WFP Myanmar

Supporting Transition by Reducing Food Insecurity and Undernutrition among the Most Vulnerable

Operational Guidelines of PRRO Myanmar 200299

(Post-disaster recovery through the restoration and rehabilitation of productive assets, “Asset Creation Programme”)

The overall goal of the PRRO is to contribute to more equitable development across the country and support national reconciliation efforts, by reducing poverty, food insecurity and undernutrition and increasing resilience amongst the most vulnerable communities. The specific objectives of the Asset Creation Programme is to assist post-disaster recovery through the restoration and rehabilitation of productive assets to improve household food security and create socio-economic opportunities for the most vulnerable groups, which contributes to national reconciliation efforts. (WFP Strategic Objective 3)

Activities will build households and community assets based on the proposals presented by the communities and designed by the Cooperating Partners (CP) through Food-for-Work (FFW), Cash-for-Work (CFW). Non-Food-Item (NFI) input will be used in order to maximize the impact of the assistance provided through FFW, CFW, Food-for-Education (FFE) and Mother-and-Child Health and Nutrition (MCHN). WFP assistance will be complemented with CP’ inputs such as technical expertise and non-food items.

**Asset Creation Programme**

* **Food/ Cash-for-Work (F/CFW)** activities which directly benefit targeted households and community to mitigate the impact of future disasters, increase access to markets and diversify income sources.

Food-for-work activities will target to the vulnerable and food insecure areas and where assets creation activities can be implemented.

Cash-for-work projects are implemented in the areas where markets are functioning and food is available. Activities will be subject to adequate needs, market and capacity assessments to confirm the feasibility of cash interventions.

## Food/ Cash for Work (F/CFW)

### Purpose and principles

1. The purpose of F/CFW is to provide food-insecure households with opportunities for paid work (from which to earn food/a livelihood) that, at the same time, produce outputs that are of benefit to themselves and the community.
2. Preference is given to able-bodied individuals from the neediest households among the priority target communities. As a standard one member per household of 5 members should be selected for participating in F/CFW activities but the household able-members are allowed to participate in the activities on a rotation basis.
3. It is recommended to use Individual Task-Work or Group Task-Work *as productivity-based working methods* (or performance basis) in the activities.
4. WFP will support the community participatory activities, not to individual persons or single family units. Therefore, participation of F/CFW activities should engage more than 50% of total households of the community. Activities should be selected by and planned with the target communities themselves through PRA method, as much as possible.
5. Activities should not generate harm, therefore should strictly:
6. not be a disincentive to local agricultural production;
7. not undermine long-term development;
8. not initiate any or significant environmental damage.
9. not involve or generate unjustified discriminations (Do No Harm);
10. stand on voluntary participation, which shall be monitored closely.
11. Technical supervision of CP as well as appropriate tools and materials from communities or CP must be available to ensure that outputs are of satisfactory quality and durable.
12. The food ration has been changed from 3 kg of rice to full basket 2.25 kg of rice, 0.3 kg of pulses, 0.1 kg of oil and 25 gram of salt per person/day/work norm to diversify nutritional value. Cash amount based on rice market price and local labour rate, as agreed between CP and WFP. Payment (quantity of food or cash required) is based on work norms that are appropriate to Myanmar circumstances.
13. Women participation should be encouraged and it should be ensured that the assets created through F/CFW is based on the needs of women, and women will participate in the asset’s management and use, and that they will derive at least 50% of the benefits from the asset.
14. F/CFW activities will be designed in a manner that facilitate the participation of women and ensures that they will not be overburdened.
15. A F/CFW household or beneficiary are not eligible for WFP relief assistance at the same time (month) of relief assistance is provided.
16. F/CFW participants will receive a household food/cash distribution card, issued in name of participants, in case of the project duration is over 30 days.
17. Children under age of 18 and elderly aged above 60 should not be selected as participants.
18. Cash or in-kind contribution from CP is a pre-request for cooperation. In-kind contribution from the beneficiary communities should be encouraged to the extent possible.
19. F/CFW activities should be run by the communities under the guidance of the WFP/CP and should consider the assets created through F/CFW as their own assets. Hence, the maintenance of assets should be their responsibility.

