Joint Project Document

Empowered lives.
Resilient nations.

Country: Myanmar

Project Title: *Women's Empowerment and Resilient Inclusive Communities in Rakhine*

Joint Project Outcomes: The area-based joint project "*Women's Empowerment and Resilient Inclusive Communities in Rakhine*" (2019-2022) will be implemented by UNDP and UN Women in Rakhine State.

It complements and builds on the joint project "Inclusive Development and Empowerment of Women in Rakhine State" supported by Japan (Apr 2018-Mar 2019) to ensure that (i) community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women; and that (ii) women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.

To reinforce the development gains of the on-going joint project, it focuses on promoting gender equality and women's empowerment for inclusive development and resilience building in Rakhine, strengthening cohesion, and improving access to justice, and strengthening more inclusive sub-national governance institutions.

The project will also contribute to strengthen the gender-sensitivity of coordination between development and humanitarian initiatives in Rakhine.

This revision of the project document integrates a supplementary financial commitment of three million Euros from the Government of Germany as well as activities to create conditions conducive to the sustainable return of displaced persons from and within Rakhine State.

Project Duration: 1 January 2019 to 31 March 2022

Fund Management: Pass-through.

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	UNWOMEN	CAD 4,200,000	EUR 1,818,100
Sources of funded budget:	Canada	**CAD 14,000,000**	
	Germany		**EUR 5,000,000**

Names and signatures, national counterparts and participating UN entitites

Agreed by Government	Signature:	Date
Agreed by UNDP	Signature: Gordon Johnson, Resident Representative a.i., UNDP Myanmar	Date
Agreed by UNWOMEN	Signature: Nicolas Burniat, Country Representative, UN Women	Date
Agreed by UNRCO	Signature: Ola Almgren, Resident Coordinator, United Nations, Myanmar	Date

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Acronyms

ABD	Area-Based Development
CBO	Community Based Organization
CDA	Conflict Development Analysis
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CO	Country Office
CPD	Country Programme Document
CPG	Cooperation Partners' Group
CSO	Civil Society Organization
DPC	Direct Project Cost
DSW	Department of Social Welfare
FAO	Food and Agriculture Organization
FIAP	Feminist International Assistance Policy
GAD	General Administration Department
GEWE	Gender Equality and Women's Empowerment
GoM	Government of Myanmar
HACT	Harmonized Approach to Cash Transfers
HLP	Housing, Land, and Property
IDP	Internally Displaced People
ILO	International Labor Organization
IP	Implementing Partner
JP	Joint Project
LIFT	Livelihoods and Food Security Trust Fund
MIMU	Myanmar Management Information Unit
MNCW	Myanmar National Committee on Women
MoHA	Ministry of Home Affairs
MSDP	Myanmar Sustainable Development Plan
NCDDP	National Community-Driven Development Programme
NSPAW	National Strategic Plan for the Advancement of Women
OECD	Organization for Economic Cooperation and Development
PFM	Public Financial Management
PMU	Project Management Unit
PUNO	Participating United Nations Organization
RABP	Rakhine Area-Based Programme
RAC	Rakhine Advisory Commission
RoLC	Rule of Law Center
RoLJ	Rule of Law and Justice

RSG	Rakhine State Government
SARL	Strengthening Accountability and Rule of Law
SC	Steering Committee
SDG	Sustainable Development Goals
SEDP	Socio-Economic Development Plan
SERIP	Support to Effective & Responsive Institutions Project
SGBV	Sexual and Gender Based Violence
SPCC	Sustaining Peace and Community Cohesion
TA	Township Administration
TDLG	Township Democratic Local Governance Project
TPIC	Township Planning Implementation Committee
UEHRD	Union Enterprise for Humanitarian Assistance, Resettlement and Development in Rakhine
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
W/VTA	Ward/Village Tract Administrators
WB	World Bank
WFP	World Food Programme

Key concepts used

Area-base development can be defined as targeting specific geographical areas in a country, characterized by a complex development problem, through an integrated, inclusive, participatory and flexible approach. The area and problem are linked in a sense that the problem to be addressed by the project or programme defines its geographical area of intervention, typically smaller than the country itself [1]. The integrated response brings in complementary activities implemented by one or more actors, and can further be supported by upstream work at the national level that enable the achievement of local objectives and ensure their sustainability.

"Durable solutions" is an approach used to address the root causes of displacement through interventions that lead to sustainable solutions to displacement. It is defined as "*A durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through: (i) Sustainable reintegration at the place of origin (hereinafter referred to as "return"); (ii) Sustainable local integration in areas where internally displaced persons take refuge (local integration); and (iii) Sustainable integration in another part of the country (settlement elsewhere in the country). The search for any of these durable solution for IDPs should be understood as: (i) A gradual, often long-term process of reducing displacement-specific needs and ensuring the enjoyment of human rights without discrimination; (ii) A complex process that addresses human rights, humanitarian, development, reconstruction and peace-building challenges; and (iii) A process requiring the coordinated and timely engagement of different actors*" [2]

Financial inclusion means that individuals and businesses have access to useful and affordable financial products and services that meet their needs – transactions, payments, savings, credit and insurance – delivered in a responsible and sustainable way (https://www.worldbank.org/en/topic/financialinclusion/overview).

Gender equality (Equality between women and men): This refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development (UN Women Training Centre).

Resilience: The ability of countries, communities, and households to anticipate, adapt to, and/or recover from the effects of potentially hazardous occurrences (natural disasters, economic instability, conflict) in a manner that reduces vulnerability, protects livelihoods, accelerates and sustains recovery, and supports economic and social development [3].

Social cohesion for conflict resilience: A social cohesion and collaborative infrastructure approach to conflict resilience is about adapting recovery and development activities so that they deliberately expand and deepen networks of trust, cohesion and collaboration that 'bridge' across group lines, communities or other cleavages. In every location, these divides will be different and reflect the multi-faceted dynamics of tension and conflict in Rakhine. However, promoting social cohesion and collaborative infrastructure 'bridges' will focus on promoting: 1)

social relationships;[1] 2) connectedness;[2] 3) orientation towards the common good;[3] and 4) equality.[4] Where social cohesion and collaborative infrastructures are weak, conflicts are usually more frequent, more profound, more violent and more destructive. However, just because there is cohesion and collaboration does not mean there is no risk of conflict. Conflict will still occur in cohesive societies, but it is more likely to be more effectively managed. A society that is more inclusive, equal and united will more readily employ conflict management mechanisms that protect these values and are therefore more resistant to division.

Women's economic empowerment: Gender equality in the economy refers to the full and equal enjoyment by women and men of their economic rights and entitlements facilitated by enabling policy and institutional environments and economic empowerment. Economic empowerment is a cornerstone of gender equality that refers both to the ability to succeed and advance economically and to the power to make and act on economic decisions. Empowering women economically is a right that is essential for both realizing gender equality and achieving broader development goals such as economic growth, poverty reduction, and improvements in health, education and social well-being. (UN Women Training Centre)

Women's political participation: Women's political participation refers to women's ability to participate equally with men, at all levels, and in all aspects of political life and decision-making. Women's participation and access to formal political power structures vary across countries. There is a steady upward trend in women's political participation and representation in developed countries particularly in Nordic countries. Out of twelve countries where women representation in parliament is more than 33%, nine of them are ranked in the high human development category. However, the improvements in medium and low human development countries are not significant. The structural and functional constraints faced by women are shaped by social and political relations in a society. The common pattern of women's political exclusion stem from (a) social and political discourses (b) political structures and institutions (c) the socio-cultural and functional constraints that put limits on women's individual and collective agency (UN Women Training Centre).

[1] Social relationships refers to the quality and quantity of our social networks, the level of social and political participation, levels of trust in others, and in government institutions, and levels of acceptance of diversity.

[2] Connectedness means a feeling of belonging to a place or to a group, as well as shared identity across places and groups.

[3] Orientation towards the common good is the ability to be socially responsible and to act in the best interests of the society, feel solidarity, cooperate with and support fellow members of society, and respect the rules of communal life.

[4] Equality refers to how well resources and opportunities are distributed as well as how included minority groups and individuals feel in the overall society.

Executive summary

The area-based joint project "Women's Empowerment and Resilient Inclusive Communities in Rakhine" (2019-2022) will be implemented by UNDP and UN Women in Rakhine State.

It will support the Government of Myanmar, the Rakhine State Government (RSG) and the people living in Rakhine State to address some of the key causes of the state's underdevelopment, of the marginalization and exclusion felt by its people from the country's and state's developments, and of the intercommunal tensions and conflicts experienced during the last years. It will address the acute exclusion of women, recognizing that women's empowerment is not only a development and human rights imperative, but also a pathway to realize peace and stability and to build resilient communities. It will further contribute to create conditions conducive to the voluntary, safe, and sustainable return of displaced persons from and within Rakhine State.

It complements and builds upon the joint project (JP) "Inclusive Development and Empowerment of Women in Rakhine State" supported by Japan (April 2018-March 2019)[5] to ensure in the longer term that the two following key outcomes are realized: (i) community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women; and (ii) women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.

This JP lays foundations for peace and inclusive sustainable development in the longer term by ensuring that service-delivery better meets the needs and priorities of all communities, by improving institutions' and communities' competencies for justice and human rights, and by facilitating opportunities that contribute to reducing tensions and promoting social cohesion in the long run.

To reinforce the development gains of the Rakhine Area Based Project (RABP) Phase One, it will promote gender equality and women's empowerment for inclusive development and resilience by helping shape more inclusive sub-national governance institutions, improving access to justice, and strengthening cohesion within and between communities. In recognizing the differential and disproportionate impact of poverty, exclusion and conflict on women, it specifically aims to improve opportunities for women, and to strengthen their agency and leadership to benefit from and meaningfully contribute to governance, poverty reduction and peacebuilding in Rakhine State.

The joint project will promote gender equality and women's empowerment so women enjoy their rights and can become change agents in their communities. It will respond to community priorities and the needs and the rights of women and girls with respect to inclusive, responsive service delivery, improved access to justice, and local development opportunities that promote community cohesion. It will build trust and promote community cohesion and resilience among all communities in Rakhine by addressing the underlying causes of conflict, and strengthening the capacity of local institutions and community stakeholders to apply conflict- and gender-sensitive approaches in the delivery of their mandates.

[5] The joint project funded by Japan is referred to as "Phase One" of the Rakhine Area Based Programme (RABP), while the proposed joint project submitted to Canada's funding is referred to as "Phase Two" of the RABP.

Under its first outcome, the JP will build the capacities of local governance institutions to facilitate and institutionalize democratic processes for local development planning, support stakeholders and communities to improve their competencies for justice and human rights focusing on women, and strengthen institutions' and communities' capacities to build trust and reduce conflict, including in areas where refugees and IDPs could return and or settle.

Activities under the second outcome will result in the strengthened agency of women to benefit from and contribute to gender responsive socio-economic development policies and programmes, improved institutional capacities to deliver gender-responsive services to women, and a more supportive environment for women to access land and be leaders outside of the household.

This three-year project will address some of the fundamental issues that led to poverty, inequity and conflicts in the State, and will continue to shape local governance institutions and local development processes that empower some of the populations most affected by deprivations, as well in terms of access to resources as in terms of having their basic rights recognized and voices heard in the public life of their communities, townships and state.

This joint project is aligned with Myanmar Sustainable Development Plan, the United Nations Development Assistance Framework for Myanmar and with the Participating United Nations Agencies (PUNOs) strategic directions to support the development of Myanmar and of Rakhine State, with key recommendations of the Rakhine Advisory Commission, and with Canada's 2018 Strategy on Rakhine as well as its Feminist International Assistance Policy.

The joint project will leverage the expertise and capacities of UNDP and UN Women. It will use pass-through funding modalities in line with the United Nations Development Group (UNDG) guidelines [see 4]. The activities will be implemented during a 36-month timeframe expected to start in January 2019.

1 Situation analysis and rationale for the initiative

1.1 Context of Rakhine State

a. Demographic overview

Rakhine is the eighth largest and second-most populous state in Myanmar. A western coastal state, it shares an international border with Bangladesh to the northwest, and internal borders with Chin, Magway, Bago and Ayeyarwadi states and regions in the east. Rakhine is composed of five districts, 17 townships and three sub-townships. Its capital is Sittwe. The population of Rakhine was estimated at 3,188,807 in 2014, with a low density (86 persons/km^2), and a mainly rural population (84.2%). The state has a diverse ethnic population, and include Rakhine, Muslims, as well as other ethnic minorities.[6] Most Rakhine people are Buddhists with an estimated Muslim population of 30 to 35% [5].

b. The conflict and its impact on minorities

Rakhine has received significant national and international attention due to the difficult socioeconomic situation of its population, weak economic infrastructure and production, vulnerability to natural disasters and climate change, recurring tensions among communities, and violence (notably in 2012, 2016, and 2017).

The conflict in Rakhine State is complex, with center-periphery tensions and inter-communal disputes. People feel marginalized due to the perceived little attention and investment they receive from the State and Union level governments. This feeling is reinforced by geographical isolation, as the state is separated from the mainland by the Rakhine-Yoma mountain range. These tensions impact how people from all communities relate to the State and to each other.

Inter-communal tensions and conflict between ethnic Rakhine and Muslim communities resulted in violent outbreaks since 2012 and 2013, which caused loss of life, destruction of livelihoods and public assets, and displacement, primarily affecting the Muslim community [6]. In August 2017 a series of violent clashes in the northern part of Rakhine further resulted in over 720,000 Muslims fleeing the state to seek refuge in Bangladesh, and 129,000 Internally Displaced Persons (IDPs) now living in camps within Rakhine [7]. Although migration to Bangladesh has slowed, urgent needs among vulnerable communities in Rakhine for basic food security, as well as few livelihoods opportunities, continue to exacerbate and magnify intercommunal tensions.

c. Poverty, livelihood insecurity, and gender inequalities

Rakhine is the second poorest of Myanmar's states and regions, with 78% of its people living below the poverty line, against 37.5% at the national level. Adult illiteracy is 86.8%, with a female literacy rate of 80%, in comparison with 93.9% for men. A large part of the impoverished population is landless and relies on casual labor to survive [8, 9].

Landlessness is more prevalent in Rakhine than in other regions, with 60% of households landless in northern Rakhine [10]. The lack of access to land coupled with legal uncertainty over people's land rights have led to precarious living conditions in a state where livelihoods depend mostly on agriculture. It fuels

[6] The term Muslim is utilized in this document, without prejudice to the United Nations recognition of the right of the Muslim community in Rakhine to self-identify.

indebtedness, unemployment, and significant outward migration of the youth. Limited income-generation opportunities are compounded by poor infrastructure, scarce access to technical and financial support to set up micro-enterprises, a lack of extension services to promote agricultural livelihoods, narrow and depleting natural resources, and exposure to frequent natural disasters.

Inter-communal tensions between ethnic Rakhine and Muslims further affect livelihoods and income-generation activities. All communities suffer from the economic repercussions of communal tensions since 2012-2013. There has been extensive damage to fishing assets, with value chains either disrupted or entirely broken down due to movement restrictions. Displacement, restricted movement and loss of productive assets have impoverished the entire population. The inability to hire enough labor and the absence of work opportunities have limited productivity and spending power in both communities. As a result, purchasing power has declined, leaving many unable to afford basic needs [11, 12].

The groups most affected by a lack of livelihood opportunities include IDPs, returnees, disaster-affected communities, women, the youth, urban migrants, landless farmers, the elderly, and people with disability. Among them, women are hardest hit: More women than men migrate to find employment, those staying in Rakhine are burdened by additional workloads from the migration of men, and women consistently receive less pay for equal work. This affects women's ability to generate income and secure food. For widowed or single women, this is further exacerbated by the lack of right to land inheritance and property, which makes it more difficult to access loans and credits for livelihood opportunities. Muslim women, who have the lowest literacy rates, have fewer livelihood options, often constrained by traditional values of not working outside the home and restriction of movement outside their immediate neighborhood [10, 13].

1.2 Development and human rights challenges to address

a. Gender Inequality in Rakhine State

Due to persistent gender inequalities and discrimination, the challenges facing Rakhine are felt especially by women, who are already among the poorest in the country. While gender needs assessments in Rakhine tend to be focused on humanitarian needs, they reveal pre-existing and persistent gender inequalities and discrimination which are then compounded by the vicious cycle of poverty, lack of employment opportunities and intercommunal tensions among other vulnerabilities. Women and girls in Rakhine hold a subordinate position in households, communities, workplaces and society, which greatly undermines their capacities, potential and rights. Fueled by rigid gender norms, discrimination, and lack of female leadership and participation, this discrimination impacts women across all areas of life. Thus, the developmental approach addressing poverty, vulnerability, and exclusion must also take women's empowerment as a core element in building community resilience and prosperous, peaceful and fair development of the state [22].

b. Capacity gaps impact the quality of governance

A state government and parliament were established in Rakhine following the 2008 Constitution that allowed for greater responsibilities at the state level. A Chief Minister, who heads the state-level executive, is appointed by the President, while Ministers are drawn from Parliament. By law, a quarter of parliament seats go to military appointees and the military equally appoints the Ministers of Defense, Border Affairs and Home Affairs (MoHA) [14, 15].

There has been significant democratic reforms since 2011 and efforts by the national government to strengthen the rule of law. Notwithstanding a rapid evolution in relations between people and the state, changes are recent, and public trust in governance needs to be strengthened [16]. With still limited technical capacities, the Rakhine state parliament needs further technical support to fully exercise its oversight functions, and to focus on tackling systemic issues, rather than addressing individual complaints. Meanwhile, mechanisms to promote accountability and oversight for citizens to engage with parliament need to be available and accessible, and women remain highly under-represented.

The government has made attempts at reforming governance systems and advancing decentralization, but the capacities of state and local level administrations remain limited and require a greater space for community participation, and vulnerable and disadvantaged groups to have increased opportunities for meaningful participation and decision-making [17]. Women particularly face numerous barriers to political participation, which start in the home and in their community, from shouldering the burden of unpaid household and care duties, lack of family support, limited access to education and opportunities for income generation, to mobility restrictions. Social and patriarchal norms coupled with the low level of awareness on gender equality and women's rights also hinder women's participation in politics and decision making. These barriers are clearly visible in the political representation of women in Rakhine State and at the union level. Currently there is no female elected to the Rakhine State Parliament, and only three were elected from Rakhine State constituencies to the Union Parliament in Naypyidaw. There are currently five female Ward/Village Tract Administrators (W/VTA) in Rakhine state (in the whole country there are 101 women out 17,000 W/VTA). While a few women's civil society groups have demonstrated some degree of influence, for example by intervening on behalf of survivors of Sexual and Gender-Based Violence (SGBV) in high-profile cases, their impact on policymaking remains limited [10].

c. Weak rule of law and access to justice undermine human rights

A major driver of vulnerability is the lack of access to justice, particularly for vulnerable groups including ethnic minorities and women [16]. Fairness and impartiality of the Judiciary is paramount. Increased understanding of basic rights and the rule of law among the general public as well as within institutions is essential to ensure the Judiciary is perceived to be fully independent, impartial and effective, and sufficiently represent all communities within its governance structures. Current capacity in the Judiciary to fuflil its commitments is weak, and with a significantly higher trust in community leaders than in actors in the formal justice sector, people often seek informal justice mechanisms to obtain redress. Such processes, although more immediate and seen as culturally appropriate, do not guarantee a due process and a fair adjudication in line with human rights and rule of law standards.

Women are particularly affected by the lack of access to justice. In a state where SGBV is prevalent, where they face high levels of domestic violence and unfair inheritance practices that deprive them of land ownership, neither they nor the police or justice officials are aware of laws, principles and due process to seek redress. An engrained patriarchal system further tends to place these abuses within the realm of "family matters" outside the jurisdiction of law. At the community level, women may approach traditional councils or community-based organizations comprised of respected elders, Ward/Village Tract Administrators, and local police or armed groups to seek mediation or facilitation of negotiations.

However, women occupy few if any meaningful positions in these local bodies, and female claimants are often reluctant to describe intimate or traumatic case details to the predominantly male local councils [18].

d. Gaps in the gender-responsiveness of aid support

The importance of promoting gender equality, women's empowerment, and women's leadership along the humanitarian to development transition has been recognized in international normative frameworks to which the Government of Myanmar is a signatory.[7] Yet significant gaps remain in translating these commitments into action. In Rakhine State, humanitarian and development actions and their coordination systems are lagging in developing mechanisms and modalities that empower women and girls to mitigate real or perceived risks, to monitor and address rights violations, and to strengthen their roles as first responders, leaders and decision makers. This leads to a lack of understanding of the gendered vulnerabilities to and impacts of crises to inform crisis management policy and planning, and to translate in humanitarian programs that are gender-responsive. In turn, local and national women's movements and groups have limited participation and leadership in influencing decision-making and formulating local responses. These gaps and the need for a gender mainstreaming coordination mechanism that looks beyond gender-based violence were highlighted in the *2018* Rakhine INGO Initiative *Gender and Age Analysis*, the 2018 *Myanmar Gender in Humanitarian Action Profile*, and the *Humanitarian-Peace-Development Nexus* report consolidated by UN Women on behalf of the Inter-Cluster Coordination System in Myanmar. The new *IASC Policy for Gender Equality and the Empowerment of Women and Girls* (2017) recommends to "establish and support a Gender Reference/Working Group, with sufficient gender expertise and resources, to promote mutual learning and collaboration across HCTs and clusters". Various stakeholders in Rakhine and Yangon have hence requested the establishment of an inter-sector gender mainstreaming coordination group for Rakhine level coordination to be led by UN Women.

