and non-governmental organizations (NGOs). UNDP also supported the finalization of a REDD+ training manual for Myanmar and a glossary of REDD+ technical terms to facilitate the government’s understanding of REDD+ and related strategies. UNDP provided technical support to the government for the implementation of the Myanmar REDD+ Readiness Roadmap. * UNDP’s partnership with UN-OCHA was successfully established the Myanmar Private Sector Disaster Management Network (MPD Network) which provides a platform for better coordination among private sector actors and other stakeholders for disaster preparedness and response. * UNDP, with funding from the Global Environment Facility (GEF) and in partnership with the Wildlife Conservation Society, established four model protected area (PA) sites in Myanmar. Hkakaborazi National Park, Hponkanrazi Wildlife Sanctuary, Hukaung Valley Wildlife Sanctuary and Htamanthi Wildlife Sanctuary have been established with law enforcement policies aimed at reducing illegal activities in these areas. A forest cover change analysis was conducted following which, buffer zones for the protected areas were demarcated for increased protection of these areas. Targeted training programmes on the spatial monitoring and reporting tool (SMART) were provided to government staff and community guardians. 143 Forest Department staff were trained in law enforcement policies and practices and SMART application; 52 Forest Department staff were trained in biodiversity monitoring; and 50 community guardians were trained in protected area management. The project also assisted in developing a management plan for Natmatung National Park to receive regular funds from the Chin State Government for its maintenance. The state government has since earmarked revenues from park entry fees for this initiative. Village level consultation processes and village-use zonation processes were conducted to strengthen resource and land use habits of the local communities who live in and around the four model sites. * At the request of the Rakhine State Government, UNDP led the technical support team that assisted the government in developing a 5-year socio-economic plan that included climate change and disaster risk reduction elements. | | | | |