### Criteria/ Targeting

**Selection of villages** should be done among the villages where CPs have implemented their community recovery or development programs or WFP’s programs (FFE, MCHN), or WFP has direct implementation of FFE.

1. Criteria for village selection should be defined according to the local situation to target the most vulnerable and food insecure villages. The following indicators should be taken into consideration: food production, livelihood, income, marketing and working opportunity etc.
2. Selection of villagesshould be done by CP according to the criteria in close consultation with the Village Tract. Participation of the village leaders should be encouraged in case the local situation is permitted.
3. Once the village is selected, project activity should be identified with the participation of the whole community, i.e. all households. This process starts with the formulation of a Village Food Management Committee (FMC) with the help of CP. The number of members of the committee could be varied according to the population of the village. The committee members should be elected by all the villagers with a minimum number of female members agreed in advance.
4. FMC should organize the activity selection process with the participation of all the households. CP should help this process with application of all PRA tools whenever possible.

**Selection of households** should be met the following criteria.

1. The vulnerable households with severe food shortage and no other source of income.
2. Landless households.
3. The households will be the users of the asset or economic opportunity created or developed.
4. The household members who are unemployed for the period and timing of FFW activities.

Beneficiary criteria will be formulated based on a rapid on-ground assessment to identify the most vulnerable and assist in creating a profile of beneficiary in the targeted areas. The households with certain attributes would be most likely vulnerable: large households; those with only one income earner; farming households that rely on credit/borrowing to source rice consumption rather than own production or purchase; and households’ primary income source from casual labour, etc.

**Project selection** should be done based on the following criteria.

1. Involving a largely untrained workforce or semi-skilled labors trained through participation of F/CFW activities.
2. Requiring few technical skills and not much local and/or manufactory materials.
3. Ensuring community inputs and has capacity to maintain assets created/renovated.
4. Linking with NFI for relatively large scale construction projects which needs advanced technical skills and much material.
5. Self-targeting which means that beneficiary communities, rather than external pre-selection criteria, decide whether or not to take advantage of the assistance offered.
6. Taking into consideration Myanmar context, community targeting is the best practice of F/CFW. ***Community targeting*** means that community leaders or members guided by WFP or CPs, make decisions regarding selections. The selection of activities is made on their most needs and priorities. The selection of beneficiaries is made on the basis of communities’ prior knowledge and understanding of the community members’ situation. This knowledge can be shaped into the above-mentioned selection criteria, and indicators of vulnerability shown in the food security assessment.

**Selection of transfer modality (food or cash)**

The use of cash instead of food requires a set of pre-conditions based on the following determinants: accessibility to market, availability of food in well-functioning markets, cost efficiency, availability of cash delivery mechanisms, safe environment and preference of beneficiaries. Cash for work activities will hence be implemented based on the findings of the following assessments: 1) needs assessment, 2) market assessment; and 3) capacity assessment.

Combined cash and food transfers (whereby a percentage of the entitlement is provided in food and the rest in cash) can be implemented where appropriate based on the above-mentioned assessments.

WFP provides its CP with a short guidance to assess the most appropriate transfer modality and prepare cash project proposals.

### Parameters for Asset Creation

1. WFP should continue to emphasize and concentrate on improving local capacity and food production for sustainable household food security and improvement of livelihood.
2. Privilege shall be granted to integrated projects (i.e. contribute to the outcome of FFE, MCHN, development of productive community assets, with a component of development of marketable skills) and seek to produce a significant impact for the community.
3. WFP should concentrate efforts on improved yield of staple food crops (rice and maize) through promotion of advanced seeds, practical/simple technology of farming, utilization of organic fertilizer and increase of irrigation.
4. WFP will support each assisted village to develop sufficient quantity of arable land to produce enough food for the requirements of a large percentage of its occupants.
5. WFP should research the registration system used for land holding in different areas and the Special Regions. CPs are responsible to request local authorities to issue land registration documents to the villagers who created farmland through F/CFW.
6. WFP should monitor forestry activities to avoid any engagement or indirect support to any activity that will have negative environmental impacts.
7. F/CFW should continue to be used to support construction or rehabilitation of village infrastructure, where CP has existing technical capacity. This includes: construction of bridges, school buildings, irrigation canals, potable water supply systems and community sanitation facility.
8. SOs and CPs shall be encouraged to propose F/CFW activities involving initiatives supporting mutual understanding in the target population (i.e. peace mobilization, conflict mitigation between communities).