1.3 Interventions necessary to address the deprivations

a. Endorsed priorities to address Rakhine's situation

At the State level, the Rakhine State Government (RSG) developed a *Socio-Economic Development Plan* (SEDP)[8] in 2016 to promote inclusive economic growth for all in Rakhine. It places women's empowerment and social protection as key priorities, in line with the *National Strategic Plan for the Advancement of Women* (NSPAW) 2013-2022.

To support the Union Government's in addressing the challenges in Rakhine State, an Advisory Committee was established, headed by former United Nations (UN) Secretary General Kofi Annan, to analyze the problems in the state and provide a set of recommendations to guide the government's interventions.

[7] These include the *World Humanitarian Summit Agenda for Humanity,* the *Grand Bargain*, the *2030 Agenda for Sustainable Development*, the *Convention on the Elimination of All Forms of Discrimination Against Women,* the Beijing Platform for Action, and the Security Council Resolutions on Women, Peace and Security 1325 and 1820.

[8] The SEDP has not been formally approved yet, but will guide decision-making on public investments on six priority areas: agriculture, livestock and fishery; environmental sustainability; education, health and human resource development; transport and infrastructure; tourism; and the development of small and medium enterprises.

In August 2017, the *Rakhine Advisory Commission* (RAC) issued its analysis and a set of recommendations highlighting Rakhine development priorities in terms of (i) socioeconomic development that ought to give a voice to local communities in their development process, (ii) the recognition of legal rights to all, including on citizenship and freedom of movement, (iii) communal participation and representation in decision making providing scope for women representation, (iv) the return and relocation of refugees and IDPs in a voluntary, safe and dignified manner, and (v) fostering intercommunal dialogue to strengthen cohesion among the population in Rakhine, and between the state and Union.

The Government endorsed the RAC analysis and recommendations, announcing the establishment of a *Committee for the Implementation of Recommendations on Rakhine State*. In October 2017, State Counsellor Daw Aung San Suu Kyi further announced the establishment of the *Union Enterprise for Humanitarian Assistance, Resettlement and Development in Rakhine* (UEHRD) to invite local and foreign organizations to work with the government towards three aims: (i) The repatriation of those who fled to Bangladesh and the provision of humanitarian assistance, (ii) the resettlement and rehabilitation of refugees, and (iii) the development of the region and the establishment of durable peace.

The Rakhine Advisory Commission noted that Government was attempting to address Rakhine's development crisis across multiple sectors, and had put significant effort to address the underdevelopment of the State since 2017. At the same time, it recognized that the Government is often stretched to its limits in the face of the multiple challenges facing Rakhine.

Following intensified conflict in Rakhine from August 2017, Canada's government dispatched a special rapporteur to highlight what Canada could do in support of the most vulnerable populations affected by the conflict. The conclusions of his work highlighted the urgency to reach out and empower girls and women largely in the same scope of interventions highlighted by the RAC. Taking into account the complexity of the crisis, Canada's Strategy pursues an integrated approach that combines humanitarian and development interventions and peace and stabilization efforts to address evolving needs [19].

On June 6, 2018 UNHCR, UNDP and the Government of Myanmar (GoM) signed a tripartite Memorandum of Understanding (MoU) as a first step to establish a framework for cooperation between the UN and the GoM to create for the remaining communities conditions conducive to the voluntary, safe, dignified and sustainable repatriation of refugees from Bangladesh as well as to support recovery and resilience-based development for the benefit of all communities living in Rakhine. On May 28, 2019 the MoU was extended for another year to ensure the continuity of programming.

b. Rationale of joint intervention: Strengthening governance, rule of law, and cohesion through women empowerment

The joint project's rationale of intervention responds to the development needs identified in the situation analysis, supporting the internationally endorsed priorities within the scope of each participating UN agency's mandate and skills:[9]

[9] Another key need is to strengthen and develop income generating opportunities options and capacities to reduce poverty, conflict and other vulnerabilities. The extent to which the project will focus on this will be dependent the outcomes of the community consultations and assessments.

(i) The need to ensure that planning and service-delivery in Rakhine State are more democratic, effective and inclusive and therefore better meet the needs of all people with a particular attention to women and girls;

(ii) The need to improve the capabilities of institutions and people for the realization of human rights, the achievement of gender equality, and the rendering of justice, especially for women and minorities;

(iii) The need to strengthen the capabilities of institutions and communities for gender-sensitive conflict prevention, peacebuilding and social cohesion;

(iv) The need to address the differential impacts of poverty, exclusion and violence on women and to strengthen their agency and leadership to promote gender equality in local development.

(v) The need to help create conditions conducive to the voluntary, safe, dignified and sustainable return of displaced persons from and within Rakhine by supporting recovery, resilience, and development for the benefit of all communities living in the state."

2 Strategies, lessons learned, and proposed joint project

2.1 Contribution to national priorities and international commitments

a. Alignment of the project with UN strategic support

The UN has long-standing and significant presence and a programmatic portfolio in Rakhine that covers the breadth of its humanitarian, recovery, development, human rights and peacebuilding mandates. In November 2015, the United Nations Country Team (UNCT) adopted the *Framework for UN Support to Rakhine State*. This framework, which the UNCT reviews and updates annually, supports inclusive human development and addresses many essential humanitarian needs in an environment of progressive respect for human rights and dignity.

For UNDP, while adapted to the specific needs of Rakhine, this JP is part of a planned support to Myanmar. The *Country Programme Document* (CPD) that guides UNDP's intervention in Myanmar for 2018 to 2022 focuses on sustainable peace, effective governance and inclusive, resilient and sustainable development. It builds upon existing programming in these areas, expanding its reach from national to sub-national levels, and diversifying into area-based programming while promoting inclusive economic growth, income generating and employment creation opportunities focusing on women and vulnerable groups.

The JP will contribute to two of UNDP's CPD's outcomes: (i) *Peace and governance: Sustaining peace through national reconciliation and building an effective democratic State*; and (ii) *Planet and Prosperity: Promoting inclusive, resilient and sustainable development and environmental management*. It will promote social cohesion, resilience, women's empowerment and awareness of rights under Myanmar and international law among the population, advance integrity and the rule of law among institutions, and advocate for evidence-based intervention that contribute to realize the Sustainable Development Goals (SDG).

UN Women is the UN entity for gender equality and the empowerment of women. It has a triple mandate of normative support, UN coordination, and operational activities in relation to the advancement of women. Its contribution to the JP relates to three key areas of its *Strategic Plan 2018-2021*: (i) *Women lead, participate in and benefit equally from governance systems*; (ii) *women have income security, decent work and economic autonomy*; and (iii) *women and girls*

contribute to and have greater influence in building sustainable peace and resilience. At the country level, UN Women promotes gender equality and women's empowerment as central to the peacebuilding, crisis response and recovery, democratic governance, and development processes. This is being achieved through technical assistance to the government, collaborating with and promotion of Civil Society Organizations (CSOs); coordinating amongst UN and development partners; and implementing a Women Peace and Security programme in the Mon, Kachin, Kayah and Rakhine States in line with international commitments and the NSPAW.

This project will build upon UN Women's existing coordination and technical support for the implementation of the NSPAW in Rakhine State, furthering its normative work on gender equality and compliance to the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW), while strengthening women's leadership and advocacy capacity and nurturing an enabling environment for women's economic participation and empowerment.

Finally, the JP is anchored in the Myanmar *United Nations Development Assistance Framework* (UNDAF) 2018-2022, contributing to its outcomes on People and on Peace. It will further support the realization of the *2030 Agenda* and of key SDG priorities including: (i) increasing access to peace and justice, institutional strengthening, and combating corruption; (ii) addressing climate change and building disaster resilience; (iii) reducing poverty, empowering people, increasing youth and women's employment and financial inclusion; and (iv) aligning national needs and priorities with improved statistics.

b. Alignment with national priorities

The joint project answers the call of the Rakhine Advisory Commission Final Report in recognizing the complexity of the challenges faced by the State, and moving forward in addressing Rakhine State's development needs. It further aims to contribute to the work of the government's newly created UEHRD. As one of the UEHRD's main aims is the development of Rakhine State and the establishment of durable peace, this JP joins with the work of private sector, NGOs, CSOs, governments, and UN agencies to pave an inclusive and sustainable development path for Rakhine. The project's strategy and objectives are then fully aligned with the government's *Myanmar Sustainable Development Plan* (MSDP) under review, notably contributing to its Goal 1 "Peace, National Reconciliation, Security and Good Governance" (under Pillar One: Peace and Stability), and Goal 4 "Human Resources and Social Development for a 21st Century Society" (under Pillar 3: People and Planet).

UNDP's interventions will respond to the recommendations of the RAC on economic and social development, community participation and representation, inter-community cohesion and access to justice. Recommendation 1 calls for greater participation of local communities in development decision-making and to ensure that all communities benefit from public investments, which will be taken-up through UNDP's efforts to strengthen a township planning model it started rolling out in Rakhine under the Japan-funded Phase One of this RABP that promotes participation and consultation and responds to needs and priorities of the local context. Recommendation 26 speaks to the need for improving socio-economic opportunities for men and women. While this recommendation is directed to IDPs, from a conflict sensitive development approach, UNDP's interventions will address the needs of vulnerable communities more broadly. Recommendation 72 speaks to the set-up, unrestricted functioning and activities of a Rule of Law Center (RoLC), which will be a key result of UNDP's justice

interventions under the joint project. The same recommendation and recommendation 71 endorse the training of justice sector actors and undertaking outreach activities, which will be a key focus of the RoLC. Recommendations 60 and 61 refer to the need for strengthening the agency and capacity of local level institutions and actors to facilitate dialogue and to mediate conflicts, while recommendation 62 speaks to the need for facilitating increased interaction, exchange and dialogue between the different communities. UNDP's interventions to build trust and reduce conflict within communities, as well as its capacity-development actions for peace and social cohesion, directly respond to the same.

UN Women's interventions, aimed at empowering and supporting women to engage in, benefit from, and contribute towards community resilience and socio-economic development in Rakhine, are aligned with the vision as well as many of the recommendations put forward by the RAC. Throughout this project, UN Women brings a wealth of experience in gender mainstreaming and women's empowerment to support Recommendation 59 of the RAC report, which speaks to the establishment of a Women's Affairs Department within the Rakhine State Government for the coordination of women's empowerment initiatives and to the provision of technical support to line ministries to adapt development approaches to suit the needs of women and girls. UN Women's support is also guided by Recommendations 1 and 62 above, as well as by Recommendation 51, which advises promoting communal representation and participation for underrepresented groups, especially women. It is further guided by Recommendation 60, which endorses the promotion of inter-communal dialogue at all levels of society, ensuring grassroots participation and including women, youth, and minorities. The interventions were further designed in line with the RAC report's attention to the challenges faced by women workers in Rakhine, who suffer from uneven pay, the lack of opportunities, barriers to loans and credit, and lack of rights to inheritance. UN Women's work will also address Recommendation 5, which encourages Government to be sensitive to the needs of women in the labor force, capture their specific needs in labor market assessments, and prioritize women for vocational training and entrepreneurship development.

The JP activities will further contribute to implementing the Tripartite MoU by supporting community recovery, resilience and development that will benefit communities who remained in northern Rakhine. This will contribute to creating conditions conducive to the voluntary, safe, dignified and sustainable repatriation of refugees from Bangladesh and of displaced person within the state of Rakhine.

In central Rakhine, the programme's community-based work on social cohesion and local development will support durable solutions to displacement in line with the government's IDP camp closure strategy. It will uplift the living conditions of IDPs and host communities, and support recovery and resilience-based development initiatives for the benefit of all communities.

c. Alignment with Canada's strategy for support to Rakhine

Recognizing the severity of the crisis in Rakhine, in May 2018 Canada released a *Strategy to respond to the Rohingya Crisis in Myanmar and Bangladesh [see 19].* This project will address the Strategy's objectives as follows:

- *Alleviating the humanitarian crisis*: The project will complement the life-saving support provided by humanitarian agencies by helping some of the most vulnerable populations access basic services and be recognized fundamental rights. It will further promote a transition out of humanitarian needs into stabilization and recovery.

- *Encouraging positive political developments*: The project will help improve interactions between the people of Rakhine and government entities from three complementary perspectives: First, it will help improve the quality of local governance and of the services delivered to all, which in will build trust and a social contract between the state and its constituents. Second, it will promote rule of law and justice, and develop a fair system for redress taking in considerations the special needs of minorities and women, hence recognizing their rights and providing them a voice in front of authorities. Third, inclusive local development initiatives centered on peace building and community cohesion will contribute to reduce tensions between groups currently in conflict.
- *Ensuring accountability*: The rule of law and access to justice component will contribute to giving a voice to people affected by violence while strengthening the state's ability to fairly render justice. The cross-cutting empowerment of women in decision making will support this further.
- *Enhancing international cooperation*: The project will partner with other United Nations agencies and projects working in Rakhine on issues related to governance, women empowerment, local development and poverty reduction. This will include but not be limited to FAO, UNEP, UNHCR, UNICEF, UNOPS, and WFP, as well as the Government's *National Community-Driven Development Project* (NCDDP) supported by the World Bank. It will coordinate its activities with them through existing platforms (e.g., under the *Livelihood and Food Security Trusts Fund*, LIFT) to reduce duplication of efforts and develop synergies. Its approach to monitoring, evaluation and learning will use tools and platforms consistent with these of other key initiatives to best learn and attribute results.

As women and girls are particularly affected by the protracted crisis in Rakhine, the joint project's focus is consistent with Canada's Feminist International Assistance Policy (FIAP) of promoting gender equality and the empowerment of women and girls. The project specifically covers Canada's key action areas in that regard, through promoting human dignity by ensuring equitable access to basic services and rights; growth that works for everyone by enabling disempowered women to become productive actors in their local economy; environment and climate action, by supporting community-based initiatives that strengthen cohesion through building local infrastructure for adaptation and mitigation; inclusive governance, by including women in democratic process, and advancing human rights, the rule of law and good governance; and peace and security, by developing mechanisms to build trust and reduce conflict within and among communities, while combatting gender-based violence.

Supportive of Canada's integrated approach to humanitarian and development interventions, the different components of this project will complement humanitarian work and contribute to recovery towards development through complementary geographical targeting and an integrated multisectoral approach. It will help transform the lifesaving outcomes of the humanitarian interventions into dividends of recovery and resilience, building foundations for longer term development, and contributing to a coherent system of monitoring, evaluation and learning to assess impacts, learn, and adapt strategies of intervention.

d. Germany's engagement to support the State of Rakhine

Recognizing the severity of the crisis in Rakhine, Germany's contribution in support of the people of Rakhine answers the call of the RAC Final Report in

recognizing the complexity of the challenges faced by the State, and in moving forward to address its development needs.

Germany will support interventions that build trust and reduce conflict within communities as well as develop the agency and capacity of local institutions and actors to facilitate dialogue, exchanges and interactions to mediate conflicts and promote social cohesion. Its support will contribute to implementing the Tripartite MoU by supporting the recovery, resilience and development of communities who remained in northern Rakhine. This will help create conditions conducive to the voluntary, safe, dignified and sustainable repatriation of refugees from Bangladesh and of displaced person within Rakhine.

The Government of Germany will therefore support the JP from its second year across all its outputs, with a focus on helping create conditions conducive to the return of displaced persons from and within Rakhine State. With this extra support, more community-based quick impact projects (QIPs) will be implemented to foster social cohesion, to rebuild trust among communities and to reestablish economic linkages. This support will cover QIPs in northern part of Rakhine to implement the Tripartite MoU as well as activities in Central and South Rakhine to uplift the living conditions of IDPs and host communities. UN Women will use German support to scale up its promotion of the economic inclusion and political participation of women. Germany will also fund a position of Senior UN Adviser, who will act as the head of the UNRCO Office for Rakhine to ensure the strategic coherence, operational coordination, and safety of all UN-supported interventions in the State.

2.2 Lessons shaping the joint project and value added of PUNOs

The UN has significant experience and expertise in poverty reduction, governance, gender equality and peace programming both globally and in Myanmar. As a UN implemented JP, the project is well-positioned to draw on this cross-institutional and cross-thematic expertise and experience, from the whole UN system in-country and globally as well as on the experience it has in providing support to the people and government of Myanmar.

a. UNDP

UNDP understands that building peace requires supporting responsive institutions able to deliver essential public services, promoting inclusive political processes and constructive state-society relations, and strengthening resilience in communities so they are able to prevent and overcome crises.

UNDP's approach to this joint project is informed by lessons from its long-standing local governance work in Myanmar and in Rakhine. This work includes: a nationwide *Local Governance Mapping* (2013-2014) resulting in 14 state/region specific reports (four Rakhine townships covered), livelihoods for social cohesion interventions in 2013-2014 and 2015-2016 reaching 94 villages in five townships; disaster risk reduction and climate change impact assessments; a 2015 pilot capacity assessment of Rakhine State Government; a 2016 *Research Study on Access to Justice and Informal Justice Systems*; capacity-strengthening of Members of Parliament and parliamentary staff of the Rakhine State Hluttaw; technical and secretariat support to the RSG in preparing the SEDP; and past and ongoing recovery and development coordination efforts both at central and state levels. Additionally, Phase One of RABP started in March 2018 built upon experience of the *Township Democratic Local* Governance (TDLG) project and the

Rule of Law Center (RoLC) tested and implemented in other parts of Myanmar in close cooperation with relevant union and state level stakeholders.

UNDP is an established key partner for government and many civil society organizations from its support to democratic governance, capacity building to parliament, access to justice, access to Justice, disaster management, and livelihoods. UNDP's comparative advantage lies in the partnership, access, and trust developed over the years at State and Union levels. It has a cross-sectoral presence across all branches of government with embedded staff in core Union-level institutions; high-level political support for several of the JP's areas of focus; and a presence at State/Regional level with both government and civil society, enabling more inclusive State and community engagement, with the potential to link activities to national level policy development. Key lessons the JP draws from UNDP's support countrywide include:

- The Rule of Law Centers are recognized by government as valuable national assets that foster institutional capacity development and civic awareness, and as platforms that bring constituents and public leaders together to ensure grassroots voices are heard during local and national policy debates. The Centers can play a leading role in the justice sector reform: They connect national reform initiatives with local communities, facilitating consultation and engagement. They also build engagement with state or regional Rule of Law Coordination Committees and the Union level Coordinating Body, highlighting the work of the Centers and the role they can play in linking community justice concerns to state or regional and Union level justice sector reform priorities. As trusted and safe spaces within their communities, with the unique ability to bring together local communities, civil society and Government, the ROLC could also expand focus into other areas of local concern with national implications, such as peacebuilding, social cohesion, promotion of inter-communal dialogue, as well as assist in creating networks across a range of government, justice and civil society actors on understanding of justice issues, solutions and trust, in order to gradually contribute to mindset change to improve rule of law, justice and human rights. Building on the success of the Rule of Law Centers, the challenge ahead will be to find sustainable models to continue this work as part of a nationally-owned and run institution in the long run.
- The TDLG model was developed in close collaboration with the GoM and is ongoing in 15 townships in Mon state and Bago region where it proved its transformative potential for inclusive local development with buy-in from all local stakeholders and State/Region Governments. Lessons from the ongoing implementation of RABP Phase One in five Townships will help further refine the model that will continue to be supported under Phase Two as well as in other areas of the country. The sustainability of the TDLG model is further enhanced by the usage of national systems and capacity development and on the job training of local stakeholders to manage it.

b. UN Women

UN Women is uniquely positioned to convene public and private sectors and civil society to affect behavior and policy change and gender affirmative action at the regional, national and local levels. UN Women has a long history of working with women and human rights movements through capacity development in advocacy, trainings in coordination and consensus building skills, and facilitation and creation of space for human rights and gender equality CSOs to engage with national governments for increasing public accountability towards gender equality

and women's empowerment. Working with a variety of partners, UN Women's projects have direct impacts transforming women's lives by strengthening their leadership and voice in peace negotiations as well as crisis response and recovery, increasing their economic opportunities, and combatting violence against women. UN Women reaches out to the most vulnerable women and marginalized groups–including rural women, women living in poverty and low-skilled women—often by engaging with grassroots and civil society organizations. It has a strong track record of implementing programs that promote women's leadership and economic empowerment in Asia.

Gender equality and women's rights issues must be linked and mainstreamed across peace, development and humanitarian agendas, and UN Women has a recognized comparative advantage in contributing to bringing women's leadership and voice into the core of mainstream peace processes [20]. UN Women advocates on gender mainstreaming in policies and strategies as well as institutions in accordance with international instruments, including the CEDAW, the *Beijing Platform for Action*, and other International Labor Organization (ILO) conventions on gender equality. Humanitarian action and crisis response is also a priority of UN Women. Globally, the agency puts gender equality and women's participation and leadership at the center of risk reduction, humanitarian response and resilience-building. Its Women's Leadership, Empowerment, Access and Protection in Crisis Response Programme (LEAP) is a comprehensive model for crisis response along the humanitarian to development continuum. In line with UN Women GEWE coordination mandate, a key part of its role is supporting the humanitarian coordination system with implementing commitments to gender equality in humanitarian action.

