

## ANNEX 6

# Reclamation of Vacant, Fallow and Virgins Lands, Re-allocation and Development by the Rural Poor (REAL DEV Programme)

## Ministry of Agriculture, Livestock and Irrigation Programme Design Document

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## ***Acronyms***

AMD	Agricultural Mechanization Department
CSO	Civil Society Organization
DALMS	Department of Agricultural Land Management and Statistics
DOA	Department of Agriculture
DOP	Department of Planning
DRD	Department of Rural Development
GIS	Geographic Information Systems
HH	Households
LBVD	Livestock Breeding and Veterinary Department
LCG	Land Core Group
LIFT	Livelihoods and Food Security Trust Fund
MOALI	Ministry of Agriculture, Livestock and Irrigation
MONREC	Ministry of Natural Resources and Environmental Conservation
MLT	Mixed Local Teams
NLD	National League for Democracy
NLUC	National Land Use Council
OMM	OneMap Myanmar
PLUP	Participatory Land Use Planning
PMU	Programme Management Unit
SSID	Small-Scale Industries Department
VFVL	Vacant, Fallow and Virgin Land

***Further References:***

*Concept Note. Reclamation of Vacant, Fallow and Virgin Lands, Re-allocation and Development by the Rural Poor, MOALI . No date.*

*Land assessments of areas in Minhla Township, Magway Region. MoALI and GRET. (PowerPoint Presentation)*

## Executive Summary

The document details the design of a programme to be implemented by the Ministry of Agriculture, Livestock and Irrigation (MOALI), entitled *Reclamation of Vacant, Fallow and Virgin Lands, Re-allocation and Development by the Rural Poor (REAL DEV)*. The programme is designed in the context of the Government of Myanmar priority to address policy directions to effectively manage Vacant, Fallow and Virgin Lands (VFVLs). This is to be achieved while ensuring access to land for smallholders through the issuance of land certificates (Form 3) whilst resolving conflicts over land in Myanmar. There is the potential to reclaim approximately 4 million acres that is currently underutilized by concessionaries granted under the “Wasteland” Instructions of 1991, and to reallocate these lands to the rural poor (female and male farmers) and the landless. This will in several cases, include simple regularization of land tenure, or providing land titles to those farmers who may already be utilizing the land for agricultural purposes.

The REAL DEV Programme is a three-year pilot programme, implemented in two sites, to legally reclaim unused concessionary land from concession holders, reallocate the land to female and male farmers and the rural poor, and assist farmers develop their enterprises. The project will address household incomes and food and nutritional security by linking farmers to relevant input/output markets, service providers and other agricultural improvement interventions that increase the intensification and resilience of agri-food production systems.

The overall goal of the programme is to develop a replicable approach to land reclamation and reallocation, while increasing agricultural productivity, and generating policy directions. The programme goal and objectives reflect the goal of the LIFT Fund, which will provide the funding to support MOALI in the implementation of this pilot initiative. Five specific programme objectives are proposed to achieve the overall goal:

1. Improved process for reclamation of Vacant, Fallow and Virgin Land (VFVL) concessions based on transparent and conflict-sensitive principles
2. Improved process for reallocation of VFVL to smallholders and landless that is transparent, inclusive and participatory
3. Improved agricultural productivity of rural farmers through a more efficient climate-smart and nutrition sensitive agriculture linked to value chains and services
4. Increased resilience of rural farmers through more secure access to land and climate change adaptation and mitigation approaches
5. Generation of learning and evidence for improved policy on VFVL land management

LIFT expects that lessons learned will inform interventions in additional pilot areas, as well as policy directions on the reallocation of unused concession land more broadly. The programme will generate evidence for improved policy by developing, documenting and sharing with key stakeholders a replicable and inclusive procedure for the reclamation and reallocation of VFVL land. Case studies will be conducted on current concession areas in targeted regions to inform the scaling up of this initiative. Rigorous exchanges of information and learning will advise policy directions and practice around land reallocation and VFVL management. Institutional stakeholders who are in a position to use the learning generated by the programme include the Vacant, Fallow and Virgin Land Management Central Committee, the Farmland Committee,

National Land Use Council, and the Central Reinvestigation Committee on Confiscated Farmland and Other Lands. Current initiatives to review and revise five land-related laws is evidence of the importance of this issue at Parliamentary level and provides an opportunity for this programme to inform this process through the development of a robust, transparent and participatory framework for the reallocation of VFVL.

Two pilot sites have been selected, specifically the former concessions of Yuzana (2,617 acres) and Thitsamyay (10,845 acres) companies in Minhla Township of Magway Region. The concessions were originally granted for the cultivation of *Jatropha* (*Jatropha curcas*) as a biofuel. However, less than 50 acres was established on each of the concessions and the land was voluntarily returned to the State. MOALI estimates that the proposed programme will cover 5,500 acres, with an estimated 500 households, with a process including reallocation of land, land management planning, and the granting of land use certificates. The subsequent agricultural development activities will target villages that have direct links to the pilot areas with female headed farms and poor farmers being prioritized. These activities will include value chain development and climate and nutritional sensitive agriculture approaches.