### Procedure, Implementation and reporting

WFP will extend its cooperation with CP in the implementation of F/CFW activities under the framework of Field Level Agreement (FLA), thereby enabling CPs to work within their designated target communities and food/budget allocation. The respective WFP Sub-Offices (SO) will monitor and supervise the project implementation.

**4.1 Project Preparation**

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| **Phase** | **Activity** | **Responsibility** | **Forms** |
| 1 | Community meeting to discuss and prioritize projects | CPs | Meeting records |
| Community leaders |
| Preparation of Project Proposal | CPs | Project Proposal & Village Profile |
| 2 | Review of Project Proposal | WFP SO | Project Proposal |
| Joint field assessment | WFP SO and CPs | Assessment Report (Checklist) |
| 3 | PRC final review | WFP SO or CO | PRC minutes |
| Preparation of Project Contract | CPs and community | Project Contract |

Phase 1: CP will facilitate the community in identifying their priority needs and potential to improve food security and livelihood situation through feasible F/CFW activities. CP will prepare a “Project Proposal” for each target village which indicates the resource requirements, community capacity and commitment to conduct the activities, and submit it together with the “Meeting record(s)” to the WFP SO for consideration. The Proposal will consist of: 1) Project proposal; 2) Village profile; 3) Detail design drawing; 4) Detail technical calculation; 5) Bill of Quantity and Abstract of Cost; 6) Work norms; and 7) Work plan and time frame: 8) Location map; 9) Long term maintenance plan; 10) Agreement letter by land owner.

Phase 2: WFP SO will jointly conduct field assessment with CP if “Proposal” is considered feasible and prepare a Checklist as form of assessment report.

Phase 3: Upon completion of the field assessment the Project Review Committee of WFP SO (SOPRC) will conduct a final review of the proposal to approve or forward to COPRC for approval on due time. Once the proposal is approved by WFP, CP and community representative will sign a Project Contract within the context of the overall FLA and the Proposal.

WFP SO in consultation with WFP Country Office will secure the food allocation to the project and CP will assist the community on implementation.

**4.2 Project Implementation**

1. **Project activities**

* Project activities will be conducted by the community with the necessary technical assistance and supervision of CP.
* A Village Project Management Committee (PMC) will be established to manage project implementation with at least 30% of women in leadership positions.
* CP and PMC should encourage and promote women’s equal participation in all project activities.
* CP will socialize the beneficiary community on work norms, project input/output and food/ cash entitlements, to ensure complete transparency at the beneficiary level.
* CP will encourage beneficiary community to make their contributions on project implementation and create sense of ownership.
* CP will train all PMC members on registration, record keeping and implementation procedures.
* PMC members will be selected to maintain the project records, i.e. Beneficiary Cards and F/CFW Attendance and Food/Cash Distribution Records (FORM A) which will be checked by WFP and CP field staff.
* CP staff will assist PMC to develop the monthly work plans, undertake at least weekly visit to check performance and progress, and provide guidance and supervision.

1. **Food management and distribution**

* A Distribution Card will be given to each participated household to record household information, work performed and food received.
* A Monthly Food Request Letter (Form H) will be prepared by CP and submitted to WFP SO for verification and subsequent food release.
* CP will uplift food commodities from the designated warehouse(s) and will be responsible to transport food to the final distribution point(s), to safely store food and maintain the necessary documentation of transport, storage and distribution.
* A Food Management Committee can be entrusted to assist in project identification, beneficiary selection, project implementation, food distribution, record keeping, monitoring and maintenance of the projects.
* CP and/or PMC will be responsible for the food distribution to all FFW participants based on their work outputs.
* CP will inform the beneficiaries about the food and non-food donors if applicable.
* CP will actively promote women’s participation in the project. 30% of women participation is the minimum request.
* Visibility of ration entitlement in local version must be displayed at the distribution size.