UN Women brings to this project its experience in working on Women, Peace, and Security worldwide, in particular promoting women's participation, influence, and leadership in decision-making and peace processes. Evidence shows that when women are meaningfully engaged and their needs addressed, the advancement towards recovery and resilience is faster, more efficient, and more effective [21]. Through RABP Phase One, UN Women is currently nurturing women leaders, policy-makers, advocates and entrepreneurs, and strengthening women's groups, networks and CSOs to have a voice in policy and service delivery in Rakhine. This project enhances women's access to livelihoods and income generating opportunities in climate-resilient agriculture and weaving and handicrafts through skills training targeting both Rakhine and Muslim women. Further, UN Women provides technical assistance on women's affairs to both the Union and the Rakhine State governments through the Department of Social Welfare (DSW) to strengthen gender-related coordination, compliance with international gender commitments, and the role of Myanmar National Committee for Women (MNCW) and Women's Committees at the Rakhine State and township levels in implementing NSPAW.

Building on the Japan-funded project, UN Women will expand its assistance on enhancing women's voice in shaping socio-economic development policies and projects by bolstering its support to women's leadership, advocacy and civil society organizations. UN Women will also augment its institutional capacity development work with the government on gender-responsive policies and services through technical and coordination support at the national, state and township levels in Rakhine. Finally, UN Women will be complementing its work on women's economic empowerment under the *Inclusive Development and Empowerment of Women in Rakhine State* project by focusing on the creation of

an enabling environment for women's economic participation, particularly as it relates to women's financial resources and diversification of income sources.

2.3 The proposed joint project and strategy

a. Rationale for an area-based joint programme

International assistance to Rakhine State has been largely framed as part of a humanitarian response following the 2017 upsurge of violence, but the current crisis occurs against the background of longstanding poverty and structural inequalities based on gender, ethnicity and religion, and of protracted ethno-political conflict. The on-going humanitarian response therefore needs to be combined with a developmental approach that addresses the key issues of poverty, vulnerability, exclusion, inter-communal conflict, and the weakness of the social contract between the state and people. That approach must take women's empowerment as a core element in building community resilience and in promoting prosperous, peaceful and equitable development across the state.

Central to UNDP's CPD and to the design of new programmes and projects is an increased focus on integrated programming to better address the interlinkages between peacebuilding, governance, natural resource management and balanced, inclusive growth, while strengthening vertical linkages between sub-national and national structures. In this respect, UNDP is expanding the use of area-based approaches at the sub-national level and aims to develop these in five states or regions of Myanmar by 2021. Such an approach is particularly fit to Rakhine, where the multiple causes of the crisis (linked to poverty, disaster, conflict, and exclusion) require a multisectoral response that draws inputs from multiple actors at the local level—both governmental and non-governmental, and support from the national level in terms of laws, policies, and political will.

From early 2018, UNDP has been using such an area-based approach jointly implemented with UN Women for the "Inclusive Development and Empowerment of Women in Rakhine". Supported by the Government of Japan, this on-going project aims to develop inclusive and responsive service delivery, improve access to justice, and increase livelihoods and peacebuilding opportunities focusing on women and other marginalized populations. It further seeks to strengthen their capacities to engage in and benefit from community resilience and from the development of Rakhine state for all communities. That project benefited from UN Women's concurrent engagement in a complementary project on women's leadership and economic empowerment in Rakhine, aiming to empower women leaders, groups and CSOs to advocate on gender-responsive socio-economic development and help women access livelihoods and income generating opportunities. The two agencies' joint work under this initiative will continue into March 2019. That collaboration was the first phase of the joint Rakhine Area-Based Development Project, and the new joint programme proposed to Canada would be its second phase, building on its lessons and achievements.[10]

b. Objectives of the approach

The area-based joint project "Women's Empowerment and Resilient Inclusive Communities in Rakhine" (2019-2022) will continue to address the roots of under development and poverty and trust building between people and government in

[10] As of the October 2019 amendment to this project document: Japan has contributed to another year of support to the RABP from April 2019 to March 2020 and is planning a third round of 12 month support until March 2021.

Rakhine. It will build upon Phase One that helped start joint activities in an integrated manner. Canada's support will help set up a longer-term approach to recovery and resilience programming towards peace in Rakhine, sharing a complementary logic of intervention with Phase One.

It will support the GoM, the RSG, and the people living in Rakhine State to address key causes of the state's underdevelopment, of the marginalization felt by its people from the country's and state's developments, and of the communal tensions and conflict experienced during the last years. It will address the acute exclusion of women, recognizing that women's empowerment is not only a development and human rights imperative, but also a pathway to realize peace and stability and to build resilient communities.

It will complement and build upon work from RABP Phase One to ensure in the longer term that two key outcomes are realized: (i) community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women; and (ii) marginalized populations, specifically women, are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.

This project will build upon the bases for peace and inclusive development laid under Phase One by ensuring that service-delivery better meets the needs and priorities of all, by improving institutions' and communities' competencies for justice and human rights, and by facilitating opportunities to reduce tensions and promote social cohesion. It will continue the community-level work on social cohesion, and add an emphasis on addressing women's specific vulnerabilities and strengthening their agency in leadership and decision making. It will be supported by complementary project implemented by UNDP and UNOPS that will promote local economic development and social cohesion in other areas of Rakhine.

The project will promote gender equality and women's empowerment so women enjoy their rights and become change agents in their communities. The creation of an enabling environment for women's political and economic participation—both at the level of policy and household/community will contribute to ensure that women's voices can be heard where it matters most. It will respond to community priorities and the needs of women and girls with respect to inclusive, responsive and non-discriminatory service delivery, improved access to justice and community-driven local development opportunities that promote cohesion. It will aim to build trust and promote peace and resilience among all communities in Rakhine State by addressing the underlying causes of conflict, facilitating dialogue, and strengthening the capacity of local institutions and communities to apply conflict- and gender-sensitive approaches in the delivery of their mandates.

This three-year project will address some of the fundamental issues that led to poverty, inequity and conflicts in the State, and will continue to shape local governance institutions and local development processes that empower some of the populations most affected by deprivations, as well in terms of access to resources as in terms of having their basic rights recognized and voices heard in the public life of their communities, townships and state.

The joint project will leverage the expertise and capacities of UNDP and UN Women. It will use pass-through funding modalities in line with the United Nations Development Group guidelines [see 4]. The activities will be implemented during a 36-month timeframe expected to start in January 2019.

c. Strategies to address the development challenges

Multi-sectoral interventions: The project has been designed to meet the specific needs and evolving context of Rakhine State. It is designed as a set of multi-sectoral interventions allowing to concurrently address some of the root causes of the Rakhine conflict and underdevelopment. It has strong provisions to create local ownership in project governance and implementation through the participation and inclusion of local stakeholders, particularly women, including in local level governance institutions and communities. The project then has a built-in degree of flexibility that allows PUNOs to modify, scale-up or scale-down activities in the face of an evolving and dynamic operational environment.

Geographic targeting and scale: The project will target vulnerable communities across Rakhine State, based on needs, access, political feasibility, fairness across the populations, and experience with RABP Phase One. During Phase One target locations for work at the Township and Village Tract levels were selected through consultations with Rakhine State Government, civil society organizations and town elders. The selection was informed by assessments, planning and discussions at union and state level considering findings from baseline exercises, poverty, vulnerability to natural hazard risks, ethno-demographics, the recovery contexts, complementarity to the work of other aid partners, and accessibility and security risks. The five townships selected for governance work are Ponnagun, Thandwe, Gwa, Taungup and Ramree. Livelihoods work is on-going in the four townships of Rathedaung, Mrauk U, Pauktaw and Ponnagun. In Phase Two, the governance component will continue to operate in the same five townships as Phase One to build upon the work started with the township administrations (notably Township Planning Committees, W/VTAs and female 10 Household leaders) and state parliament. Most of the social cohesion building activities may however be implemented in different areas, based on needs. The list will be revised during the project's inception phase in collaboration with other actors to avoid duplication and coordinate joint actions.

UN Women, will build upon its technical assistance to the Rakhine State Government, particularly on the operationalization of NSPAW, inter-ministerial and development partner gender-coordination, and the strengthening of the Women's Committees at the state and township levels. This will be done largely through co-locating a Gender Specialist at the Department of Social Welfare in Rakhine State. The work already undertaken on the women's leadership, advocacy, and entrepreneurship trainings with female leaders and civil society groups in the four townships of Sittwe, Pauktaw, Ponnagyun, Mrauk U will be continued and strengthened through this project. Much of the work on creating an enabling and supportive environment for women's participation will be carried out at the village-level, such as exploring community-led mechanisms and solutions to address women's disproportionate household and care duties, and outreach and norm-change activities with community leaders, men and boys. Other solutions to the barriers women face will be developed at the township and state levels, such as the establishment of innovative partnerships to increase women's access to financial services or new income sources, and training departments in gender-responsive financial inclusion and women's economic empowerment.

Keeping with the flexibility necessary to adapt to Rakhine's context, the list of targeted communities may evolve if conditions drastically change. In that regard, if and when meaningful opportunities arise to access and work in Northern Rakhine, the project would explore the possibility of doing so with partners operating in the region to ensure coherence and synergies, particularly with

partners supported by Canada (e.g., UNOPS/LIFT and UNFPA). Some activities such as legal assistance and awareness on Housing, Land, and Property (HLP) rights for women could further be extended to other conflicted states (Shan and Kachin) in the second half of the project. This would make use of the findings of the HLP research conducted by UNDP and UNHCR in 2018 and would enhance mutual learning and exchange across various contexts.

Promoting social cohesion and development opportunities: The joint project is designed to contribute to peacebuilding by addressing the underlying causes of the conflict, facilitating spaces for cooperation at all levels of society including women, youth and ethnic and religious groups to re-build trust and inter-dependence, and by strengthening the capacities of local institutions and groups to be more proactive in promoting peaceful co-existence.

To actively engage women and girls in community cohesion and resilience building processes, gender-responsive solutions promoting community cohesion and women's empowerment will be implemented. The identification processes will be supported by strengthening the role of women in building trust and reducing tensions. The process of identification of community needs will be complemented by robust quantitative and qualitative analysis to identify the broader structural causes of social tensions, economic, social, environmental, institutional, environmental and geographical drivers of deprivations/disparities for prioritization and targeting. The joint project will then provide the technical and financial support necessary to assess and implement the development and cohesion initiatives identified, within, or between village tracts.

Proposed inter-community multi-sectoral activities will need to be carefully assessed, planned and sustained, mindful of security risks, sensitive to the preparedness of communities to engage in such activities, and recognizing the challenges vis-à-vis a broader enabling environment for preventing and addressing conflict and intercommunal tension.

Improving the humanitarian-development-peace transition: The proposed activities provide a framework for stronger coordination between UN Agencies, aligning to commitments of the UN Country Team in Myanmar to respond to the complex context in Rakhine. In April 2018, the Cooperation Partners' Group (CPG) for Rakhine adopted a "Strategic Framework for International Engagement in Rakhine" to ensure a positive transition between humanitarian assistance and recovery-to-development activities. The framework aims to bring together international humanitarian, human rights, development and peacebuilding efforts in Rakhine State in a holistic and complementary manner. The engagement of UN agencies, development partners and civil society in Rakhine State under this framework is based on a conflict sensitive, "do no harm" approach, which recognizes the responsibility of the Government of Myanmar to take ownership and be accountable to its people and under relevant international conventions. As conditions permit, the agencies will test the Humanitarian-Development-Peace integration, by working in a select location, where humanitarian, early recovery and development activities will be implemented in sequence, accompanying a more seamless transition from relief to development.

2.4 Sustainability of results

a. Strengthening local governance structures

This joint project aims to establish permanent systems and institutions and contribute to establish a more peaceful environment for communities to cohabit,

but the sustainability of its results is contingent upon larger political processes independent from the project's influence. To the extent that no major crisis drastically alters the situation, the sustainability of actions will be ensured through the following output-specific and institutional approaches and mechanisms: First, to the extent possible the project will be implemented in partnership with local authorities, CSOs and communities. This should enhance local ownership and build partnerships and dialogue between key stakeholders, consequently facilitating a more cooperative culture of service-delivery beyond the project's lifespan. With an explicit focus on sustainability, the interventions will be underpinned by institutional capacity-development. The establishment or strengthening of participatory planning mechanisms at the township level for instance aims to durably improve the way local government officials interact with representatives of the population. The mobile Rule of Law trainings will serve to strengthen the capacities of justice actors, using a pre-tested curriculum and experienced trainers. Both interventions were tested elsewhere in Myanmar, were introduced under RABP Phase One, and have the buy-in of national stakeholders, allowing the project to directly feed into policymaking. The identification of social cohesion enablers at the community level further aims to durably improve the way communities participate in a more inclusive and gender responsive manner while keeping in view the broader institutional linkages where feasible.

b. Gender equality and women's empowerment

The project promotes gender equality and women empowerment in four ways: First, people-centered empowerment is a core approach of the JP, building the capacity of women and empowering them for greater leadership and participation, which are key drivers for sustainable peace and development. Second, the project aims to strengthen community resilience through the creation of an enabling and supportive environment for women's political and economic empowerment, such as by providing technical and institutional capacity building assistance to the government on the implementation and operationalization of key policies such as the National Strategic Plan on Advancement of Women, CEDAW, and SDG 5 (the gender equality goal) at the national, state and local levels; and by addressing key factors necessary for women's economic advancement, such as access to financial resources and diversification of income. Third, the JP will strengthen capacities of CSOs to understand and collectively advocate on women's rights and gender equality in line with key international and national policy documents. It will also build their confidence not only to speak on behalf of women and marginalized groups and influence and lead these processes but to effectively engage with the government in delivering on these results and policies and programs in a longer term. Fourth, the project will strengthen the capacities of national and local-level institutions so that they can mainstream gender equality and human rights in their policies, strategies and actions and foster sharing of lessons for scaling up and sustaining effort over time. Through capacity development and facilitation of learning and sharing including dialogues, and study tours, the national and state level government institutions will be able to contribute more effectively to peace and development in Rakhine as well as promote gender equality. Finally, the JP will promote interactions between women and CSOs, and national institutions towards more gender responsive and sustainable solutions to poverty and underdevelopment.

While the entire UN Women's team working under the joint project will have the promotion of gender equality and women empowerment as a core role, on the side of UNDP, a dedicated Gender Specialist will be hired to ensure the focus and coherence of UNDP's activities with best international practices.

c. Human rights

An expected result from the project is that government, civil society, and communities across Rakhine are able to recognize and realize the basic rights of all, independently of gender or ethnic or religious belonging. The project will achieve this through supporting these stakeholders in understanding and addressing human rights in their delivery of public services and drafting of policies, in promoting cohesion within and between communities, and in developing an enabling environment for the empowerment of women.

d. Environmental sustainability

The majority of activities considered to deliver on the project will not have any significant impact on the natural environment beyond the carbon footprint associated with the running of offices, transportation, and the organization of workshops and training. Activities that could have an environmental impact would be the ones decided by communities and Village Tracts Authorities as part of their local solutions promoting trust and conflict resolution. As part of the technical assistance provided under the project, partners will be trained to apply the UNDP *Social and Environmental Standards* (http://www.undp.org/ses), including on implementation of any management or mitigation plan prepared for their planned activity to comply with the standards.

3 Results framework - Managing for results

3.1 Logic of the results chain

The joint project responds to five development needs identified in the situation analysis and aligned with internationally endorsed priorities:

- Ensuring that township planning and service-delivery in Rakhine State are more democratic, effective and inclusive and therefore better meet the needs of all people with a particular attention to women and girls;
- Improving the capabilities of institutions and people for the realization of human rights, the achievement of gender equality, and the rendering of justice, especially for women and minorities;
- Strengthening the capabilities of institutions and communities for gender-sensitive social cohesion;
- Addressing the differential impacts of poverty, exclusion and violence on women and strengthening their agency and leadership to promote gender equality in local development;
- Helping create conditions conducive to the voluntary, safe, dignified and sustainable return of displaced persons from and within Rakhine by supporting recovery, resilience, and development for the benefit of all communities living in the state.

With the ultimate goal of empowering women and promoting resilient and inclusive communities in Rakhine, the activities presented will address these five needs concurrently, contributing to achieve seven outputs that will lead to the realization of two main outcomes, following the logic highlighted in Figure 1.

Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women;

Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.

For clarity in accountability and reporting, as well as to stay aligned with the first phase of this area-based development project, each outcomeis attributed to one PUNO: UNDP will be in charge of Outcome 1, and UN Women Outcome 2.

Impact of Germany support on the logic of intervention: From year two, the Government of Germany will support the JP across its outputs, with a focus on helping create conditions conducive to the return of displaced persons from and within Rakhine State. With this extra support, more community-based quick impact projects (QIPs) will be implemented to foster social cohesion, to rebuild trust among communities and to reestablish economic linkages. This will cover QIPs in northern Rakhine to implement the Tripartite MoU as well as activities in Central and South Rakhine to uplift the living conditions of IDPs and host communities. UN Women will use German support to scale up its promotion of the economic inclusion and political participation of women. Germany will also fund a position of Senior UN Adviser, who will act as the head of the UNRCO Office for Rakhine to ensure the strategic coherence, operational coordination, and safety of all UN-supported interventions in the State. These extra activities all contribute to the existing theory of change agreed with Canada and the GoM, with the addition of output 1.4 related to implementing the Tripartite MoU.

3.2 Joint project's theory of change

If:

- The Government engages in a participatory and inclusive development planning process that considers the specific needs and the rights of women, and the existing barriers to participation of different groups, including women; and
- The parliament has the required capacities to conduct oversight of the government's work, and to represent and assist their constituents effectively; and
- There is awareness and skills for government and non-government stakeholders to promote human rights, gender equality, and justice redress with greater awareness among communities about these, and with recognition of how different groups, especially women, access and benefit from human rights protection and justice redress; and
- Communities and institutions are provided with knowledge and skills for the peaceful resolution of conflict, equal participation and gender sensitive decision-making in development decisions and with opportunities for dialogue, sharing and learning and trust-building; and
- Vulnerable communities, especially women and the institutions supporting them have enhanced skills and opportunities to expand livelihoods and income-generating opportunities;

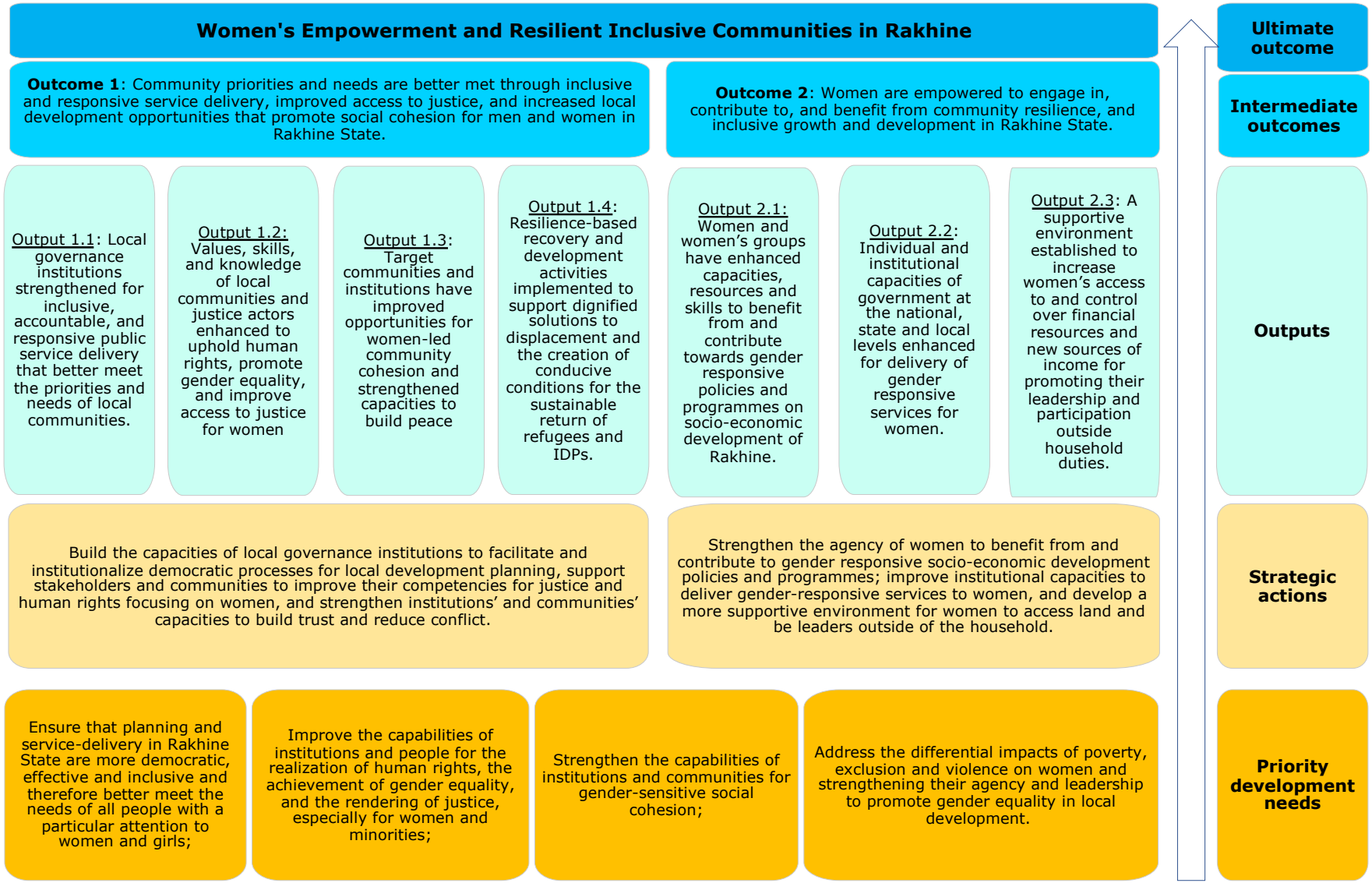
Then:

- This will lead to a more efficient and effective action of government on behalf of its constituents in Rakhine;
- This will improve the trust people hold in the State Government;
- This will allow to empower people, including women and minorities, to voice their needs and priorities, to be engaged and demonstrate leadership in decision-making and reclaim livelihoods;
- This has the potential to support trust building between communities and to foster social cohesion, as well as create economic interdependencies between different ethnic communities, as a basis for sustained intercommunal engagement;
- This can help create conditions conducive to the return of displaced persons from and within Rakhine State.