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| ***3. Promote democratic governance and the rule of law to strengthen democratic institutions and the advancement of human rights.*** | $35,748,710 million | 1. *Level of Government Effectiveness* 2. *Level of Rule of Law* 3. *Access to Justice Services- Accessibility and affordability of the civil justice system* 4. *Proportion of women to men in Parliaments (lower or single house)* | 1. *From a score of -1.53 (out of 2.5) and a percentile rank of 4, Myanmar progressed to a score of -1.28 and a percentile rank of 8.65 in 2015.* 2. *From a score of -1.35 (out of 2.5) and a percentile rank of 6, Myanmar progressed to a score of -1.17 and a percentile rank of 8.65 in 2015.* 3. *Myanmar progressed from a World Justice Project’s Rule of Law Index score of 0.40 in 2013 toa score of 0.42 in 2016.* 4. *In the 2015 elections, 12.7% (41) of elected MPs were women (9.5% of total with 25% of seats reserved for military), progressing from 6% in 2010.* |
| **UNDP Contribution:**  The key area of support aimed at the promotion of democratic governance and the rule of law to strengthen democratic institutions and the advancement of human rights.  CP Outputs:   1. National and state/regional development planning informed by robust data and broad consultations; capacities of stakeholders strengthened to manage development cooperation in line with GPEDC principles. 2. Legislative, oversight, and representation functions performed by Hluttaws at Union and selected state and regional levels institutionalized. 3. Justice institutions equipped to develop and implement frameworks for justice sector reform that reflects the needs of diverse groups, especially women and vulnerable groups. 4. Strengthened capacity for service delivery and improved responsiveness of the public administration reforms.   Progress and Achievements:   * UNDP has improved the Central Statistical Organisation’s capacity to collect and analyse data.[[6]](#footnote-6) The Central Statistical Organization completed a nationwide business survey, in line with international best practice. It is one of the key information requirements for a system of national accounts as well as for private sector development. * Design and data collection for the nationwide Myanmar Living Conditions Survey- a comprehensive study, collecting data on people’s occupations, income, and how they use this to meet the food, housing, health, education and other needs of their families. The data will be used to formulate responsive policies for the future development of the country, and for the first time is collected in line with international best practice. * Rakhine State Government representatives conducted consultations in all townships to draw inputs for the State’s 5-year development plan; the available data was considered during this process. * The Union Parliament developed a Strategic Plan that has shaped the strengthening of the Parliament’s institutional capacity. UNDP also supported the establishment of a library; research services; and ICT services, which MPs say have improved their ability to do their jobs.[[7]](#footnote-7) This process enabled ‘attitudinal change’ of senior managers.[[8]](#footnote-8) * The establishment of a Learning Centre for staff and MPs which has trained over 1,749 staff in topics from customer service and interpersonal skills to report writing and using computers. It has supported 8 master classes and 6 seminars for the MPs elected in November 2015. MPs at State and Region level report that a Committee Induction programme gave them the knowledge and skills to hold hearings and carry out outreach.[[9]](#footnote-9) * Through UNDP support the Parliament was better prepared to facilitate the orientation and induction of the large numbers of new Union-level MPs returned in the 2015 general elections. UNDP adapted an online parliamentary induction course, rolled it out in all 14 State and Region Parliaments, and adapted the contents to target civil society to enhance their ability to work with MPs. * Region and State staff supporting the Parliaments are no longer to be from the General Administration Department (reporting to the Ministry of Home Affairs) but instead to be Parliament staff. This was a result of a Leadership Programme which gathered Region and State Speakers and senior staff together to discuss and resolve common capacity issues. * UNDP contributed to a ‘fundamental shift in attitudes with regards to the willingness on the part of justice sector counterparts to acknowledge, discuss, and engage in justice reform activities’, and strengthened capacity to strategically ‘identify and prioritise development needs’[[10]](#footnote-10) UNDP supported the development of Strategic Plans for the Union Attorney General’s Office and the Office of the Supreme Court of the Union, which guided the development of substantive and procedural training for 431 law officers, 307 judges and 127 non-judicial staff. * Public consultations held on draft laws protecting vulnerable people (the legal aid, the anti- violence against women, and the child laws): a new practice in Myanmar, and a step forward in protecting rights. * Enhancing democratic space at the State and Regional level. Establishing four Rule of Law Centres in Yangon, Shan, Mandalay and Kachin that ‘created a novel and valuable venue for civil society/government engagement’.[[11]](#footnote-11) The Centres have trained 1000 people (lawyers, civil society and law teachers) in basic rule of law and human rights principles in the Myanmar context; led to the creation of 8 graduate networks and associations of legal aid providers/law students/activists around the country. * Establishment of codes of ethics for law officers (prosecutors) and judges. * Daw Aung San Suu Kyi and the Union Civil Service Board launched a four year Civil Service Strategic Reform Action Plan. It was drafted through a consultative process- with civil servants at Union and from all States/Regions, MPs, CSOs and by soliciting public feedback through Facebook. Civil service reforms are now more explicitly linked to enhancing public trust through improved service delivery and integrity measures, and engage with more complex and sensitive issues such as the impact of decentralization on civil service management.[[12]](#footnote-12) * Indelible ink procured for the general elections in November 2015, and the by-elections in April 2017. * Increased availability of data about democratic governance and rule of law, including flagship publications: Democratic Governance Assessment (2013), Nationwide Business Survey (2016), Study on the socio-economic impact of HIV (2016), Perception Survey on Ethics, Equal Opportunities and Meritocracy in the Civil Service (2016), Survey of Union MPs (2016), Assessment of Myanmar’s Readiness to Monitor the SDGs (2016), Baseline Report on SDG achievement, and Access to Justice and Informal Justice Systems in Rakhine, Kachin and Shan (2017). | | | |
| Summary of evaluation findings – Key achievements:  It was recognized that the programme implementation was required to start from basics in terms of what is meant by democracy in an emerging political culture. It also required flexibility and creating opportunities to revisit the programme strategy and outputs. The willingness of development partners to provide largely untagged support to UNDP has facilitated this and has increased UNDP’s capacity to respond to new demands, but it remains important that increased flexibility does not divert resources from “core” level work.  The changed programme modality, also has required UNDP Myanmar to make significant changes in its staffing and internal management processes; to strengthen its M&E capacity to ensure a focus on measuring behaviour change and change in governance structures and systems; and to develop a culture in the office that promotes coordination and effective ways of working with Government counterparts at national/regional/township levels. The substantial shift in the way UNDP does business in Myanmar has required it to be opportunistic. However, ensuring responsiveness brought new challenges and it is important to make sure that systems are in place to change direction when and if required.  While the need for flexibility in approach continues to be required, a number of observations were made by stakeholders:   * The need to balance flexibility with the need to consider a narrowing of the output coverage to maximize the opportunities for supporting achievement of the outcomes defined in the programme; * The importance of activities having well defined objectives agreed with stakeholders and a strategy for follow-up; * The need for a clearer understanding of the contribution being made to poverty alleviation; * A human rights based approach and one which addresses gender inequality must remain central to the work of UNDP and while the reform progress remains fragile and conflict in certain parts of the country, a conflict sensitive approach remains essential to the work of UNDP; * The need for a stronger reflection of how the outcome areas are interrelated and together are influencing/contributing to broader governance outcomes/service delivery and poverty reduction; * The importance to be clear about UNDP’s comparative advantage.   There is generally a high degree of satisfaction with the support provided by UNDP among the national stakeholders under the country programme.  There was strong support from the stakeholders who have most benefited from the range of initiatives delivered under the outcome areas on Democratic Governance. The Democratic Governance and Rule of Law Outcome Evaluation noted UNDP has made a ‘substantial difference in several areas’, pointing to the development of Strategic Plans and cross-government reform frameworks; the establishment and strengthening of research capacity, especially in the Parliament and the Central Statistical Capacity; UNDP’s publications; and enhancing democratic space at the State and Regional level. The Parliament Output evaluation confirmed the value of the Strategic Plan and the Learning Centre. The Rule of Law Output Evaluation found UNDP contributed to ‘willingness on the part of justice sector counterparts to acknowledge, discuss, and engage in justice reform activities’, and strengthened institutional capacity in the justice sector to think strategically and identify priorities, taking note of the Strategic Plans. UNDP established effective mechanisms that facilitate networks and awareness of rights.  Under the second outcome area, the UNDP team has been working alongside national counterparts and other partners to progress work on a national environment policy framework; support in the area of environmental protection (Inle Lake), including positive acknowledgement for the partnership between UNDP and UNESCO and the development of an effective governance structure for management of the lake; UNDP leadership in disaster risk management coordination and the support with the implementation of the national disaster management law; work on a national disaster loss and damage database; and support to Myanmar in its role with Indonesia to design a draft ASEAN disaster recovery plan.  In implementing some aspects of the programme, it is clear that UNDP has benefitted from its long association in working with communities and civil society at the sub-regional and village level. There was specific acknowledgement of the local governance mapping, the pilot work on participatory township planning, simple community based poverty scorecard and support for CSO and media networks.  Major Lessons Learnt:   * The importance of being very realistic in setting outcome targets when designing a programme in a situation where there is the need to build understanding and trust with national stakeholders, while also embarking on significant organisational change in the UNDP office that involves staff re-profiling and changes in programme management processes and systems. * The necessity to ensure that there is adequate flexibility in the programme design when seeking to implement a governance based programme, given that behaviour change of individuals as well as how institutions and Government agencies work together are often not easy to predict. * The importance of ensuring UNDP has and retains the capacity to build and maintain trust and the technical background to support a range of Government led sector groups as the country seeks to set new directions and implement extensive reforms. * The need to establish and maintain effective partnerships with as many development partners as feasible so they remain confident about the programme design. It is critical to ensure that the Government and other national stakeholders fully understand the role played by UNDP and are willing to advocate for the programme on behalf of UNDP. * The need at the time of programme design to work closely with stakeholders and potential partners rather than develop the programme outcomes and then seek their support. Gaining agreement after a design process reduces ownership and effective commitment. * The importance of outputs being realistic and accompanied by indicators that can be measured and easily monitored. Implementation plans should be flexible but remain focused on the achievement of the agreed outputs. Activities should also lead to progress towards the relevant output and be designed with the involvement of national stakeholders. | | | |