1. **Cash management and distribution**

Cash remuneration to the beneficiaries is paid through different systems. In order to enhance security in field operations, financial institutions (banks or microfinance institutions) are used wherever available: accounts can be opened in the name of the project management committee whose members are in charge of withdrawing the cash, or bank/ MFI staff are responsible for delivering the cash up to the village distribution point. In the absence of such services, the CPs shall pay the cash directly to the beneficiaries in the presence of the project management committee, and keep payment records individually.

At the beginning of the project, CP will draw up a (summary) distribution plan and determine the amount for disbursements. This will be attached to the FLA. Regardless of the frequency of cash distributions by the CP to the beneficiaries, WFP will transfer funds to the CP on a monthly basis, with the first installment covering the cash to beneficiaries for two months – this is take into consideration the time needed for CP to report and WFP to clear one payment and process the following one. Monthly cash request letters (form H) shall be prepared during the implementation of the project and shared with WFP Sub-Office and Country Office together with the following documents:

* attendance and distribution record with details of individuals and the amount received by each of them (form A)
* consolidated distribution report (Form B)
* monthly cash/ bank reconciliation report: showing the amount received from WFP and payments made to the beneficiaries with explanation for any discrepancy between the two
* cash distribution plan for subsequent month with details of individuals and the amount to be received by each of them

WFP Country Office will transfer required cash provision in local currency (kyats) to CP either through cheque or bank transfer directly to CP’s accounts in Yangon or to their state/ township bank accounts. In case a third party is contracted for the delivery of cash (e.g. bank or microfinance institution), WFP will transfer the requested amount directly to the institution. The running costs and overheads of CP will be paid on a monthly basis in USD on presentation of an invoice by the CP.

A Distribution Card will be provided to each participant according to WFP approved format. The distribution card will include the participants identification particulars.

On the scheduled distribution dates, CPs and PMC members will check the Myanmar National Registration (NRC) card (or any other document proving the beneficiary’s identity) and compare with the distribution card details and will disburse the funds to each registered participant who has a distribution card, according to work attendance sheets. The maximum amount of cash to be carried to distribution sites and disbursed in any one day should not exceed US$ 5,000 equivalent in kyats based on the capacity of local banks as well as on the capacity of the CP’ staff to handle cash. In case a third party is made responsible for cash delivery, they will be responsible also for the above mentioned tasks.

Disbursement will be done at the site agreed beforehand with the community. Distribution site and time may be changed based on local security situation. At least, two CP staff members should be present during the distributions. CPs will be required to keep proper accounting records of all transactions and maintain appropriate supporting documents.

CP is responsible for the security of its staff and project participants at cash distribution site and will take the necessary security measures (including guards provided by local authorities, if applicable) to ensure safe delivery of cash.

**4.3 Monitoring and reporting**

CPs will commit sufficient resources to ensure regular reporting and maintain all appropriate records related to food and cash received and disbursed. CPs are responsible for providing supporting documentation and explanations to internal and external WFP auditors when requested.

1. FMC will keep and compile the F/CFW Attendance and Distribution Records (Form A) with assistance of CP.
2. CP field staff will regularly visit the project site to monitor work progress, measure the outputs and check the proper recording.
3. CP will provide WFP SO the below-mentioned reporting forms by the 15th of each month for the preceding month.