Provided that:

- Government ownership and political willingness guarantee inclusive and democratic participation of representatives of the different Townships;
- People, particularly those most vulnerable including women, are given space and enabled to voice their concerns and issues in the Government-led processes and their needs, rights and priorities are included in discussion, prioritization and decision-making;
- State Government sustains ongoing democratic processes and demonstrates accountability to improve performance and service-delivery;
- The security situation remains stable to maintain intercommunal dialogue;
- Rakhine State Government stays committed to support achievement of gender equality and women's empowerment and inclusive sustainable development for all people in Rakhine State.

Figure 1: Logic framework of the joint project



3.3 Project description

a. Outcome 1

Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women in Rakhine State

Under its first outcome, the JP will build the capacities of local governance institutions to facilitate and institutionalize democratic processes for township annual development planning, support stakeholders and communities to improve their competencies for justice and human rights focusing on women, and strengthen institutions' and communities' capacities to build trust and reduce conflict. This will be realized by bringing together, coordinating and consolidating selected activities from three UNDP integrated projects: *Township Democratic Local Governance* project (TDLG), *Support to Effective and Responsive Institutions Project* (SERIP), and *Strengthening Accountability and Rule of Law* (SARL). The project will further strengthen democratic local governance processes at township level to ensure that people's needs and views are more directly considered when township departments conduct their annual planning processes. It will also strengthen the capacities of the Rakhine State parliament (Hluttaw) and of the state's judicial system to effectively perform their mandates, with an emphasis on the specific rights of minorities and women. Local development solutions will be implemented with an aim to reduce tensions and build trust while promoting the agency of women.

Output 1.1: Local governance institutions strengthened for inclusive, accountable, and responsive public service delivery that better meets the priorities and needs of local communities

At the heart of a democratic relationship between citizens and the state lies an accountable system of public spending and as part of efforts to make government more responsive to people's needs—including these of women—and to provide more adapted public services and build trust between people and the state, this project strengthens the model of participatory annual township planning embedded in governments regular planning process in five townships. The township is the lowest level where government staff are present, and where people interact with the State to access public services. It is where trust or mistrust develops depending on how people perceive they are served.

The support to the Township Administrations (TA), W/VTAs, female 10 household leaders and Township Planning Implementation Committee (TPICs) will continue to facilitate and institutionalize the democratic processes for township development planning initiated under RABP Phase One to improve the quality of public service-delivery and public investments in Rakhine State. It will deepen the ongoing TDLG work with the W/VTAs and strengthen their capacity to interact with their communities in an inclusive and gender equitable manner to reach out to lower levels as well as to women groups, CSOs and minorities. This is expected to lead to increased public trust over time due to improved participation, transparency and accountability with a focus on making local governance more responsive to the needs of—and accountable to—women and minorities. The work under this output will focus on three key activity results.[11]

[11] The TDLG is using local government grants as a mechanism to enhance inclusive local governance and decentralization at the township level, and to fund public investments

- *Strengthening state capacities to respond to peoples' needs and priorities*. This support will be provided through capacity development, technical assistance and mentoring by project staff to the Township Administrations notably the TPIC, W/VTAs and other stakeholders, including civil society representatives, throughout the township planning and budget execution cycle so it becomes democratic, participatory, and inclusive. Training and on-the-job support will be provided on public financial management, procurement, and oversight mechanisms, and technical and monitoring aspects of the planning cycle at township and state levels, as well as on collecting and analyzing relevant data for instance to prepare township situational analysis. A focus will be put on including gender-sensitive information into planning, as well as on mainstreaming the SDGs while introducing greater transparency and social accountability mechanisms.
- *Informing dialogue on decentralization policy and institutional local governance reforms with technical support and research*. This will include conducting participatory action research and learning activities with the stakeholders involved in the TPIC to document lessons learned and best practices on the performance of local governance structures in Rakhine. It will also seek insight on how to better link township level with state level planning. This knowledge will strengthen the application of inclusive and democratic participatory planning approaches in Rakhine State, support further scaling-up and replication of the model in other states or regions and provide inputs into policy formulation and advocacy for policy change on fiscal and democratic decentralization in the state and across the country.
- *Strengthening the voices of women and community representatives in the planning process*. To that end, the project will work with the CSOs active in the townships and build their capacity to reach out to communities and to interact more intensively with W/VTAs and township officials. It will further work with women groups and female 10HH leaders and similarly strengthen their capacities to engage with W/VTAs, township officials and CSOs.

In line with the emphasis on mainstreaming SDGs into the township planning process, the project will support a risk-informed approach to planning and development by strengthening State and township capacities to understand environmental and disaster risks and the application of national-level policy frameworks. Particular attention will be given to strengthening selected township authorities' and Disaster Management Committees' capacitiy and understanding of hazards and risks to inform local decision-making. This will be complemented by community-based disaster risk management interventions to enhance communities' disaster risk awareness and capacities to prepare, respond and effectively recover.

In complement to the work on township participatory planning, activities under this output will strengthen the capacity of the State parliament to set policies and draft legislation more responsive to the needs of people, as well as to effectively perform its oversight function over how the government draws up and spends budgets against its policy. With improved business management and more inclusive rules and procedures, members of parliaments (MPs) should more meaningfully participate in debate and represent the diversity of opinions and backgrounds of their constituents in parliament, and allow participation of the public in decision-making. Meanwhile, more skilled parliamentary staff and improved parliamentary services will increase MPs' effectiveness and parliament will better reach out to and inform the public and

chosen by peoples' representatives. Following Canada's guidelines however, Canadian funding will not be used for grants. External support will be sought instead.

mobilize interest groups for participation around policies that affect them. *Training and capacity building to the State Hluttaw* will lead to five key results areas:

- The Plenary is able to function as forum for debate, building on mechanisms for inclusive scheduling of business and routine review of Rules of Procedure;
- Hluttaw committees can conduct routine inquiries on important issues for more effective legislative and oversight work, involving the public in decision-making;
- Hluttaw has effective evidence-based processes for reviewing budgets and overseeing government expenditure;
- Hluttaw members have skills and access to quality data to effectively represent their constituents, including women; and
- Hluttaw's administration conducts public outreach and education to constituents and provides quality services to MPs in line with priorities established by the Hluttaw strategic plan.

The township planning capacity development activities will continue to be conducted in the five townships initiated under Phase One: Ponnagyun, Thandwe, Gwa, Taungup and Ramree. The support to the State Hluttaw will be implemented in Sittwe. The direct beneficiaries for this output will be Township Administrations, W/VTAs, Hluttaw members, sector departments, local communities, female 10 HH leaders in the five TDLG townships, and government institutions at state level. The indirect beneficiaries will be communities within the townships.

Output 1.2: Values, skills, and knowledge of local communities and justice actors enhanced to uphold human rights, promote gender equality, and improve access to justice for women

The Rule of Law work with the formal and informal justice providers and the people in Rakhine aims to address knowledge and capacity gaps of justice actors and communities as well as the trust-deficits between them, and improve communities' access to legal information and aid services. This should lead to increased public trust in the justice system, and to enhanced justice service-delivery based on peoples' needs and priorities. Phase One of the RABP started strengthening the individual and institutional capacity of key actors of Rule of Law and Justice (RoLJ) in Rakhine State. Under Phase Two, capacity building will continue on a larger scale and reach deeper into the population, in part using the mechanisms earlier set up. The work under this Output will have a special emphasis on women's access to local justice mechanisms, ensuring that these mechanisms are sensitive to women's justice issues and foster effective legitimacy, engagement and cooperation with women and other vulnerable groups, including ethnic minorities.

The work under this Output will focus on four key results areas:

- **Enhancing legal awareness and capacities of State justice providers.** It will provide legal skills and training to justice stakeholders on rights awareness among rights holders—including women—and on dialogue between stakeholders. The project will train to judges, prosecutors and lawyers, and V/WTAs on Rule of Law and on the international standards related to the administration of justice, including fair trial, gender and conflict-sensitive mediation, dispute and conflict resolution. This will be done in part using the mobile Rule of Law Center set up under RABP Phase One, using the training curriculum developed then for justice professionals and the performance monitoring mechanism set up to help identify areas for further professional development of justice providers.

- **Supporting Government-community engagement on peoples' justice needs and priorities**. This will include to hold regular meetings between state justice institutions and community leaders through the ROLC and local justice coordination mechanisms to discuss on men's and women's justice needs and priorities to inform policy-making and increase participation and trust. This platform for dialogue will provide justice service-providers, CSOs and communities an opportunity to discuss justice needs and challenges, jointly generate solutions, or refer to higher authorities for decision-making. Support to the Rakhine Coordinating Body for Rule of Law and Justice Affairs will be provided to inform local solutions and policy-related actions policy-making to address communities' justice concerns and channel them to the Union Coordinating Body for Rule of Law and Justice Affairs.
- **Providing communities and people with access to public legal and human rights information, and legal aid to empower women and vulnerable groups to access justice**. Support will be provided to CSOs, NGOs, bar associations and women legal aid providers, to carry out strategic initiatives to increase access to justice for women, survivors of SGBV and other vulnerable groups, through legal advice information, mediation and representation in courts. This support will also be provided through public outreach campaigns in targeted Townships to promote awareness on the rights of women and vulnerable groups so they are more aware of their rights and empowered to demand and receive accessible and equitable legal services. Legal assistance and awareness will be provided on Housing, Land and Property Rights issues, with a focus on women. Further work could be conducted with UNESCO in remote areas to disseminate information on key legal issues through community radios as well as with internally displaced persons on housing, land and property rights. Some of the legal aid could be supported in other conflicted areas.
- **Conducting upstream work at the Union level to support the State level efforts**. The JP will assist justice institutions and civil service reform efforts at Union level to deliver more inclusive and gender-responsive services in Rakhine as well as provide training in dispute resolution and para-legalism.

The ROLJ activities will take a state-wide focus. While the mobile ROLC should be able to reach all areas in Rakhine, its actual outreach will be determined by security conditions, further consultations, and the degree to which the RoLC and virtual activities are able to involve and engage with different communities. The direct beneficiaries for this Output will be formal and informal justice actors at state and Township level (including W/VTA's, police, courts, community leaders). The indirect beneficiaries will be communities in target Townships.

<u>Output 1.3: Target communities and institutions have improved opportunities for gender-responsive community cohesion and strengthened capacities to build peace</u>

Key activity results under this output aim to build the capacities of communities to strengthen trust and reduce conflict, using a process based on quantitative and qualitative assessments and results of a conflict sensitivity assessment which will allow to understand local dynamics of peace and conflict and prioritize the areas of intervention underpinned and complemented by a broader analytical perspective of the structural causes. They will ensure that women and girls actively engage in such processes that specifically address their needs. The capacity gained by local stakeholders to assess local situations, articulate needs, and develop and implement local plans of action will further contribute to giving a voice to women, communities and CSOs in the local participatory planning processes promoted under output 1.1:

- **Developing capacity and supporting the assessment of situations and needs in communities, and preparing local development solutions plans to reduce conflict, build trust, and strengthen cohesion**. Interventions including capacity building for social cohesion will be conducted at the village tract levels complemented by a 'macro' understanding of the multidimensional structural causes of social tensions to identify gender-responsive solutions promoting community cohesion and gender equality, and to articulate how stakeholders and development partners can work together to build trust and reduce conflict. The project will strengthen the capacity of civil society groups to support the identification and implementation of community-level projects giving a central role to women in building trust and reducing tensions within and between villages and village tracts. The JP will draw lessons from Rakhine on proven gender-responsive initiatives that reduce tensions and build trust to inform further initiatives across Rakhine and in other conflicted areas. The project will be linked with upstream work on women-driven community cohesion enablers and processes, highlighting best practices to inform donor policy, and create strategic alliances for policy dialogue and advocacy with Government and development partners. Integrated, conflict sensitive, community-based needs assessment will be conducted with UNHCR in places of potential return and areas where communities remain to identify quick inmpact community-based initiatives.
- **Community-led implementation of the local solutions designed**. The JP will provide communities with financial and technical support to implement the solutions they propose. These solutions could include social cohesion enablers such as: financial inclusion; income generation, micro and small enterprises or relevant livelihood support for women; the restoration or building of disaster resilient community infrastructure and mechanisms; the strengthening of interdependencies between communities (e.g., developing markets, transportation, sporting or multi-purpose community halls, connecting roads, or productive assets); new or enhanced basic services (e.g., health clinics, pre- or primary schools, sanitation facilities); environmental protection and conservation initiatives; disaster risk reduction and management. Community resilience and mutual interdependencies will be strengthened by implementing gender-responsive local solutions that give an equitable role to men and women. Technical expertise will be provided to CSOs and communities to conduct gender-aware assessments and feasibility studies and prepare the cohesion and development projects identified by communities. The JP will then support project implementation. Lessons will be drawn, which will help understand the value of the approach in different context, such as post conflict and early recovery in Central Rakhine, vs. a longer-term approach to local development in South Rakhine.
- **Developing the capacity of government, CSOs and communities** to operate in more conflict-sensitive ways and initiate and promote trust-building and peacebuilding activities. This will deepen and scale up the work initiated under Phase One. Building on existing work, UNDP will undertake direct and training of trainers on conflict sensitivity, social cohesion and peacebuilding for government, CSOs, and NGOs at state, township and village-tract level. This will be linked to the social cohesion work ongoing under TDLG in Rakhine and under the government's Committee for Implementation of the Recommendations on Rakhine. Given the Rakhine context, through a careful approach, UNDP will further strengthen the capacities of individuals, who can work as insider-mediators.

Activities under this Output will be implemented in up to 88 villages in 24 village tracts in conflict-affected areas in continuation of Phase One, and two new village tracts in South and/or Central Rakhine depending on need and access. Their selection will be finalized during the inception phase. The JP will maintain flexibility with regard to geographic targeting, allowing to respond to the needs of conflict and disaster-affected communities including returnees and host- communities as they evolve and as conditions permit. UNDP and UN Women will strive to implement their assistance activities in complementary townships and villages, to achieve maximum impact. Where target locations converge, UNDP and UN Women will aim to undertake joint assessments and joint planning exercises.

In central Rakhine, the programme's community-based work on social cohesion and development will support durable solutions to displacement in line with the government's IDP camp closure strategy. It will uplift the living conditions of IDPs and host communities, and support recovery and resilience-based development initiatives for the benefit of all communities.

Output 1.4. Resilience-based recovery and development activities implemented to support dignified solutions to displacement and the creation of conducive conditions for the sustainable return of refugees and IDPs.

Under this output Quick impact resilience-based recovery and development activities in northern part of Rakhine will support the implementation of dignified solutions to displacement and the creation of conducive conditions for the sustainable return of refugees and IDPs. They will include:

- Supporting assessments on community resilience-building, including through promoting sustainable livelihoods or developing disaster risk reduction plans.
- Supporting participatory planning processes for resilience-based recovery and sustainable development that will benefit all communities in need.
- Implementing initiatives benefiting all communities in potential refugee and IDP return areas to support dignified solutions to displacement through community-based projects aimed at fostering social cohesion, rebuilding trust among communities and re-establishing economic linkages.
- Supporting access to livelihoods through the design and implementation of community-based interventions.
- Improving economic production that can strengthen positive interdependencies between communities in part by promoting agricultural cultivation and livestock production, and by facilitating access to markets.
- Building or rehabilitating community infrastructure, including roads, markets, drainage, irrigation systems, or waste management in labor intensive projects that provide work (and skills) to many in the community, while benefiting all.
- Distributing inputs and tools, supporting livestock rearing and poultry farming at community or household level, providing agricultural extension services to farm seasonal crops or to develop household level gardening.
- Providing seed grants to develop rotating saving and loans programs that would fund the creation of small businesses.

b. Outcome 2

Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.

Activities under this outcome will result in the strengthened agency of women to benefit from and contribute to gender responsive socio-economic development policies and projects, improved institutional capacities to deliver gender-responsive services to women, and a more supportive environment for women to access land and be leaders outside of the household.

Output 2.1: Women and women's groups have enhanced capacities, resources and skills to benefit from and contribute towards gender-responsive policies and programmes on development, humanitarian action and peace in Rakhine.

Increasing the collective voice and power of women is one of the surest strategies for changing adverse gender norms and ensuring women's political and economic participation in the long run. Under this output, UN Women will support female leaders and women's groups to be effective advocates of gender-responsive policies and projects in Rakhine in particular, and in Myanmar more broadly. It will do so by engaging women's groups and female leaders from both Rakhine and Muslim communities to facilitate women's participation in decision making at the local, township and state levels (such as camp coordination management committees, as village administrators, parliamentary committees, and peace processes) and by providing support and training to women's civil society groups on advocacy, leadership, and life skills. Areas where women's groups in Rakhine State could benefit from greater engagement are CEDAW CSO reporting, 16 days of Activism Against Gender-Based Violence, celebrating and campaigning on International Women's Day, and women's electoral engagement and participation.

A stronger understanding of SDG 5 (the gender equality goal) and of the National Strategic Plan for the Advancement of Women (NSPAW) will enable women's groups and female leaders in Rakhine State to better mobilize people and resources around gender equality and women's empowerment. Given that an important part of civil society strengthening is peer-to-peer learning and knowledge exchanges, UN Women will facilitate the dissemination of women empowerment success stories as well as the sharing of learnings and skills among women by drawing on examples from within Myanmar and abroad. Building up an evidence-base to inform strategies on women's advancement is also key to effectively shaping government policy. To this end, UN Women will support the collection of gender-responsive, gender-disaggregated data to inform civil society and government alike in tracking the progress towards achieving SDG 5 and other nationally adopted gender goals.

UN Women will help establish and lead an inter-agency gender mainstreaming working group (GWG) that will use existing gender focal points within the UN and civil society to facilitate the integration of gender in humanitarian action and across the humanitarian to development to peace (HDP) nexus among Rakhine's coordination structures. UN Women will organize training on gender in humanitarian action for members of the GWG as well as other relevant stakeholders from government, the UN, and civil society. UN Women will provide technical support to update the Myanmar Gender Profile for Humanitarian Action, as well as to monitor and report on its implementation. This will facilitate the incorporation of sex-, age- and disability-disaggregated data as well as of gender analysis into joint humanitarian planning documents, assessments, strategies, advocacy, and resource mobilization efforts. It will help develop knowledge on gender in humanitarian action and HDP nexus to support related coordination groups and mechanisms.

Output 2.2: Individual and Institutional capacities of government enhanced at the national, state and local levels for gender-responsive policies and service delivery

Complementing the grassroots focus on women's civil society groups under Output 2.1 is UN Women's institutional focus to assist the Union and Rakhine State governments in improving gender-responsive policymaking and service delivery. The envisaged support under this output extends from national to local level institutional assistance, especially to the Department of Social Welfare (DSW) under the Ministry of Social Welfare, Relief and Resettlement, and the women's committees at the state and township levels. Strengthening the role of these key government institutions will enable a multi-sectoral response to NSPAW implementation in Rakhine State. Efforts will also be made to support key line ministries and departments of Rakhine State to mainstream gender in designing and providing services which are CEDAW-compliant.

A critical component of this support is the facilitation of strategic dialogues between government authorities at national, state and local levels on the one hand, and women's groups on the other, to identify priorities for gender-responsive policies and public services. This interface between civil society and government is expected to bring the voices of women to the fore for policymakers and authorities, ensuring that both policy and service delivery are in tune with the needs and priorities of women on the ground. As essential tools for these strategic interfaces, UN Women will also support the production of gender-responsive research, policy and advocacy briefs, and guidance notes for the operationalization of key national policy instruments. Relevant topics of research as well as for national civil society consultations may include resettlement and rehabilitation, women's land rights, women's access to economic-empowerment initiatives such as technical and vocational education opportunities, ending violence against women and citizenship.

Output 2.3: A supportive environment established to increase women's access to and control over financial resources and new sources of income for promoting their leadership and participation outside household duties.