III. Country Programme Resources

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| --- | --- | --- | --- | --- |
| **Focus Area** | **Programme Expenditure ($)** | | | **% of Total** |
|  | Regular (TRAC) | Other | Total |  |
| MMR\_OUTCOME22 | 21,012,353 | 33,011,657 | 54,024,010 | 50.16 |
| MMR\_OUTCOME23 | 5,445,179 | 12,485,859 | 17,931,038 | 16.65 |
| MMR\_OUTCOME24 | 13,150,864 | 22,597,846 | 35,748,710 | 33.19 |
| Total | 39,608,396 | 68,095,362 | 107,703,758 |  |

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| **Data sources: (please indicate the main sources from which data were obtained for this report.)** |
| * Myanmar Country Programme – Country Programme Action Plan 2013-2017, Midterm Evaluation, September 2015 * Independent Outcome Evaluation of UNDP Myanmar’s Outcome 1 (Local Governance Programme - 2013-2016), September 2016 * Independent Outcome Evaluation of UNDP Myanmar’s Outcome 2 (Disaster Risk Reduction, Climate Change and Environmental Conservation – 2013-2016), June 2017 * Independent Parliament Output Evaluation, 2016 * Independent Rule of Law Output Evaluation, 2016 * Independent Outcome Evaluation of UNDP Myanmar’s Outcome 3 (Democratic Governance and Rule of Law - 2013-2016), December 2016 * Myanmar ROAR 2013, 2014, 2015 and 2016 * UNDP Myanmar Annual Reports 2013, 2014, 2015 and 2016 |

1. This assessment of results is to be prepared only in the absence of a completed Assessment of Development Results (ADR) for the cycle. [↑](#footnote-ref-1)
2. UNDP Pillar 3 Outcome Evaluation, 2016 [↑](#footnote-ref-2)
3. Rule of Law Output Evaluation ,2016. [↑](#footnote-ref-3)
4. Parliament Output Evaluation ,2016. [↑](#footnote-ref-4)
5. Rule of Law Output Evaluation, 2016. [↑](#footnote-ref-5)
6. Outcome Evaluation, 2016. [↑](#footnote-ref-6)
7. MP survey, 2016. [↑](#footnote-ref-7)
8. Parliament Output Evaluation, 2016, Para 76. [↑](#footnote-ref-8)
9. Philipp’s Monitoring Reports [↑](#footnote-ref-9)
10. Rule of Law Output Evaluation, 2016, Para 59. [↑](#footnote-ref-10)
11. Outcome Evaluation [↑](#footnote-ref-11)
12. The UCSB held workshop-type consultations with 1000+ civil servants in 2016, at Union and in 4 States/Regions; 16 high level meetings; and solicited public feedback through facebook/by email. The Plan includes monitoring indicators, and the UCSB has designed but not launched governance and monitoring arrangements. [↑](#footnote-ref-12)