In case of food-based project, these will include:

* Monthly Distribution Reports (Form D) with attachments of
* Consolidated Distribution Report (Form B),
* Stock Balance Summary (Form C) and
* Way Bills (Form E)

In case of cash-based project, these will include:

* Monthly Cash/ Bank Reconciliation Report with attachments of
* Consolidated Distribution Report (Form B);
* Attendance and Distribution Records (Form A);

Copies of these documents should be kept by the CP for 5 years for audit purposes and made available for regular monitoring and oversight by WFP

1. Upon completion of a project, CP will prepare Project Completion Reports (Form I.1) for each project/ scheme, and submit them to WFP within 20 working days. A final narrative report with consolidated information covering the whole of the agreement will have to be submitted to WFP within 90 days.
2. CP is responsible to investigate any discrepancy between food/cash release and distribution, miss-targeting or misuse of food, cash or non-food items.
3. WFP will conduct distribution and post-distribution monitoring visits independently or jointly with CP staff and/or government officials to assess physical achievements as well as food/cash received and distributed.
4. Any case of diversion of food or funds provided to the project will be reported to WFP and CP’s country office and the loss of food/cash will be recovered by the responsible party/person on the basis of joint investigation.

**Beneficiary Feedback Mechanisms**

A Beneficiary Feedback Mechanism is a tool that provides a direct communication between WFP and beneficiaries. The Mechanism aims to identify a range of issues including protection, fraud and diversion to help improve programming. Through this mechanism, beneficiaries can raise complaints related to targeting, quality of food, correct food basket/ cash entitlement, cases of misconduct, fraud, corruption, political interference and preferential treatment.

The Mechanism can have a written or verbal form. Examples of written mechanism include complaints box (with or without a standard form) and evaluation forms, while the most common form of verbal mechanism is a telephone hotline (where the number of a WFP staff is provided to all community members).

During the project design phase, CPs are encouraged to discuss with the community and PMC what would be the most appropriate form of Feedback Mechanism and advice WFP accordingly. At the beginning of the project CP shall inform all community members (and not only WFP beneficiaries) about the mechanism and the way it works. During the course of implementation WFP SO staff will be responsible to collect, process and investigate any relevant feedback/ complaints.

**4.4 Evaluation**

WFP will conduct evaluation on the achievements and impacts in the sampled/selected beneficiary communities. In case of cash-based projects, the final evaluation will also look at the effects on food markets, beneficiaries’ use of the money received, effectiveness and efficiency of delivery mechanism.

**Non-Food-Item (NFI)**

### Principles

1. Non-Food-Item is to complement FFW, CFW, FFE and MCHN to support the successfully creating quality asset and quality training. The linkage of FFW, CFW, FFE and MCHN with NFI inputs should always be considered first whenever possible as provision of NFI is aimed to achieve optimal benefits to vulnerable communities and support the longer term impact of food assistant activities.
2. NFI should be used to the most appropriate technologies within CP capacities and in cost/effective manner.
3. CPs should discuss with WFP in each sub-office and budget of NFI requirement in the FLAs in advance emphasizing the linkage with FFW/CFW/FFE/MCHN and the sequence with NFI inputs.
4. All NFI calculation should apply UN monthly exchange rate.

### Criteria for eligibility

The NFI shall be used for sustainable benefits to “beneficiary themselves” in acquiring new skills/crops/alternative livelihoods or assisting for WFP program implementation. Hence, inputs and expertise related to costs for “non-beneficiaries” such as technical experts, travel expenses and other management costs should be covered by CP.

The NFI requirement should adhere to one of the following:

1. **Livelihood assistance** - creation of foundation for pilot initiatives of alternative livelihoods and improvement of food security.
2. *Agricultural development* such as introduction of new crops and new agricultural practices.
3. *Infrastructure development* such as irrigation canal, weir, fish ponds, dams, tool provision and seed bank warehouse.
4. **Infrastructure improvement** at village level which would ‘add value’ directly to community services or facilitate WFP program implementation.
5. **Access creation** such as bridge, jetties, culverts.
6. **School/Amenity improvement and construction**, e.g. school renovation, school furniture, community center and health facilities.
7. **Water and Sanitation**, e.g. community water supply, water tank and fly proof latrine.
8. **Capacity building of health/hygiene education, awareness,** e.g. Health awareness, water and sanitation promotion, behavior change communication in FFE and MCHN.