It is one thing to enable women's voices to be heard by policymakers, but another thing to ensure that women have an enabling environment that allows them to benefit from gender-responsive policies once formulated. A supportive environment for women's empowerment entails concrete opportunities and means for political and economic participation. Under this output, UN women seeks to address the real-life barriers to participation that women face daily in Rakhine State, particularly those related to their economic participation and financial inclusion, as well as the burden of household responsibilities and unpaid care work women shoulder

UN women will work with a range of actors to raise awareness of women's political and economic rights as well as the various barriers to their participation in society to support the nurturing of a supportive and enabling environment for women. The evidence base for understanding these will be strengthened by conducting studies and developing policy briefs and advocacy materials. Community mobilization and outreach will also be conducted, not least with male leaders and youth, to raise awareness about the barriers women face and to facilitate norm change, particularly on the issue of unpaid household and care work and to promote the benefits of women's economic and political empowerment projects to households and the larger community. In addition, community-led mechanisms will be explored to alleviate women's disproportionate burden to carry out household and unpaid care duties.

Given the economic and financial situation faced by women pose critical challenges to the social and political participation of women, a number of activities will focus on addressing the issues of financial inclusion, income diversification, and access to financial services and resources (credit, loans, assets etc.). UN Women will conduct

a mapping of financial inclusion services for women and a feasibility assessment on income diversification with a focus on the most vulnerable women. Partnerships to increase women's access to financial services as well as new sources of income will be formed and training opportunities created for women on business development and entrepreneurship skills based on identified market needs. Training will also be conducted on livelihood skills in climate resilient agriculture and weaving and handicrafts, with a focus on gender-responsive value chain development. Finally, these activities will be complemented and bolstered by technical assistance to the state government with respect to gender-responsive financial inclusion and women's economic empowerment.

c. Support to humanitarian and development coordination

To respond to the state's complex needs, the UN system in Rakhine aims to help develop and implement solutions to the immediate needs and to the root causes of the situation, helping implement the RAC recommendations in line with international norms and standards in a conflict-sensitive manner. From 2020, this assistance will be coordinated by a Senior UN Advisor who will report to UN Resident/Humanitarian Coordinator (UNRC/HC) and provide strategic advice to UN Country Team and to UN Rakhine Theme Group comprised of Yangon-based Heads of UN agencies. The advisor will provide leadership to the UN Area Team in Rakhine, coordinate development activities of UN agencies, and will facilitate the transition from humanitarian to development support, working in close collaboration with UNOCHA and other humanitarian actors. The Advisor will also lead strategic engagement with the RSG and other national and local stakeholders on behalf of the UNRC/HC and the UN Country Team. S/he will ensure regular consultations between UN agencies and donor partners, as well as between UN agencies and civil society counterparts.

Germany's contribution to the Joint Programme will cover the costs associated with the position of the Senior UN Adviser for year one of his/her posting as well as provide supplementary support to the Cooperation Partners Group (CPG).[12]

As the support provided by the Resident Coordinator Office and the CPG contributes to much more than the sole objectives of this joint programme—they serve the entire humanitarian and development community, their results cannot be associated to a single of the project's outcomes or be considered a project output. Their budget is therefore placed in the existing line "Support to CPG and MIMU" as a contribution to the aid coordination infrastrucrure in Rakhine and at the national level.

3.4 Conflict sensitivity and gender responsiveness

The very aim of the joint project is to contribute to reducing conflict in Rakhine over the long term by addressing some of the roots of poverty, underdevelopment, and tensions between communities. Its strategic directions, flexible design and built-in learning processes all contribute to that end:

- The project's strategic focus is aligned with the recommendations of the Rakhine Advisory Commission and with the Framework for UN Support to Rakhine State, both focused on reducing conflict over the long term.
- While the project focuses on roots of underdevelopment and poverty and is inclusive of all groups, it is designed with flexibility to adapt to dynamic situations as tensions will evolve, people will move in and out of Rakhine, and aid agencies will develop complementary responses in the next three years.

[12] The CPG was established in July 2016 as the main coordination mechanism for international cooperation partners in Myanmar, with 78 member agencies at present. See https://www.mm.undp.org/content/myanmar/en/home/projects/cpg.html.

- Both PUNOs are present in Sittwe with a joint office, and have a dedicated team that will coordinate the implementation of the project and its adaptations as needed. This will allow to coordinate activities with other actors to ensure coherent set of interventions and balanced targeting
- The project will be implemented in a participatory manner, engaging local stakeholders at all levels across the state, from communities to government authorities, to civil society and the media. This will ensure transparency in the way its support and resources are allocated, as well as local ownerships of decisions and initiatives that aim to reduce conflict.
- The project will benefit from the joint *Conflict Sensitivity and Gender Responsiveness Review* and the *Conflict Development Analysis* recently finalized for Rakhine, which will be updated as needed. Implementation will be informed by these analyses to ensure that interventions are geared to local contexts and that risks are mitigated, ensuring maximum conflict sensitivity and efficiency of the interventions.
- The project's monitoring, evaluation and learning activities will include mechanisms to assess the changing situations and needs in real time, to regularly take stock of how effectively the project addresses the needs, and to adapt its responses in terms of their nature and scope.
- The preparation of village-level and village-tract level activities will use a *Conflict sensitivity and Gender responsiveness check list* (see Box 1) to ensure the activities panned are informed by conflict and gender needs.
- The project thoroughly vets its implementing partners and vendors to ensure none of the resources from the project can benefit individuals or entity under international sanctions for their roles in the conflict.

Box 1: Conflict sensitivity and Gender responsiveness check list for the JP

The checklist developed by UN-Women will be used to ensure that projects implemented under the joint project are informed by risk and minimize any adverse effect:

- Do we have the necessary updated information about the local context that are relevant for the activity in terms of gender and conflict dynamics?
- Do we have mechanisms and procedures in place for preventing and responding to SGBV, and Sexual Exploitation and Abuse if required?
- Have we consulted equally with women and men, and marginalized communities, on the design of the project activities before roll-out?
- Have we included all the relevant stakeholders, including women and minorities, for this activity?
- Do any of the planned activities risk reinforcing gender stereotypes and gender inequalities rather than attempting to positively transform them?
- For stakeholders not directly included in this activity, do we have a plan to communicate relevant details about the activity so all relevant stakeholders are informed?
- Have we put in place mechanisms to ensure that activity-related decision-making is done by all relevant stakeholders, and that women have been provided with additional support to participate meaningfully in these processes?
- Have we put in place feedback mechanisms for this activity, and ensured that women and minorities have access to these feedback mechanisms?
- Have we considered how our behavior and attitudes in this activity can be perceived by the stakeholders and beneficiaries?

- Have we considered how our (perceived) background, gender or organizational affiliation (which can be visible through car stickers and workshop banners) can come across or generate perceptions regarding our affiliations or intentions?
- Have we considered how the chosen location for the activity can impact upon the ability/willingness of beneficiaries to participate, including specific obstacles to women participation, or generate perceptions regarding our affiliations or intentions?
- Have we considered how the chosen timing for the activity can impact upon the ability/willingness of beneficiaries to participate, including specific obstacles for women, or generate perceptions regarding our affiliations or intentions?
- Have we considered how procurement choices (businesses delivering goods or services) generate perceptions regarding our affiliations or intentions?

3.5 Responding to risks: Risks, assumptions, and mitigation mechanisms

The PUNOs acknowledge the current difficulties and political, programmatic and operational risks to project implementation in Rakhine State. Notwithstanding these risks which may affect and limit the achievement of the joint project's objectives, the costs of inaction outweigh these and the risk and mitigation mechanisms presented in Table 1 will be used to frequently monitor and determine appropriate mitigation responses and will be the basis for discussion with stakeholders. The multi-action joint project then has a built-in degree of flexibility that allows implementing agencies to modify, scale-up or scale-down activities in the face of changes in the operational environment. It follows clear principles that focus on the intended outcomes of social inclusiveness, women empowerment, and community cohesion, but will remain flexible to adapt the activities it supports to needs and an operating environment that are likely to evolve, as well as to lessons learned.

Table 1: Key risks and mitigation mechanisms

Risk	Type	Probability and impact[13]	Mitigation
Insecure political and security environments: The evolving security situation in Rakhine may render project implementation particularly challenging. Project staff safety will need to be considered and may restrict access to some project sites.	Security Political	Probability: 3 Impact: 4	PUNOs will undertake a continuous assessment of the risk context, working closely with the UN Department for Safety and Security. The project will be flexible in planning, implementation and budgeting to allow for mid-stream modifications. PUNOs will maintain dialogue with the State Government and donor to adjust the implementation of activities. PUNOs will sensitize stakeholders on Project. Selection criteria will be carefully formulated in line with Project principles.
Access: Administrative barriers to accessing project sites may be a major impediment to achieving project results: Permits for movement to the field takes two weeks for approval and are only valid for two to three weeks. Restrictions on access to certain areas may also prevent development support from reaching all communities equally.	Access	Probability: 4 Impact: 4	PUNOs will continue to negotiate acess. The dedicated support of the RCO under this joint project, as well as the good relations built with the RSG and local authorities in 2018-2019 in Rakhine should help in negotiating easier access.
Environmental disasters: a large-scale disaster could shift the focus of aid actors towards providing humanitarian relief, reducing attention to resilience building efforts.	Natural	Probability: 3 Impact: 3	Environmental and disaster risk reduction will be mainstreamed into the TDLG process. Community level work will adapt to evolving needs expressed at the local level.
Risk of uneven political will and capacity from RSG to support inclusive and democratic participatory processes at State level, and Union Government's to support decentralization and provide necessary legal and regulatory framework for this to become sustainable over time. Without the genuine and strong support of decision makers and authorities in Rakhine state, the	Political	Probability: 3 Impact: 4	UNDP and UN Women will continue to proactively engage with the RSG at all levels to ensure ownership, and to establish or build upon existing partnerships with local authorities, communities, and UN Country Teams.

[13] 1: Very low– 5: Very high

Risk	Type	Probability and impact[13]	Mitigation
efforts for empowerment of women, mobilization of women's groups and meaningful participation of women leaders will also be challenging.			
Social risks and barriers: If social and cultural attitudes and behaviors towards women's participation cannot be changed within a reasonable timeframe, it may be difficult to achieve the project's goals.	Social	Probability: 3 Impact: 3	UN Women will advocate for the needs, participation and leadership of women in resilience building and showcase their contribution to community resilience.
Funding risks. If another major event happens including a natural disaster or a political crisis, donors may decide to disengage from the project. To successfully promote participatory planning, the TDLG methodology requires that grants be provided to the townships to implement their yearly plan. Funding for these grants is not requested to Canada, and will need to be funded from other sources, with the risk this does not happen.	Financial	Probability: 3 Impact: 4	The project will work closely with the funding partner, informing them on the centrality of their support for the development of Rakhine. The PUNOs will continue to look for further support for the later expansion of the project to other areas.
External influences can negatively impact on social cohesion and trust, including renewed waves of violence.	External	Probability: 3 Impact: 4	Renewed violence could be very detrimental to work at the community level, with little space for the project to intervene, but policy and institutional work should still be able to operate.
Biased media can fuel mistrust and events, even propagating hate speech that would be very detrimental to the work on social cohesion.	Communication	Probability: 3 Impact: 4	The project will emphasize timely communication on its achievements and the publicization of successful stories.

4 Management and coordination arrangements

4.1 Implementation plan

a. Implementation and coordination between PUNOs

As PUNOs, UNDP and UN Women will assume full programmatic and financial accountability for funds that they each receive. PUNOs will use their respective rules and regulations in the implementing process with partners and counterparts.

UNDP will use its Sittwe field office as the Project Management Unit (PMU) to oversee and coordinate the implementation of the JP activities, for which it will recruit a number of dedicated project personnel, including a gender advisor (senior professional category level P-4). UNDP personnel recruited for this JP will be charged as direct project costs, and where relevant cost- shared with other projects. The UNDP Country Office (CO) will provide management, oversight, technical advisory services and operational support to UNDP activities in the joint project. These costs will be recovered and charged as Direct Project Costs (DPC) to the budget. See Figure 3: UNDP Rakhine Area Based Project Structure, p. 76.

UN Women is co-located in UNDP's Sittwe office, from where it will coordinate and oversee the implementation of this JP's activities with technical, management, monitoring and oversight support from the Yangon office, and to a lesser extent from the Regional office in Bangkok. Project staff will provide direct technical and coordination support as well as capacity development and quality assurance support to the key partners, including government and CSOs engaged in the program. The costs related to planning, social mobilization, trainings and meetings will be covered by JP. Short term consultants with specialized expertise will be hired on a need basis to support implementation of the JP activities. UN Women will also collaborate with responsible partners on implementation of specific components of the project, in line with UN Women's rules and regulations. See Figure 4 p.78.

Both agencies will closely work together to liaise and coordinate with local authorities and implementing partners, to organize joint training and capacity building activities when needed, to jointly target and schedule their interventions to be complementary in areas where they both intervene, and to jointly monitor and report on the advancement of the project's work. From 2020, they will be supported in that regard by the Senior Adviser to the Resident Coordinator in Rakhine, as well as by the RCO-based analyst supported by Japan for Rakhine.

b. Partnerships for implementation

The main partners for implementation of the joint project will be the Rakhine State Government at all its levels, civil society organizations, and communities. For UNDP, the State local governance structure will be directly used to implement work on democratic township planning and strengthening of the parliament under Output 1.1. For Output 1.2 and Output 1.3, UNDP will partner with local and international NGOs and CBOs, identified through competitive procurement.

The UNDP Country Office will ensure coordination between this JP and other UNDP projects within Rakhine State and centrally for upstream policy development. It will also coordinate with other projects implemented in Rakhine State through UN Agencies, Fund and Programmes, local and international NGOs and other partners, through existing coordinating structures based in Sittwe and Maungdaw.

UN Women will implement the project in close collaboration with relevant line ministries and departments of the government at Union and State levels, key CSOs and NGO partners. A tentative list of partners is included in the results framework of

this document. Partner selection will be finalized through a transparent and competitive bidding process and capacity assessment in line with UN Women's Rules and Regulations, contingent on award for this joint project.

UN Women will coordinate with UNDP and other relevant UN agencies at Yangon and Rakhine level to ensure coherence and consistent support in line with UNDAF. To avoid duplication, UN Women will link the various components of the work through existing coordination mechanisms, which UN Women chairs or is a member of.

c. Inception phase

The first quarter of the project will be a joint inception phase for both agencies. It will start with a joint stock-taking of the achievements and lessons learned from Phase One funded by Japan. That exercise will help refine targeting mechanisms and the selection of townships and village tracts where to intervene for the first 18 months of this project, ensuring the activities of UNDP and UN Women support one another by working in the same localities where appropriate. It will further allow to revise the project's methodology, based on lessons and good practices drawn from the 2018 experience as well as on any change in the operating environment (e.g., changes in access to different parts of Rakhine, and the possibility of population movements to or within Rakhine). On the basis of these lessons learnt, the team will (i) finalize the project's monitoring and evaluation framework and instruments; (ii) conduct baseline studies to better understand the main areas targeted, provide benchmark data, and help refine targets for the indicators; and (iii) finalize the participatory components of the monitoring system. The inception period will further be used to finalize the hiring of team members needed for the project, and socialize them to the intents, methods, and tools of the joint approach. Finally, it will be used to launch the process of building social cohesion with participatory analyses that will be started in selected locations, as part of activities under Output 1.3.[14]

d. Joint project governance structure

The proposed governance structure for this joint project will additionally include the following bodies and responsibilities:

The existing Steering Committee (SC) for RABP Phase One will be expanded to include Canada and Germany. It will provide the JP with strategic direction and guidance to ensure that its objectives are met, progress is achieved against targets, and risks and issues are adequately addressed through management actions. The Ministry of Social Welfare, Relief and Resettlement will be the focal ministry for the programmes and co-chair of the SC, together with the UN Resident Coordinator, or delegated representative. The SC is composed of the UN Resident Coordinator in the role of Senior Executive, UNDP Country Director, UN Women Country Representative, the Rakhine State Government in the role of Senior Beneficiary, and Donors (Canada and Germany, with Japan as an observer) in the role of Senior Supplier(s). Decision-making is done through consensus of the members of the Steering Committee present at a duly convened meeting of the board. The Steering Committee will meet biannually and as additionally needed throughout the period of this joint project.

Both UNDP CO and UN Women Project Office in Myanmar will provide project assurance (with oversight and management from the UN Women Regional Office for Asia and the Pacific with respect to UN Women), in support of the Steering Committee, by carrying out objective and independent project oversight and

[14] Although some activities related to social cohesion were implemented under Phase One, they were only secondary to its livelihoods development output; they laid the foundations for this Canada-funded phase.

monitoring functions, ensuring that the JP contributes effectively to the UNDP Country Programme and UN Women Strategic Note/Annual Work Plans' objectives, that the joint project remains relevant and meets quality standards, that appropriate project management milestones are managed and completed, and that the project is implemented in compliance with corporate and government rules and regulations.

e. Ownership of equipment, supplies and other property

Ownership of equipment, supplies and other property financed from the project shall vest in the PUNOs undertaking the activities. The transfer of ownership by the PUNO shall be determined in accordance with its own applicable policies and procedures.

4.2 Partners and counterparts

a. Government

At the Union level: Ministry of Planning and Finance; General Administration Department; Union Attorney General's Office; Department of Disaster Management; Ministry of Social Welfare, Relief and Resettlement; Ministry of Natural Resources and Environmental Conservation.

At the State and Township level: General Administrations Department (GAD) Ward and Village Tract Administrators; Township Plan Formulation and Implementation Committees; Department of Disaster Management; Department of Social Welfare, Relief and Resettlement; Rakhine State Parliament; and relevant UEHRD task forces.

b. Civil society and other partners

UNDP and UN Women will work directly with government to strengthen gender mainstreaming capacity while the community-based activities will be implemented by civil society partners. Civil Society Organizations working in and on Rakhine state with a focus on women and gender equality will then be both implementing partners of community-level work, and beneficiaries of institutional strengthening. For UN Women, CSOs are a key constituency and one of the outputs (Output 2.1) is dedicated to working with women-led CSOs, with whom activities on gender equality and women's empowerment will be carried out at the local, township, state and union levels. The communities benefitting from the impacts of the project will be considered as both beneficiaries and partners, since they will be directly involved in implementing some of the development solutions that will be decided through the participatory planning process facilitated by part of the project.

4.3 Coordination with other partners and projects in Rakhine

Activities will be implemented in coordination with GoM, including relevant line ministries, the RSG, and where relevant, with the UEHRD. The project will partner with other UN agencies and projects working in Rakhine on issues related to governance, women empowerment, local development and poverty reduction. This will include FAO, UNEP, UNFPA, UNHCR, UNICEF, UNOPS, WFP, and GoM's *National Community-Driven Development Project* supported by the World Bank. It will coordinate activities with them through existing platforms (e.g., under the *Livelihood and Food Security Trusts Fund*, LIFT) to reduce duplication of efforts and develop synergies. UNDP will continue to run the Development Coordination Group it chairs in Rakhine and to support the work of the Cooperation Partners' Group for Rakhine.

The RCO Senior Advisor will represent the UN Resident/Humanitarian coordinator and provide strategic advice to UN Country Team and to UN Rakhine Theme Group, helping coordinate the development activities of UN agencies, and, working in close collaboration with UNOCHA and other humanitarian actors, facilitate smooth and

seamless transition from humanitarian to development support. The Advisor will lead strategic engagement between UN agencies, government, civil society and donors.

4.4 Prevention of sexual exploitation and abuse

The UN has a zero-tolerance policy for sexual exploitation and abuse. UNDP and UN Women adhere to the Secretary General's bulletin on sexual exploitation and abuse (ST/SGB/2003/13), which prohibits anyone working for the UN from (i) having sexual activity with a person under the age of 18; (ii) exchanging sex for money, food, employment, goods, or assistance; or (iii) using a child or adult to procure sex for others. Both agencies investigate all allegations of misconduct by their personnel or implementing partner and an allegation is substantiated, pursue disciplinary or other action against the perpetrator. That policy applies to UN staff, as well as to contractors. All receive training and formally confirm that they understand what is outlined in this bulletin. In addition, as per their contract, implementing partners must comply with the "United Nations Protocol on Allegations of Sexual Exploitation and Abuse Involving Implementing Partners". A joint training will be led by UN Women to train all of the JP's implementing partners to understand, adhere and implement that protocol. Comprehensive resources are available at https://www.un.org/preventing-sexual-exploitation-and-abuse/.

4.5 Communication and visibility

Over the course of the project, UNDP will prepare knowledge products based on the lessons drawn under output 1.1 and 1.3 that will feed reflection on scaling up successful approach in Rakhine, and possibly other parts of Myanmar. UNDP will also proactively facilitate knowledge-sharing through events at national and sub-national level. The project's activities and results will be communicated through tools and media available to UNDP in-country and globally, including communities of practice, and social media. UNDP will also use its global network to garner a knowledge and practice base of comparative experiences in the region on these areas of work.

The project will include a strong information and communication component, with innovative activities specifically designed to communicate the results of the partnership among Myanmar, donors and various stakeholders. Communication and visibility activities will be carried out in consultation and cooperation with partners, as well as the leaders and officials of the beneficiary communities. The reporting process to Canada will include an update on the communications activities as well as providing samples of the communications materials produced under the project.

UN Women's communication will use creative mechanisms such as learning fairs, community theatre, and community-level events to promote dialogues and share experiences; field visits; printed promotional materials; knowledge products; press releases; photo and video documentation; success stories documentation; and a project-branded social media account to promote direct interactions among the beneficiaries and stakeholders and to share experiences and human stories.

5 Fund management arrangements

5.1 Fund management

The programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the programme through the AA. Each participating UN organization receiving funds through the pass-through would have to sign a standardized Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant to the Administrative Arrangement. This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest.
- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Programme Document.

The Participating UN Organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.
- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organization will deduct 7% as overhead costs of the total allocation received for the agency.

The MPTF Office will charge administrative agent fee of one per cent (1%) of the total contributions made to the Joint Programme.

The Convening Agency will consolidate narrative reports provided by the Participating United Nations Organizations. As per the MoU:

- Annual narrative progress report and the final narrative report, to be provided no later than three months (31 March) after the end of the calendar year.

The MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the Convening Agency and the financial statements/ reports submitted by each of the Participating UN Organizations in accordance with the timetable established in the MoU;
- Provide those consolidated reports to each donor that has contributed to the Joint Programme Account, as well as the Steering Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Steering Committee and Participating Organizations with:
  - Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
  - Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

Budget Preparation - The Convening Agency will prepare an aggregated/consolidated budget, showing the budget components of each participating UN organization.

Accounting - Each UN organization will account for the income received to fund its programme components in accordance with its financial regulations and rules.

Admin Fees and Indirect Costs

- **Administrative Agent:** The AA (UNDP) shall be entitled to allocate one percent (1%) of the amount contributed by the donor, for its costs of performing the AA's functions.
- **Participating UN Organizations:** Each UN organization participating in the joint programme will recover indirect costs in accordance with its financial regulations and rules and as documented in the Memorandum of Understanding signed with the AA.

Interest on funds - Interest will be administered in accordance with the financial regulations and rules of each UN organization and as documented in the Standard Administrative Arrangement signed with the donor.

5.2 Accounting and audit

Each PUNO will account for the income received to fund its project outputs and will be responsible for auditing the outputs of the project for which it is it is responsible, in accordance with existing UN rules, regulations, and procedures. Audit opinions and recommendations of the individual PUNO's will be communicated to the SC.

5.3 Transfer of cash to national implementing partners

The UN system in Myanmar uses a set of due diligence mechanisms to ensure that the resources transferred to implementing partners and vendors are used for their intended purpose. The basis for all resource transfers to an implementing partner will be detailed in the work plans, agreed between the implementing partners and participating UN organizations. To ensure proper use of funding while enabling timely disbursement, the project will use the Harmonized Approach to Cash Transfers (HACT) framework that ensures the proper use of financial resources and is used worldwide by the UN, including in conflict and fragile settings contexts (http://procurement-notices.undp.org/view_file.cfm?doc_id=130785).

The project will work at the community, village tract, township, and state levels. In the last three levels, some funds will be paid to individual government employees in the form of per diem if and when they need to travel and stay overnight away from their home-base for the purpose of the project. However, there will be no transfer of funds to any government body and the project will minimize payment to individuals, by directly paying for the costs of events or providing contributions in kind where relevant (e.g., for some ICT equipment to strengthen the work of parliament).The UN further vets all its implementing partners and vendors against individuals under sanctions using the *Consolidated United Nations Security Council Sanctions List* https://www.un.org/sc/suborg/en/sanctions/un-sc-consolidated-list as well as World Bank's listing of ineligible firms and individuals due to fraud and corruption http://web.worldbank.org/external/default/main?theSitePK=84266&contentMDK=64069844&menuPK=116730&pagePK=64148989&piPK=64148984.

6 Monitoring, evaluation and reporting

A detailed monitoring and evaluation methodology along with relevant tools has been prepared for the joint project in March 2019.

6.1 Monitoring

Table 2 summarizes the performance measurement framework for the joint project, including monitoring activities that the PUNOs and their partners will undertake in coordination with government departments, and their timing. It is coherent with the agencies' overall monitoring of achievements towards their CPD and strategic plan's objectives. All organizations involved (PUNOs, subnational government partners and implementing partners) will be responsible for data collection, and for providing timely and quality inputs. A baseline assessment covering all of the project's main areas of intervention will be conducted during the first quarter of its implementation. It will provide benchmarks data for indicators to later compare against. The project will be monitored through the following activities:

Tracking results progress: On a semi-annual basis (or as required per indicator), progress data against results indicators in the results framework will be collected and analyzed to assess the progress of the joint project in achieving the agreed outputs. Results will inform management decisions and slower than expected progress will be addressed by the project's management.

Monitoring and managing risk: On a quarterly basis, the PMU will identify and monitor specific risks that may threaten the achievement of the JP's intended results and maintain a log keeping track of the risk identified and the actions taken. This will include monitoring measures and plans that may have been required as per the UNDP *Social and Environmental Standards*. Financial risks will be managed in accordance with the HACT protocols and UNDP's audit policy.

Learning: Knowledge, good practices and lessons will be captured as presented in the project's output description and in the results framework, as well as actively sourced from other projects and partners. They will inform management decisions and strategic directions for the JP to best achieve its objectives. The project will further support the development of Rakhine's Cooperation Partners' Group a platform linking local in international development partners to document, exchange and apply best practices in promoting community cohesion, and the Myanmar Management Information Unit (MIMU).

Assuring quality: The quality of the joint project will be assessed annually against UNDP's quality standards to identify its strengths and weaknesses and to inform management decision to improve performance.

Reviewing and making course corrections: At least once a year, an internal review of data and evidence from all monitoring actions will be conducted to inform decision making. Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.

Project reporting: Bi annually, and at the end of the joint project, a progress report will be presented to the JP Board and key stakeholders, consisting of progress data showing the results achieved against annual targets at the output level, the annual JP quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.

Table 2: Joint project monitoring framework

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women in Rakhine State					
	Outcome indicator J.1.A # of government development plans, at national sub-national level, formulated with UNDP support based on the following principles of the 2030 Agenda and the SDGs: use of data, inclusive participation, cross-sectoral coordination Baselines: Township: 0 (2019) Target Township: 5 (2022)	Annual survey	Review of project documents; government records	UNDP Officers	
	Outcome indicator J.1.B % of trained government participants who successfully apply the knowledge and skills on social cohesion and conflict sensitivity gained from training initiatives into their work (per sex). Baseline: 0 (2019) Target: 60% (2022)	Annual learning workshop report	Review of project documents; Survey, using questionnaire (annually)	UNDP Officers	
Output 1.1: Local governance institutions strengthened for inclusive, accountable, and responsive public service delivery that better meets the priorities and needs of local communities	Indicator 1.1.1: Number of supported townships which meet set criteria to perform participatory planning effectively (functionality index) Baseline: All supported townships start at Level 1 (April 2019) Target: Out of 5 townships all 5 meet: • level 3 across 4 function (March 2020) • level 4 across 4 function (March 2021) • level 5 across 4 function (March 2022)	Bi-annually	Planning workshop attendance sheet, planning workshop report, Procurement Guidelines checklist, Monthly situational report, PFM standards checklist	UNDP officers	A: RSG supports efforts to strengthen township planning

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
	Indicator 1.1.2: Number of supported townships in which at least five social accountability mechanisms are used. Baseline: 0 (April 2019) Target: Out of 5 supported townships: • 3 use at least five social accountability mechanisms effectively (March 2020) • 4 use at least five social accountability mechanisms effectively (March 2021) • all 5 use at least five social accountability mechanisms effectively (March 2022)	Annually	Social accountability mechanisms checklist	UNDP officers	A: Strong community engagement in township planning
	Indicator 1.1.3: Number of supported townships where projects meet minimum benchmarks as per Procurement Guidelines. Baseline: 0 (April 2019) Target: Out of 5 supported townships: • 3 partially comply with criteria (March 2020) • 3 fully comply with criteria(March 2021) • 5 fully comply with criteria (March 2022)	List of Members of TRVC and QAVC; Quarterly progress report, Tender documents, Picture of public tender notice, TRAC report	Review of relevant documents (Semiannual and annual) – assess following TDLG method	UNDP officers	A: RSG supports efforts to strengthen township planning
	Indicator 1.1.4: % of parliamentary committee reports on policy inquiries with recommendations that receive government response. Baseline: No policy inquiries completed (April 2019) Target: of all completed policy inquiries in Rakhine State, • 10% (March 2020) • 20% (March 2021)	Hluttaws	Review of Hluttaws records (yearly)	UNDP officers	

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
	• 40% (March 2022)				
	Indicator 1.1.5: % of parliamentary committee inquiries that integrate gender and diversity analysis (different degree of compliance - partial vs. full integration into all stages of inquiry process). Baseline: 0 (April 2019) Target: of policy and bill inquiries in Rakhine State: • Partial integration in 20% and full integration in 10% (March 2020) • Partial integration in 40% and full integration in 20% (March 2021) • Partial integration in 50% and full integration in 30% (March 2022)	Hluttaws	Review of Hluttaws records (yearly)	UNDP officers	A: Hluttaw's commitment to gender inclusion
	Indicator 1.1.6: Level to which the Hluttaw manages plenary and committee documents electronically and publishing these documents on their websites Baseline: 0 (April 2019) Target: • Level 1: Backup server, Intranet infrastructure and ICT governance structure in place in Rakhine Hluttaw – March 2020 • Level 2: Intranet working and modules for plenary and committee systems launched – March 2021 • Level 3: Website linked to intranet developed and regularly updated by Hluttaws – March 2022	Hluttaws	Review of Hluttaws records (yearly)	UNDP officers	

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
	• Level 4: Plenary and committee documents are regularly published on the Hluttaw website – March 2022				
	Indicator 1.1.7: Number of MPs applying a systematic approach in representing constituents in an inclusive manner Baseline: 0 (April 2019) Target: • Level 1: Union Hluttaw administrations provide official data for use in constituency work for all townships in Myanmar (All 17 Rakhine townships) (March 2020) • Level 2: Constituency work professional development is delivered to MPs, introducing use of official data, and a case management approach to constituency work (March 2021) • Level 3: MPs apply a case management approach to solve constituent problems; MPs use official data to identify priorities for constituency development and advocate at the Hluttaw for the interests of their constituents (March 2022)	Hluttaws	Twice in project period through case studies	UNDP officers	
Output 1.2: Values, skills, and knowledge of local communities and justice actors enhanced to uphold human rights, promote gender equality, and improve	Indicator 1.2.1: Number of government officials trained by UNDP on rule of law, GBV and human rights Baseline: 95 (April 2019) Target: [cumulative] • 110 (March 2020) • 130 (March 2021)	Trainings reports	Review of training reports (quarterly)	UNDP officers; CSOs partners	R: Travel restrictions or authorizations as well as seasonal rains prevent/ or disrupt outreach. Heightened inter-communal tensions reduce access to sites.

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
access to justice for women	• 150 (March 2022)				
	Indicator 1.2.2: % of men and women trained who show an increased understanding of RoL, SGBV, gender equality and women's rights, and barriers to women's access to justice Baseline: N/A (April 2019) Target: • 60% (March 2020) • 65% (March 2021) • 70% (March 2022)	Training feedback reports (pre- and post- training assessments) participants, lists, community feedback reports, service provider mapping report	Review of training reports and documentation (quarterly)	UNDP officers; CSOs partners	R: Travel restrictions or authorizations as well as seasonal rains prevent/ or disrupt outreach.
	Indicator 1.2.3: Number of women, girls, and other vulnerable individuals benefiting from legal information, counselling and/or representation Baseline: 200 (April 2019) Target: [cumulative] • 3000 (March 2020) • 6000 (March 2021) • 9000 (March 2022)	CSOs and legal aid providers' records; Rule of Law Centers referral reports; UNDP progress reports	Review of reports (quarterly)	UNDP officers; CSOs partners	R: Women may be prevented from travelling to courts for final justice outcomes, affecting data collection outcomes
	Indicator 1.2.4: Number of actions/initiatives jointly developed by communities and local government actors to address women's justice issues and women rights Baseline: 2 (April 2019) Target: [cumulative] • 4 (March 2020) • 6 (March 2021) • 8 (March 2022)	Meeting minutes of Rakhine Coordinating Body for Rule of Law Centers and Justice Sector	Review of minutes (quarterly)	UNDP officers; CSOs partners	R: Escalation of conflict prevents effective partnership with Rakhine Coordinating Body for RoLC and Justice Sector Affairs / authorizations prevent, delay or disrupt outreach events

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
	Indicator 1.2.5: Number of government / land administration bodies strengthened to deal with housing, land and property cases Baseline: 0 (April 2019) Target: [cumulative] • 2 (March 2020) • 4 (March 2021) • 8 (March 2022)	Trainings reports	Review of training reports (quarterly)	UNDP officers; CSOs partners	R: Escalation of conflict prevents effective partnership with Rakhine Coordinating Body for RoLC and Justice Sector Affairs / authorizations prevent, delay or disrupt outreach events
Output 1.3: Target communities and institutions have improved opportunities for gender-responsive community cohesion and strengthened capacities to build peace	Indicator 1.3.1: % of community members reporting increased trust between ethnic groups after the introduction of inter-village/village tract activities Baseline: 0 (April 2019) Target: 50% (March 2022)	Project reports; partners' reports	Review of reports (bi-annually)	UNDP	A: Communities are prepared to engage in inter-community activities. Strong support from Government for inter-community activities.
	Indicator 1.3.2: % of targeted stakeholders reporting increasing in awareness on conflict sensitivity and peacebuilding Baseline: 0 (April 2019) Target: 60% (March 2022)	Project reports; partners' reports	Review of reports (bi-annually)	UNDP	A: The JP's timeframe allows for the measurement of results
	Indicator 1.3.3: % of community-led cohesion projects implemented assessed by communities as successful in building trust and reducing conflict Baseline: 0 (April 2019) Target: 75% (March 2022)	Project reports; partners' reports	Review of reports (bi-annually)	UNDP	A: The JP's timeframe allows for the measurement of results
	Indicator 1.3.4: # of lessons-learned case studies produced with communities used to replicate successful approaches.	Case studies	Review of case studies produced (annually)	UNDP	A: Capacity available to produce meaningful case studies

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
	Baseline: 0 (April 2019) Target: 10 (March 2022)				
Output 1.4. Resilience-based recovery and development activities implemented to support dignified solutions to displacement and the creation of conducive conditions for the sustainable return of refugees and IDPs.	Indicator 1.4.1: Number of persons accessing new infrastructure, disaggregated by gender. Baseline: N/A (April 2019) Target: 10,000 (March 2020) [direct +indirect]	Project reports; Partner reports	Review of reports (bi-annually)	UNDP	A: Security environment allows for communities to participate in cash- for-work schemes
	Indicator 1.4.2: % of beneficiaries in target communities reporting increased household income after receiving program support. Baseline: N/A (April 2019) Target: 6,000 (March 2020) [direct +indirect]	Project reports; Partner reports	Review of reports (bi-annually)	UNDP	A: Men and women participate and benefit from cash-for- work schemes
Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.					
	Outcome Indicator 2.1: Number of women who have enhanced capacities and skills to contribute to gender-responsive policies and projects in Rakhine State. Baseline: 63 women Target: 4,563 women				
	Outcome Indicator 2.2: Number of women who have increased access and control over financial resources and new sources of income in Rakhine State. Baseline: 2495 Target: 4342 women				

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
Output 2.1: Women and women's groups have enhanced capacities, resources and skills to benefit from and contribute towards gender-responsive policies and programmes on development, humanitarian action and peace in Rakhine.	Indicator C2.1.1: Number of women leaders, groups, networks and CSOs trained by UN Women to engage in gender responsive policies and programming. Baseline: 63 women leaders, 16 women's groups, networks and CSOs; Target: 4,563 women leaders; 40 women's groups, networks and CSOs	Training records/participants list; Capacity assessment reports; Baseline and end line assessment	Surveys with questionnaires (annually; at the end line)	UN Women; Officer; Partner organizations & CSOs	A: Government remains committed to women's economic empowerment / gender equality; Women's groups are willing, able and interested in advocacy and engaging
	Indicator C2.1.2: Number of consultations, dialogues and events for knowledge sharing organized Baseline:120 consultations, dialogues and events Target: 550 consultations, dialogues and events	Knowledge sharing events reports Training records/participants list; Capacity assessment reports; Baseline and end line assessment	Monthly and quarterlySurveys with questionnaires (annually; at the end line)	UN Women; Officer; Partner organizations & CSOs	A: CSOs, government and other stakeholders willing, able and interested sharing knowledge and learning A: Government remains committed to women's economic empowerment / gender equality; Women's groups are willing, able and interested in advocacy and engaging
	Indicator C2.1.3: Number of gender knowledge and information products developed by UN Women through the inter-agency gender mainstreaming working group and circulated to the Humanitarian Country Team, Rakhine Coordination Group, and Inter-Cluster Coordination Group	Knowledge sharing events reports	Monthly and quarterly	UN Women; Officer; Partner organizations	A: CSOs, government and other stakeholders willing, able and interested sharing knowledge and learning

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
	Baseline: 1 gender knowledge and information product Target: 3 gender knowledge and information products				
	Indicator C2.1.4: Number of people who received training on gender in humanitarian action including members of inter-agency gender mainstreaming working group, and other Government, UN, INGO, NGO, CSO and other humanitarian/HDP actors in Rakhine State, including women's CSOs, networks and groups Baseline: Approx. 40 people (one GiHA training conducted in 2018 in Sittwe) Target: 100				
Output 2.2: Institutional capacities of government enhanced at the national, state and local levels for gender-responsive policies and service delivery.	Indicator C.2.2.1: Number of key policy and planning documents with substantive reference to gender equality & women empowerment Baseline: 12 key policy and planning documents Target: 20 key policy and planning documents	Policies, plans, circulars and other relevant planning documents	Surveys with questionnaires (annually; at the end line)	UN Women officers; Government	A: Government willing to accept technical assistance for gender responsive plans & projects
	Indicator C.2.2.2: Number of informal and formal institutional mechanisms that actively engages women's groups, leaders and relevant government departments in dialogue to inform policymaking and public service delivery Baseline: 5 Target: 10	Pre-and-post training assessment reports; Meeting minutes and/or records of meetings	Quarterly and end line survey with questionnaires	UN Women Officers; Partner organizations, CSOs	A: Local women's groups are willing to dialogue with government and the government is open to engage with CSOs

Expected Results	Indicators	Means of verification	Collection methods	Responsibilities	Risks & assumptions
Output 2.3: A supportive environment established to increase women's access to and control over financial resources and new sources of income for promoting their leadership and participation outside household duties.	Indicator C2.3.1: Number of women with increased knowledge on solutions to addressing barriers they face, including through ICT innovation, business development and entrepreneurship. Baseline: 416 Target: 1,200	Training assessment reports; Baseline and end line assessment	Pre-and-post training; at baseline and end line	UN Women Officers; Partner organizations	A: Women in Rakhine wish to access greater financial services, and will make positive use of increased resources
	Indicator C.2.3.2: Number of partnerships formed to enhance women's access to financial services, resources and business opportunities Baseline: 0 Target: 3	Training assessment reports; Baseline and end line assessment	Pre-and-post training; at baseline and end line	UN Women Officers; Partner organizations their sources of income	A: Women in Rakhine State wish to diversify

6.2 Evaluation

Baseline: During the JP's first quarter, an initial set of consultations will be undertaken to (i) finalize the indicators' baseline values and refine their targets if needed; and (ii) confirm and or refine the selection of village tracts where the cohesion building activities will be undertaken in light of the latest needs and constraints, including activities undertaken by other aid partners. This will make best use of on-going assessments conducted by different humanitarian and development partners in Rakhine. A review of the literature and of the lessons learned from previous pilot community-based programs in Myanmar will also help produce clear direction for the participatory research and objectives of the learning products that the project will support.

Regular stocktaking: Aside from the monitoring activities presented earlier, quarterly and annual progress reports will be produced following the outline presented in Figure 2 p. 52. An external mid-term evaluation should also be undertaken to take stock of progress, achievements and challenges, and provide an outside assessment on how the joint project is faring and should be—or not—adjusted in its second half

Project reviews: The joint project's Board will hold annual reviews to assess the performance of the joint project and review the multi-year workplan to ensure realistic budgeting over the life of the project. Quality concerns or slower than expected progress will be discussed and management actions agreed to address the issues identified. In the final year, the Board will hold an end-of project review to capture lessons learned and discuss opportunities for scaling up, and to socialize the joint project's results and lessons learned with relevant audiences.

Impact evaluation: A project evaluation will be conducted 12 months after the JP's end to measure the impacts and sustainability of its achievements.

6.3 Reporting

a. Narrative reports

UNDP and UN Women will prepare a consolidated narrative reports and each will provide certified financial reports. UNDP will be assigned responsibility for the preparation of a consolidated narrative and financial report to the Steering Committee. Each PUNO will provide the UNDP with the following narrative reports prepared in accordance with the reporting procedures applicable to the PUNO concerned. The PUNOs will use the accepted UNDG format (Figure 2).

Biannual narrative progress updates will be provided no later than one month after the end of each six-month period based on the calendar year (the first update will be provided in July 2019). Annual narrative progress reports will be provided no later than four months after the end of the project calendar year. Reports will use the agreed indicators to track progress towards the completion of activities and outputs, and the achievement of JP outcomes. They will also include lessons learned, assess challenges and recommend specific management actions to mitigate them. Baseline indicator values will be validated during the inception phase and adjusted where necessary, in order to ensure that results can be accurately assessed.

Figure 2: Annual reporting template

The embedded document provides UNDG's agreed template for annual reporting under a joint project. It will be used by both PUNOs. If agreed with Canada, the biannual reports can be simplified versions of the same, focusing on the narrative part.	Generic Annual Narrative

b. Financial reports

Each PUNO will provide financial statements and reports prepared in accordance with their individual accounting and reporting procedures; the PUNOs will endeavor to harmonize their reporting formats to the extent possible: (i) Annual financial report as of 31 December with respect to the funds disbursed to it from the Project Account, to be provided no later than four months after the end of the calendar year; and certified final financial statements and final financial reports after the completion of the activities in the JP Document, including the final year of the activities in the JP Document, to be provided no later than six months after the end of the calendar year in which the financial closure of the activities in the JP Document occurs, or according to the time period specified in the financial regulations and rules of the PUNO, whichever is earlier. UNDP will prepare consolidated narrative progress and financial reports based on the reports provided, and will provide these consolidated reports to each donor that has contributed to the Project, as well as the Steering Committee.

7 Legal context or basis of relationship

Each agency's activities under this Joint Project will be governed by the agency's legal agreements with the Government of Myanmar as per Table 3.

Table 3: Basis of relationship between PUNOs and the Government of Myanmar

PUNO	Agreement
UNDP	This Joint Project Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Myanmar and the United Nations Development Programme, signed by the parties on 17th September 1987.
UN Women	This Joint Project Document shall be guided by Standard Basic Assistance Agreement signed between UN Women and the Government of the Republic of Myanmar No 31 16/01/2016(2182).

The following provision will be included in all sub-contracts or sub-agreements entered into under this project document:

> *The Implementing Partners/Executing Agency agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Project are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via https://www.un.org/sc/suborg/en/sanctions/un-sc-consolidated-list*

8 Work plans and budgets

Overall workplan and budget 2019-2021

Table 4 presents the results to be achieved within the joint project and the responsible implementing partners, timeframes and planned resources needed. A detailed workplan with activities per quarter and accompanying detailed budget will be prepared for the first 18 months of the project during its inception phase. A revised work plan and budget will be produced subsequent to the decisions of the annual reviews. The new work plan will be approved in writing by the Steering Committee. Any substantive change in the JP scope or change in financial allocations will require revision of the JP document and signature of all parties involved.

8.1 Overall workplan and budget 2019-2021

Table 4: Rakhine Area-Based Programme Joint Workplan (Apr 2019 – Sep 2020)

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women in Rakhine State									
Output 1.1: Local governance institutions strengthened for inclusive, accountable, and responsive public service delivery that better meets the priorities and needs of local communities									
	Skills on evidence-based data usage and analysis strengthened, for instance to prepare township situational analysis	• Grant Manual training • Township planning workshops • On-the-job coaching	UNDP; RSG	X	X	X	X	X	X
	Annual township planning processes facilitated by Township Planning Implementation Committee in a democratic, participatory and inclusive manner		UNDP; RSG	X	X	X	X	X	X
	Greater transparency and social accountability mechanisms introduced	• Budget presentation to S/R Gov and public	UNDP; RSG	X	X	X	X	X	X
	Public Financial Management, procurement and oversight mechanisms strengthened at township and state levels	• Workshops and trainings on PFM and procurement, local governance/ decentralization for TPIC • On-the-job coaching on grant execution	UNDP; RSG	X	X	X	X	X	X
	Dialogue on decentralization policy and institutional local governance reforms informed by technical support and research		UNDP; RSG	X	X	X	X	X	X
	Female 10-household leaders and W/VTAs empowered and trained to leadership	• Facilitated workshops and peer-to-peer exchange forums	UNDP; RSG	X	X	X	X	X	X
	Plenary able to function as forum for debate, building on mechanisms for inclusive scheduling	• Calendar updated	UNDP; RSG	X	X	X	X	X	X

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
	of business and routine review of Rules of Procedure	• Mechanism for advice on business and procedure review designed • Set up ICT manager network • Support put in place ICT governance structures and plans • Support review of information management policies • Support building intranet							
	Hluttaw committees conduct routine inquiries on important issues for more effective legislative and oversight work, involving the public in decision-making	• Pilot inquiry in Rakhine State Hluttaw • Staff capacity-building for inquiry support • Leadership seminars	UNDP; RSG			X	X	X	X
	Hluttaw has effective evidence-based processes for reviewing budgets and overseeing government expenditure	• Support to budget review for FY2020/21	UNDP; RSG			X	X		
	Hluttaw members have skills and access to quality data to effectively represent their constituents, including women	• Constituency development programme • Skills training on RoL local governance and other topics	UNDP; RSG	X	X	X	X		
	Hluttaw's administration conducts public outreach and education to constituents and provides quality services to MPs in line with	• Rakhine State Hluttaw outreach plan • Constituency profiles	UNDP; RSG		X	X	X		

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
	priorities established by the Hluttaw strategic plan								
Output 1.2: Values, skills, and knowledge of local communities and justice actors enhanced to uphold human rights, promote gender equality, and improve access to justice for women									
	Legal skills and training provided to justice stakeholders on rights awareness among rights holders—including women—and on dialogue between stakeholders, building on the concepts of and lessons from the Rule of Law Centers	• Training of law officers/ court staff/ judiial officers/community members and local leaders.	UNDP; CSOs	X	X	X	X		
	Dialogue promoted among government and communities on men's and women's justice needs and priorities to inform policy-making and increase participation and trust	• Meetings of the ROL Coordinating Body • System/database developed for categorizing complaints • Increased capacity of RCBs on community engagement and dialogue • RCBs implement identified activities in their Standard Operating Procedures and Annual Work Plan to achieve the UCB Strategic Goals	UNDP; ROL-CB; CSOs	X	X	X	X		
	Rights of women and vulnerable groups promoted so they are more aware of their rights and empowered to demand and receive accessible and equitable legal services while participating in local justice and decision-making mechanisms	• CSOs deliver human rights and legal awareness training • Legal aid providers deliver free legal advice & counselling	UNDP; CSOs	X	X	X	X		

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		• 24-hour GBV & HLP advice hotlines							
	Legal assistance and awareness provided on Housing, Land and Property Rights issues, with a focus on women	• CSOs deliver training on key HLP related laws and land administration processes • Legal aid providers deliver free legal advice & counselling • 24-hour HLP advice hotline	UNDP; CSOs	X	X	X	X		
	Women's access to justice strengthened, including in relation to sexual and gender-based violence	• Legal awareness, free legal aid provision on SGBV, 24-hour advice hotline • 100 case analysis of women's A2J and fair trials • Women's Access to Justice Seminar	UNDP; CSOs	X	X	X	X		
	Justice institutions and civil service reform efforts supported at Union level to deliver more inclusive and gender-responsive services in Rakhine	• Multi-stakeholder workshop on A2J and Fair Trials	UNDP; CSOs		X	X			
	Training provided in dispute resolution and para-legalism at Union level	• Training of paralegals • Monthly paralegal network meetings • Paralegal Forum • Training of VTAs on dispute resolution	UNDP; CSOs; GAD	X	X	X	X		

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
Output 1.3: Target communities and institutions have improved opportunities for gender-responsive community cohesion and strengthened capacities to build peace									
	Women and girls actively engaged in community cohesion and conflict resilience processes, which specifically address their needs								
	- Interventions such as Participatory Analysis and Problem Solving (PAPS), community dialogue, and capacity building for social cohesion help identify community-driven, gender-responsive solutions promoting community cohesion and gender equality	• Undertake quantitative and qualitative needs assessments of project locations to identify on entry points for social ohesion, gender responsive programming and conflict sensitivity considerations • Mapping of community based groups/networks of women and girls to identify entry points for gender responsive internventions to promote community cohesion and women's empowerment at village tract level in project locations	UNDP; CSOs (TBD)	X	X	X			
	- The capacity of civil society groups is strengthened to lead participatory planning processes and implement community-driven projects giving a	• Selection of local CSO implementing partners • Capacity needs assessment oCSOs	UNDP; CSOs (TBD)		X	X			

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
	central role to women in building trust and reducing tensions	• Initiation of organizational development program for selected CSOs							
	- The provision of advisory services accompanies the implementation of community-driven gender-responsive solutions that foster social cohesion, resilience and interdependence	• Selection of technical partner for community-driven gender-responsive solutions • Provisions of technical assistance in community-driven gender-responsive solutions	UNDP; CSOs (TBD)		X	X			
	- Upstream work on women-driven community cohesion processes is supported, including highlighting best practices to inform donor policy, creating strategic alliances for policy dialogue and advocacy with Government and development partners	• Prepared policy briefs/discussions papers and organising participatory review and reflections workshops on best practices on community-led gender-responsive initiatives • Organising coordination meetings with key relevant stakeholders	UNDP; CSOs (TBD)		X	X			
	- Lessons are drawn from the Rakhine experience on proven community-led gender-responsive initiatives that reduce tensions and build trust to inform further initiatives in the state and in other areas in conflict.	• Undertaking assessments and organising lessons learnt workshop with implementing partners and government counterparts	UNDP; CSOs (TBD)			X			

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		• Preparing a report on lessons learnt and best practices							
	Community resilience and mutual interdependencies strengthened by implementing community-driven, gender-responsive local solutions that give an equal role to men and women								
	- Technical expertise provided to conduct gender-aware assessments and feasibility studies, as well as prepare local development initiatives identified by communities	• Conducting a need assessment to identify and design community-driven and gender-responsive local interventions	UNDP; CSOs (TBD)		X	X			
	- Community-driven and gender-responsive solutions implemented that may include social cohesion enablers such as promoting income generation, financial inclusion and livelihoods opportunities towards women's economic empowerment, and strengthening community interdependencies through connecting roads, restoring and building resilient social infrastructure and productive assets that promote gender equity and women empowerment	• Implementing community-driven and gender-responsive local interventions in selected locations	UNDP; CSOs (TBD)			X			
	- Lessons are drawn from the Rakhine experience on the community-driven, gender responsive local development solutions that build resilience within communities and positive interdependencies between communities	• N/A in 2019	UNDP; CSOs (TBD)						

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.									
Output 2.1: Women and women's groups have enhanced capacities, resources and skills to benefit from and contribute towards gender-responsive policies and programmes on development, humanitarian action and peace in Rakhine.									
	Women's groups, networks and CSOs trained on life skills, leadership and advocacy to engage in gender responsive policies and projects in Rakhine.	• Train women, women's groups and CSOs on life skills, leadership and advocacy to engage in gender-responsive policies and projects in Rakhine through the Gender Leadership Programme (GLP) modules. • Develop and deliver ToT courses to women participants of the GLP training. • Provide resources, guidance and quality assurance on the dissemination training conducted by ToTs.	RP (Oxfam/YCT) RP (TBD)		X X X	X X X	X X X	X X X	X X X
	Women's groups supported to lead advocacy, joint social mobilization and awareness raising campaigns for improving women's rights in Rakhine.	• Support women and women's groups to develop advocacy platforms and to lead advocacy, social mobilization and awareness raising campaigns for	RP (TBD) & UN Women		X	X	X	X	X

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		improving women's rights in Rakhine through innovative platforms (e.g. CEDAW, CSO reporting, organizing 16 days of Activism, celebrating peace day, preparations for selected engagement, the development of Common Charter of Demands, etc.).							
		• Develop Community Theater outreach plan.	UN Women		X	X			
		• Facilitate the conduct of Community Theater performances.	UN Women			X	X	X	X
	Women's participation and decision making in formal and informal spaces at local, township and state level strengthened.	• Conduct capacity development and advocacy to promote women's representation in Camp Management Coordination.	UN Women & RP (TBD)			X	X	X	X
		• Empower women to participate in the elections and provide civic education and leadership					X	X	X

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		development support to women.							
	Positive stories of women empowerment developed and disseminated including through social media and other outreach, with specific focus on sharing about women supported through this program.	Develop and disseminate positive stories of women empowerment achieved through this programme, through web articles, social media posts, impact stories, and a video (towards the end of the programme).	RP (TBD) & UN Women	X	X	X	X	X	X
	Women and women leaders participate in learning and sharing and transfer of skills/knowledge within/outside Myanmar.	Organize knowledge/Skills exchange opportunities	RP (TBD) / UN Women			X	X	X	X
	Evidence base strengthened to inform strategies to advance women's empowerment and gender equality, with particular focus on achievement of SDG5 (Achieve gender equality and empower all women and girls).	• Launch and publication of UN Women-ILO's joint Women's Economic Empowerment Study. • RP to undertake research on a subject related to strategies of advancing GEWE in Rakhine	RP (TBD) / UN Women	X	X	 X	 X	 X	 X
	Establish informal coordination mechanism for gender in humanitarian action	• Finalize GiHA tipsheets, including translation into Myanmar language. • Conduct consultations, coordination meetings and research to update	UN Women UN Women			X X	X		

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		the Myanamr GiHA Profile for Kachin, Northern Shan and Rakhine states.							
		• Conduct a learning session for the GiHA Action Plan on integrating gender into the Rapid Needs Assessment.	UN Women			X			
		• Conduct GiHA training for government representatives in Sittwe.	UN Women		X			X	
		• Conduct GiHA training for UN and INGO representatives in Sittwe.	UN Women	X					
	Support women's groups and local CSOs to actively engage in humanitarian response through capacity building, dialogue with humanitarian/development partners and government	• Conduct GiHA training for CSOs in Rakhine State.	UN Women			X		X	
		• Faciliate annual dialogues between CSOs and government on development and humanitarian action.	UN Women			X			
	Training of GiHA Handbook and IASC Gender policy of humanitarian and development partners in Rakhine rolled out	Sessions on IASC GiHA Handbook will be integrated in the above-mentioned GiHA trainings	UN Women	X	X	X			

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		for CSOs, government and UN/INGO representatives.							
Output 2.2: Individual and institutional capacities of government enhanced at the national, state and local levels for gender-responsive policies and service delivery.									
	Leadership and institutional capacities of women's committees at State, Township and local level strengthened to facilitate multi-sectoral response towards NSPAW implementation.	• Analyze the needs of Women's Committees at the state and township levels and follow up on previous trainees from the 'Advancing Gender Equality' workshops and their needs. • Conduct Gender Responsive Budgeting trainings with Women's Committees at the State and Township levels	UN Women UN Women	X	X	X	X	X	X
	Technical support provided to Department of Social Welfare (DSW) for strengthening multi-sectoral gender coordination mechanism at the State level, in line with Myanmar National Committee on Women (MNCW).	• Provide technical support to MNCW at the township level to strengthen women's participation and gender-responsive planning for the projects undertaken by UNDP's Township Development and Local Governance support.	UN Women	X	X	X	X	X	X
	Strategic dialogues facilitated between government at national, state and local levels	• Support the organization of a	UN Women	X					

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
	on the one hand, and community leaders and women's groups on the other, to identify priorities and act to strengthen gender responsive public services for women.	"Women's Evening in Sittwe" during the visit of the Special Envoy of the Secretary General, to facilitate an informal yet interactive exchange of views and cross-fertilization of ideas between women in diverse sectors, including government. • Facilitate an annual dialogue between CSOs and government representatives on development and humanitarian action.			X	X			
	Capacity of key line ministries and departments at State level strengthened to mainstream gender in designing and providing local services which are CEDAW compliant.	• Provide technical assistance to key government departments in Rakhien State on Gender Responsive Budgeting • Improve women's vocational training facilities under the Small Scale Industries Department to enable decent work conditions and environment for female trainees	UN Women			X	X	X	
	Gender responsive research, policy and advocacy tools and guidance notes developed to	Conduct research on selected topics related to	RP (TBD) & UN Women			X	X	X	X

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
	support the operationalization of key national policy instruments.	women's participation in the economic, political and social spheres as well as potential barriers to women's participation.							
Output 2.3: A supportive environment established to increase women's access to and control over financial resources and new sources of income for promoting their leadership and participation outside household duties.									
	Existing financial inclusion services mapped and feasibility assessment conducted on potential new sources of income for women (with focus on most vulnerable women).	Conduct mapping and feasibility assessment for strengthening women's financial inclusion in Rakhine	UN Women	X					
	Research and evidence base on understanding barriers to women's participation in economic, political and social spheres enriched (e.g., on child care, unpaid household responsibilities, lack of income, poverty, land-rights, etc.)	Conduct research on selected topics related to women's participation in the economic, political and social spheres as well as potential barriers to women's participation (e.g. on the different types of financial services available for women in Rakhine).	RP (TBD)			X	X	X	X
	Women trained to use block chain technology to create digital identity for women and develop solutions for addressing economic barriers to women's leadership and participation.	Train women on accessing financial services, including through ICT.	RP (TBD)		X	X	X	X	X
	Relevant line-ministries and departments at the state level trained on gender responsive financial inclusion and women's economic empowerment through technical assistance.	• Provide gender mainstreaming and GRB assistance to key government departments in Rakhien to facilitate women's financial inclusion and	UN Women		X	X			

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
		economic empowerment • Provide technical and other support to government vocational schools based on needs analysis and consultations	UN Women				X		
	Community led mechanisms and solutions facilitated to address women's disproportionate household and child care duties and other barriers faced.	• Facilitate community led mechanisms and solutions to address women's disproportionate household and child care duties and other barriers faced. • Conduct gender training for community leaders, men and boys developed and delivered to promote gender awareness and equality at the local level.	RP (TBD) RP (TBD)		X X	X X	X X	X X	X X
	Awareness raised and knowledge disseminated among women on issues of land, citizenship and inheritance rights through consultations and dialogues at national, state, and local levels to facilitate the creation of advocacy platforms.	Conduct thematic workshops on selected areas of NSPAW and other priority GEWE issues (such as issues of land, citizenship, inheritance rights) with various stakeholders.	UN Women		X				X

Results	Activity Results	Activities	Implementing partner	2019			2020		
				Q2	Q3	Q4	Q1	Q2	Q3
	Innovative partnerships established to increase women's access to financial services (loans, credit, etc.) and new source of income.	Establish partnerships to increase women's access to financial services and new sources of income.	RP (TBD)		X	X	X	X	X
	Women trained on business development and entrepreneurship skills based on identified market needs.	Conduct trainings for women on business development and entrepreneurship skills based on identified market needs.	RP (TBD)		X	X	X	X	X
	Good practices and lessons learnt shared and documented for scaling up and replication.	Document and disseminate good practices and lessons learnt	RP (TBD) & UN Women						X

8.2 Budget overview

Table 5: Budget per output and source of funding

	Canada (Mar 2019 - Mar 2022)		Germany (2020 - 2021)	
	Can (USD)	**Can (CAD)**	**Ger (USD)**	**Ger (EUR)**
Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women in Rakhine State				
Output 1.1: Local governance institutions strengthened for inclusive, accountable, and responsive public service delivery that better meets the priorities and needs of local communities	USD 1,281,561	CAD 1,662,185	USD 1,078,108	EUR 980,000
Output 1.2: Values, skills, and knowledge of local communities and justice actors enhanced to uphold human rights, promote gender equality, and improve access to justice for women	USD 720,951	CAD 935,073	USD 176,018	EUR 160,000
Output 1.3: Target communities and institutions have improved opportunities for gender-responsive community cohesion and strengthened capacities to build peace	USD 2,101,922	CAD 2,726,193	USD 467,909	EUR 425,329
Output 1.4: Resilience-based recovery and development activities implemented to support dignified solutions to displacement and the creation of conducive conditions for the sustainable return of refugees and IDPs.			USD 880,088	EUR 800,000
Support to CPG, MIMU and RCO Rakhine	USD 150,000	CAD 194,550	USD 300,000	EUR 272,727
Programme Management Unit cost (Sittwe - Maungdaw)	USD 1,668,776	CAD 2,164,403	USD 445,545	EUR 405,000
UNDP subtotal Programme Cost	**USD 5,923,210**	**CAD 7,682,404**	**USD 3,347,696**	**EUR 3,043,056**
Monitoring and Evaluation, knowledge management (4% of subtotal prog cost)	USD 236,928	CAD 307,296	USD 133,908	EUR 121,722
Total programme cost	USD 6,160,138	CAD 7,989,700	USD 3,481,604	EUR 3,164,778
Direct Project Costs (13.5% of total programme cost)	USD 831,619	CAD 1,078,610	USD 470,017	EUR 427,245
Subtotal programme cost and other direct cost	USD 6,991,757	CAD 9,068,310	USD 3,951,621	EUR 3,592,023
General Management Services (GMS 7% of prog and direct cost)	USD 489,423	CAD 634,782	USD 276,613	EUR 251,442
Outcome 1 programme budget	**USD 7,481,180**	**CAD 9,703,092**	**USD 4,228,234**	**EUR 3,843,465**
Administrative Agent fee (1%) for MPTF	*USD 74,812*	*CAD 97,031*	*USD 42,282*	*EUR 38,435*
UNDP Outcome 1 Total Grant	**USD 7,555,992**	**CAD 9,800,123**	**USD 4,270,517**	**EUR 3,881,900**

	Canada (Mar 2019 - Mar 2022)		Germany (2020 - 2021)	
	Can (USD)	**Can (CAD)**	**Ger (USD)**	**Ger (EUR)**
Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.				
Output 2.1: Women and women's groups have enhanced capacities, resources and skills to benefit from and contribute towards gender responsive policies and programmes on socio-economic development of Rakhine.	USD 640,000	CAD 830,080	USD 261,823	EUR 237,997
Output 2.2: Institutional capacities of government enhanced at the national, state and local levels for gender-responsive policies and service delivery.	USD 345,000	CAD 447,465	USD 0	EUR 0
Output 2.3: A supportive environment established to increase women's access to and control over financial resources and new sources of income for promoting their leadership and participation outside household duties.	USD 705,000	CAD 914,385	USD 725,597	EUR 659,568
Programme Management Unit cost (Sittwe & Yangon)	-	-	USD 105,762	EUR 96,138
UN Women Outcome 2 Subtotal (Output C.2.1 - C.2.3)	**USD 1,690,000**	**CAD 2,191,930**	**USD 1,017,097**	**EUR 924,541**
Human Resource Cost (Direct Staff Cost)	USD 1,099,221	CAD 1,425,690	-	-
Communication, Monitoring and Reporting Cost	USD 126,240	CAD 163,734	USD 8,000	EUR 7,272
DPMC	USD 80,443	CAD 104,333	USD 32,000	EUR 29,088
UN Women Outcome 2 Total Programmable Costs	USD 2,995,904	CAD 3,885,687	USD 1,138,182	EUR 1,034,607
Support Cost (7%)	USD 209,713	CAD 271,998	USD 79,673	EUR 72,423
Outcome 2 programme budget	**USD 3,205,617**	**CAD 4,157,685**	**USD 1,217,855**	**EUR 1,107,030**
Administrative Agent fee (1%) - for MPTF	*USD 32,056*	*CAD 41,577*	*USD 12,179*	*EUR 11,070*
UN Women Outcome 2 Total Grant	**USD 3,237,673**	**CAD 4,199,262**	**USD 1,230,033**	**EUR 1,118,100**
GRAND TOTAL	**USD 10,793,665**	**CAD 13,999,385**	**USD 5,500,550**	**EUR 5,000,000**

8.3 Budget per year

Table 6: Budget breakdown (year one to year three)

	Year 1	Year 2	Year 3	Total
Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women in Rakhine State				
Output 1.1: Local governance institutions strengthened for inclusive, accountable, and responsive public service delivery that better meets the priorities and needs of local communities	USD 914,912	USD 1,266,195	USD 178,562	USD 2,359,669
Output 1.2: Values, skills, and knowledge of local communities and justice actors enhanced to uphold human rights, promote gender equality, and improve access to justice for women	USD 280,511	USD 398,881	USD 217,577	USD 896,969
Output 1.3: Target communities and institutions have improved opportunities for gender-responsive community cohesion and strengthened capacities to build peace	USD 156,323	USD 1,448,842	USD 964,666	USD 2,569,831
Output 1.4: Resilience-based recovery and development activities implemented to support dignified solutions to displacement and the creation of conducive conditions for the sustainable return of refugees and IDPs.	USD 0	USD 880,088	USD 0	USD 880,088
Support to CPG, MIMU and RCO Rakhine	USD 50,000	USD 350,000	USD 50,000	USD 450,000
Programme Management Unit cost (Sittwe - Maungdaw)	USD 333,528	USD 1,113,169	USD 667,624	USD 2,114,321
UNDP subtotal Programme Cost	**USD 1,735,274**	**USD 5,457,174**	**USD 2,078,429**	**USD 9,270,906**
Monitoring and Evaluation, knowledge management (4% of subtotal prog cost)	USD 69,411	USD 218,287	USD 83,137	USD 370,836
Total programme cost	USD 1,804,685	USD 5,675,461	USD 2,161,566	USD 9,641,742
Direct Project Costs (13.5% of total programme cost)	USD 243,632	USD 766,193	USD 291,811	USD 1,301,636
Subtotal programme cost and other direct cost	USD 2,048,317	USD 6,441,653	USD 2,453,377	USD 10,943,378
General Management Services (GMS 7% of prog and direct cost)	USD 143,382	USD 450,918	USD 171,736	USD 766,036
Outcome 1 programme budget	**USD 2,191,699**	**USD 6,892,602**	**USD 2,625,113**	**USD 11,709,414**
Administrative Agent fee (1%) for MPTF	*USD 21,917*	*USD 68,926*	*USD 26,251*	*USD 117,094*
UNDP Outcome 1 Total Grant	**USD 2,213,616**	**USD 6,961,528**	**USD 2,651,364**	**USD 11,826,508**

	Year 1	Year 2	Year 3	Total
Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State.				
Output 2.1: Women and women's groups have enhanced capacities, resources and skills to benefit from and contribute towards gender responsive policies and programmes on socio-economic development of Rakhine.	USD 205,415	USD 464,272	USD 232,136	USD 901,823
Output 2.2: Institutional capacities of government enhanced at the national, state and local levels for gender-responsive policies and service delivery.	USD 120,580	USD 149,613	USD 74,807	USD 345,000
Output 2.3: A supportive environment established to increase women's access to and control over financial resources and new sources of income for promoting their leadership and participation outside household duties.	USD 230,000	USD 800,398	USD 400,199	USD 1,430,597
Programme Management Unit cost (Sittwe & Yangon)		USD 105,762		USD 105,762
UN Women Outcome 2 Subtotal	**USD 555,995**	**USD 1,520,046**	**USD 707,142**	**USD 2,783,183**
Human Resource Cost (Direct Staff Cost)				USD 1,180,306
Communication, Monitoring and Reporting Cost				USD 134,240
DPMC				USD 112,443
UN Women Outcome 2 Total Programmable Costs				USD 3,828,698
Support Cost (7%)				USD 268,009
Outcome 2 programme budget				**USD 4,096,707**
Administrative Agent fee (1%) - for MPTF				*USD 40,967*
UN Women Outcome 2 Total Grant				**USD 4,467,706**
Joint Programme GRAND TOTAL				**USD 16,294,215**

Exchange rate used: USD 1 = CAD 1.297 = EUR 0.909

8.4 Budget by category

Table 7: Budget breakdown by category

Category	Canada		Germany	
Outcome 1: Community priorities and needs are better met through inclusive and responsive service delivery, improved access to justice, and increased local development opportunities that promote social cohesion for men and women in Rakhine State				
Staff and other personnel costs	USD 1,040,741	CAD 1,349,841	USD 588,209	EUR 534,682
Supplies, Commodities, Materials	USD 414,050	CAD 537,023	USD 234,014	EUR 212,719
Equipment, Vehicles and Furniture including Depreciation	USD 412,718	CAD 535,296	USD 233,261	EUR 212,035
Contractual Services	USD 3,935,984	CAD 5,104,971	USD 2,224,550	EUR 2,022,116
Travel	USD 356,645	CAD 462,569	USD 201,570	EUR 183,227
Transfers and Grants Counterparts			USD 0	EUR 0
General Operating and Other Direct Costs	USD 831,619	CAD 1,078,609	USD 470,016	EUR 427,245
Total Programme Costs	USD 6,991,757	CAD 9,068,310	USD 3,951,620	EUR 3,592,023
Indirect Support Costs (7%)	USD 489,423	CAD 634,782	USD 276,613	EUR 251,442
Administrative Agent fee (1% of total) for MPTF	USD 74,812	CAD 97,031	USD 42,282	EUR 38,435
TOTAL Pass-Through Approved (UNDP/RCO)	*USD 7,555,989*	*CAD 9,800,123*	*USD 4,270,517*	*EUR 3,881,900*
Outcome 2: Women are empowered to engage in, contribute to, and benefit from community resilience, and inclusive growth and development in Rakhine State				
Staff and other personnel costs	USD 1,099,220	CAD 1,425,690	USD 116,085	EUR 105,521
Supplies, Commodities, Materials	USD 5,000	CAD 6,485	USD 2,248	EUR 2,043
Equipment, Vehicles and Furniture including Depreciation	USD 10,000	CAD 12,970	USD 10,000	EUR 9,090
Contractual Services	USD 924,740	CAD 1,199,388		-
Travel	USD 84,500	CAD 109,597	USD 3,000	EUR 2,727
Transfers and Grants Counterparts	USD 807,000	CAD 1,046,678	USD 680,000	EUR 618,120
General Operating and Other Direct Costs	USD 65,443	CAD 84,880	USD 22,000	EUR 19,998
Total Programme Costs	USD 2,995,904	CAD 3,885,687	USD 833,332	EUR 757,499
Indirect Support Costs (7%)	USD 209,713	CAD 271,998	USD 58,333	EUR 53,025
Administrative Agent fee (1%) for MPTF	USD 32,056	CAD 41,577	USD 12,179	EUR 11,070
TOTAL Pass-Through Approved (UN Women)	*USD 3,237,671*	*CAD 4,199,262*	*USD 1,230,033*	*EUR 1,118,100*
GRAND TOTAL	**USD 10,793,660**	**CAD 13,999,385**	**USD 5,500,550**	**EUR 5,000,000**

9 Annexes

9.1 Organizations' abilities relevant to the initiative

a. UNDP profile, capacities and experience

UNDP works to eradicate poverty, inequalities and exclusion in over 170 countries, with a focus on democratic governance and peacebuilding, sustainable development, and climate and disaster resilience. UNDP has vast programming experience in supporting countries and communities to overcome or recover from violent conflict.

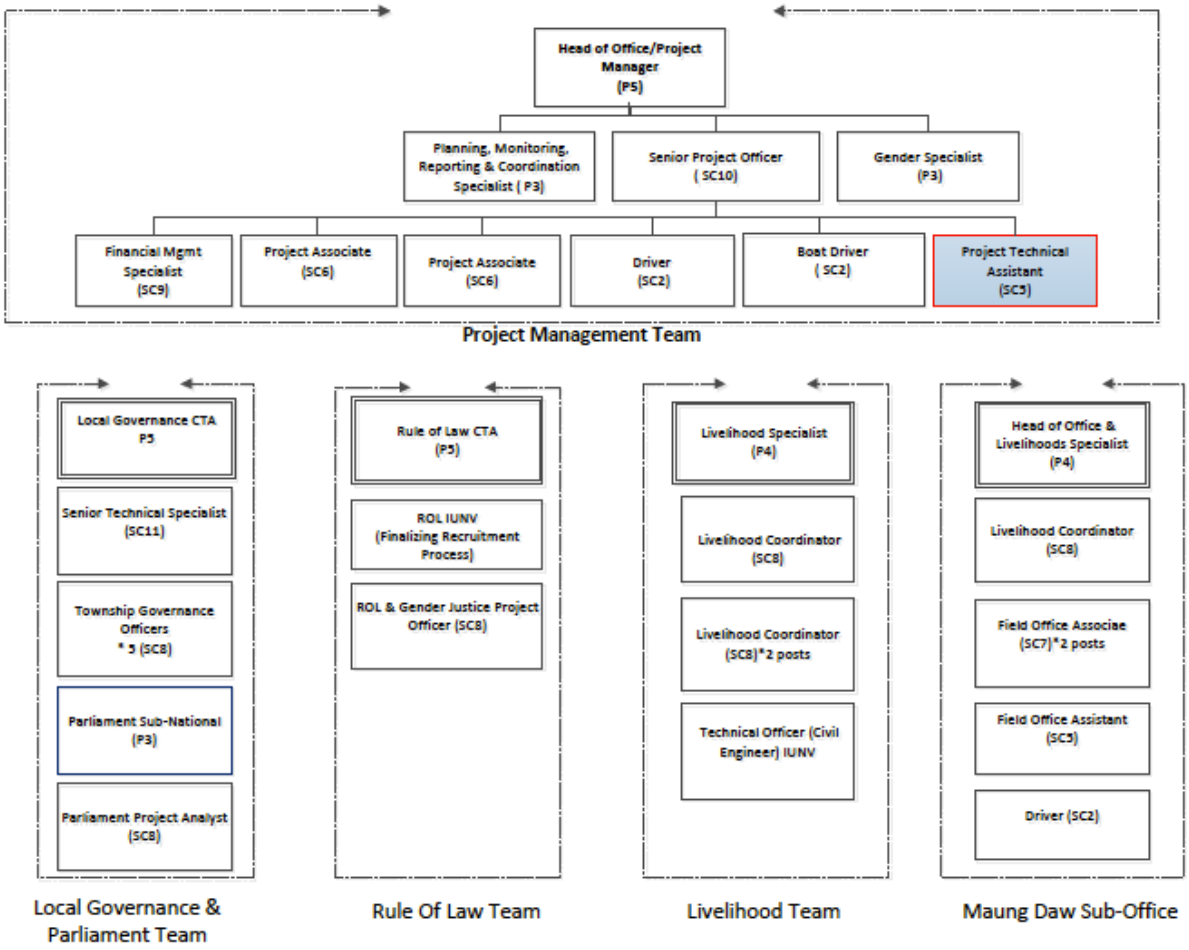
UNDP has been working in Myanmar since the 1960s. Its country programme (2018-2022) focuses on institutional strengthening in support of Myanmar's democratic, peace and economic transitions, expanding its capacity-building support initiated under the previous programme towards more integrated programming and support to UN initiatives to better address the interlinkages between peacebuilding and social cohesion, governance, environment and natural resources management, resilience, urbanization and balanced, inclusive growth. Its work involves supporting public administration reform and strengthening sub-national governance including of CSO networks and rural women's groups; increasing access to justice and rule of law through building trust and awareness of rights; supporting community resilience and inter-community trust building through direct socio-economic assistance to conflict and disaster affected communities; facilitating interaction and dialogue across communities and between communities and decision- makers; and capacity-development on social cohesion and conflict sensitivity for Government, EAOs and CSOs. UNDP's work in Myanmar has been supported by a diverse number of donor partners. UNDP works both at the upstream with union level government partners, other UN agencies, national NGOs and donors, as well as downstream with state/region governments, ministerial and departmental counterparts at local level, CSOs, CBOs and communities. Additionally, UNDP retains an operational presence in a number of states, including in Rakhine, Kachin, Mon, Shan and Chin States and Mandalay region, additional to a liaison office in Naypyidaw. UNDP Myanmar office has an annual budget of about US$30 million and a staff of up to 175 persons.

From 2013 to 2016, UNDP Myanmar has been funded by Governments of Australia, Denmark, Finland, Japan (and JICA), Norway Sweden, Switzerland and UK.

Table 8: UNDP's sources of funding 2013-2016

Year	Source of Funding	Annual Budget in USD
2013	UNDP Core funding	9,311,805
	Bilateral Donors (Non-Core funding)	17,405,843
2014	UNDP Core Funding	8,312,606
	Bilateral Donors (Non-Core funding)	11,800,008
2015	UNDP Core funding	9,427,182
	Bilateral Donors (Non-Core funding)	18,333,491
2016	UNDP Core funding	8,365062
	Bilateral Donors (Non-Core funding)	16,282,832
TOTAL		$99,238,829

Figure 3: UNDP Rakhine Area Based Project Structure



b. UN Women profile, capacities and experience

UN Women is the UN entity dedicated to Gender Equality and the Empowerment of Women which it promotes through its triple mandate of coordination, normative support and operational activities. UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. UN Women also coordinates and promotes the UN system's work in advancing gender equality, and in all deliberations and agreements linked to the 2030 Agenda where gender equality is not just a standalone SDG Goal 5, but also stated as a pre-condition to the achievement of SDGs, and a more inclusive world.

In Myanmar, UN Women has developed its first Strategic Note (country programme) which is operational from 2019. UN Women Myanmar has transitioned to a fully-fledged country office with increased capacity and operational presence. UN Women in Myanmar is leveraging its triple mandate to promote gender equality and women's empowerment as central to the peace, democracy and prosperity of the country. This is being achieved through technical assistance to the government, collaborating with and promoting civil society organizations; coordinating amongst UN and development partners; and implementing targeted programmes on women's leadership, participation and women's economic empowerment at the state level in Mon, Kayah, Kayin, Kachin and Rakhine states.

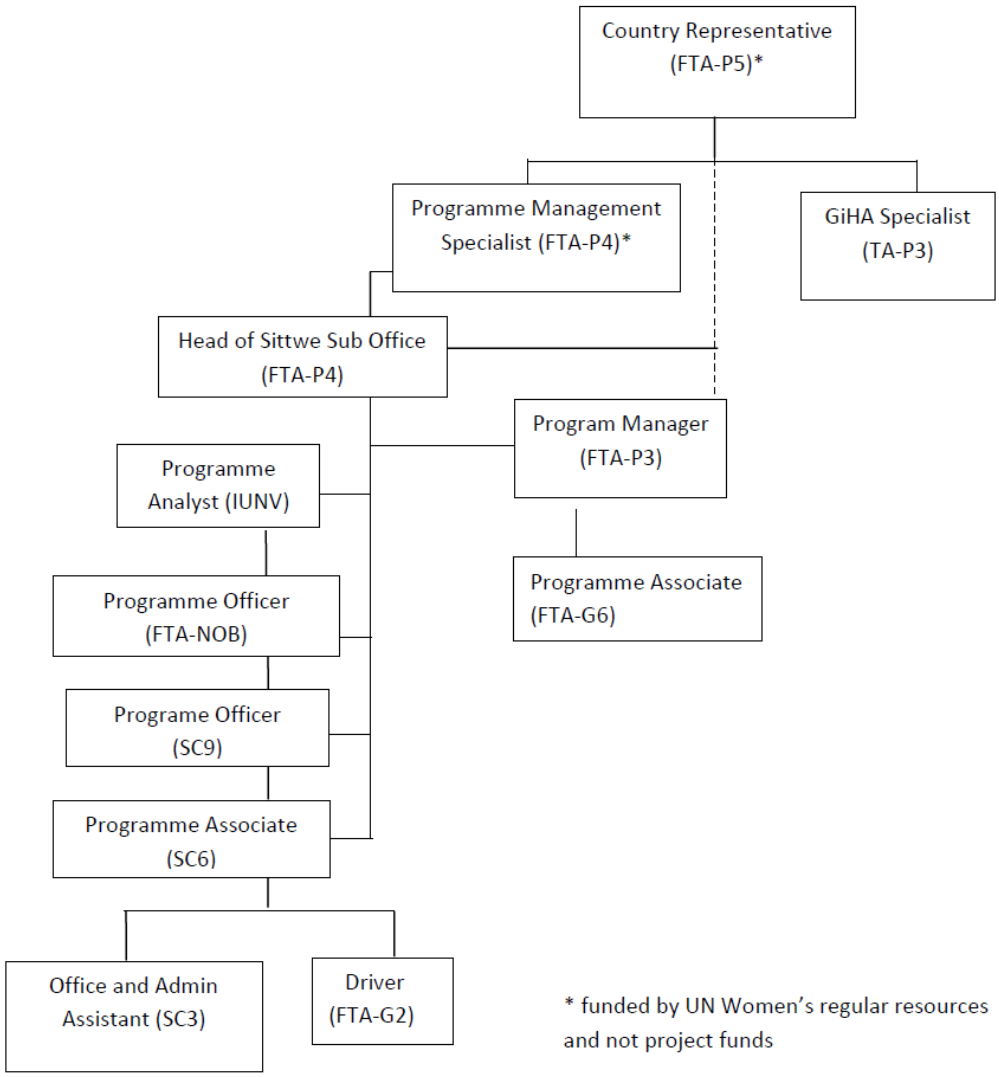
In advancing Myanmar's national mission for gender equality, UN Women coordinates with and provides technical assistance to the Ministry of Social Welfare Relief and

Resettlement and the Department of Social Welfare on implementing the Convention of the Elimination of All Form of Discrimination Against Women (CEDAW), and Myanmar's National Strategic Plan for the Advancement of Women (NSPAW) 2013-22 with a particular focus on Gender Responsive Budgeting work, Women's Economic Empowerment and Women, Peace and Security. A key area of UNW's engagement in the country is supporting and collaboration with relevant ministries and partners in Myanmar to strengthen gender analysis and data. UN Women also supports the government's commitment on CEDAW compliance and reporting.

Programmatically, UN Women is providing technical support to the Government of Myanmar, particularly the Ministry of Social Welfare, Department of Social Welfare, to ensure that the peace process in Myanmar is informed by women's engagement and leadership. A key result of our support has been that: gender provisions were incorporated in the Nationwide Ceasefire Agreement and into the Framework for Political Dialogue. UN Women is co-chairing the WPS Technical Working Group for Women, Peace and Security under the Myanmar National Committee for Women's Affairs together with Alliance for Gender Equality in Peace Process.

UN Women will employ a Head of Office based in Sittwe responsible for the implementation of this JP as well as of UN Women's normative, coordinative and operational mandates and of its Leadership Empowerment Action and Protection (LEAP) strategy in Rakhine State. The Head of Office will be supported by a team to coordinate with State-level government counterparts and IPs, to engage in monitoring and reporting, working with CSO and NGOs on capacity strengthening, mobilization, and rights-based advocacy to implement the NSPAW. A Program Associate and an Office and Administrative Assistant will provide administrative support. The Programme Manager based in Yangon will undertake coordination in Yangon to help achieve the outcomes under this JP. The cost of human resources will be cost-shared across several projects funded by different donors and charged proportionately as direct project costs.

Figure 4: Organization of UN Women team under the joint project



c. List of implementing partners

Under this JP, UNDP and UN Women will also partner with civil society organizations in programme implementation and advocacy efforts. An initial, tentative list of implementing partners is provided below and will be regularly updated during the course of implementation.

- International Legal Foundation
- Legal Clinic Myanmar
- Thazin Legal Aid Group
- Mercy Corps
- Action For Green Earth (AGE)
- Swanyee Development Foundation (SDF)
- People for People (PfP)
- RAFT Myanmar
- Oxfam
- Finn Church Aid
- World Vision Internationa Myanmar (WVM)
- Bridge Asia Japan (TBC)

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