The programme will be implemented by the Ministry of Agriculture Livestock and Irrigation (MoALI) of the Republic of the Union of Myanmar, and its relevant departments, and the Regional Government of Magway Region. MOALI will be supported by a contracted external Implementing Partner who will support the programme through the management of the finances and budgets, preparation work plans and technical support. Specific technical expertise that the external Implementing Partner will contribute is in the areas of Land Reallocation, Agricultural Value Chain Development, and Communications and Advocacy. The Implementing Partner will also be responsible for monitoring and reporting on the programme in line with LIFT requirements. Preparation of work plans and associated budgets will be prepared by the Programme Management Unit (PMU) for approval by the Implementation Committee (see below) that will have oversight over the implementation of the programme.

The programme will be run on a set of rigorous principles that will support the mitigation of conflict and promote inclusive, transparent and participatory approaches. Evident risks will be monitored and mitigated, including risks around replicability, timely implementation, and levelled expectations. A monitoring framework will be developed to report on indicators that include: households with increased secure access to land ensuring that women are equal recipients of land certificates, increased income and productivity, improved dietary outcomes at the household level, and evidence generated for policy directions. A detailed set of 'learning questions' developed at the start of the programme will assist in guaranteeing benefits for women and the poor, while encouraging innovation and reflection along the way.

The programme will be governed by a Steering Committee and an Implementation Committee, supported by the Program Management Unit (PMU). MOALI Union level stakeholders will provide guidance, strategic direction and advocacy through the Steering Committee. Region and Township stakeholders will be responsible for the implementation of the programme through the Implementation Committee. An external Implementing Partner commissioned through public tender will provide financial management and specific technical support and reside within the PMU. MOALI. A Programme Director will be selected from either the Department of Agriculture (DOA) or the Department of Agricultural Land Management Statistics (DALMS), and will lead the PMU that will be housed at the relevant line agency office in Magway Region.

Due to its nature as a pilot programme or ‘proof of concept’ and the associated risks that arise in the development of land reallocation, a two phased approach to implementation is envisioned by MOALI and LIFT. The first phase focuses on the development of the framework for the reallocation of land and certification. It will proceed initially as a precursor to the implementation of the agricultural improvement phase. Based on acceptable progress being made (i.e. identification of beneficiaries and the issuing of land certificates in an open, inclusive and transparent process), the second phase associated with agricultural improvement will commence. MOALI and LIFT anticipate that if the programme develops a robust, inclusive, and transparent approach to the reallocation of VFV lands, it could be widely adopted by government and provide a concrete example of policy impact with a high value for money outcome.

# 1. Programme Rationale

## 1.1 Background

The Myanmar government in 1991 initiated an ambitious programme of allocation of Vacant, Fallow and Virgin Lands (VFVLs) to agribusiness companies in order to promote the development of unused lands that had agricultural potential. Over 5 million acres of land was allocated through this initiative to individuals, companies and public entities, of which 1.1 million acres was located on permanent forest estate land. However, analysis shows that as of 2017, only 15% of the land allocated under the VFVL instructions was being used effectively<sup>1</sup>. The VFVL regulations clearly stipulate that lands not cultivated as agreed within four years can be subsumed by the State. Moreover, the ‘wasteland’ or ‘vacant’ classification was at times based on outdated maps, and not always ground-truthed, with the result that some of the land allocated was already in use by smallholder farmers.

Skewed distribution of land access is a constraint to smallholder-based agricultural development in Myanmar, and has led to increased land conflicts over the past several years. The situation of underutilized concession lands represents a lost opportunity for smallholder farmers who are unable to access and secure sufficient land assets to make agriculture viable. (See also *Reclamation of Vacant, Fallow and Virgin Lands, Re-allocation and Development by the Rural Poor*, MOALI. Undated concept note.)

Reclaiming VFV lands that remain underutilized after allocation, and then reallocating this land to smallholder farmers (women headed households, the poor and the landless) with secure tenure over land resources for improving agricultural livelihoods, is a priority for the Union Government. This priority has been articulated in the National League for Democracy (NLD) Manifesto, in the Agricultural Development Strategy, and in the Pyidaungsu Accord that resulted from the Panglong 2 Conference. This priority has also been clearly stated by high-level government officials, such as the New Year speech of 2018 of the new President U Win Myint.

In response to these policy and strategy orientations, MOALI proposes to implement a pilot programme, or series of pilot programmes, for the reclamation of underutilized concession land and its reallocation to the rural poor and landless, as well as other actors. Implemented by Regional and Township MOALI and related departments, under the guidance of Union level leadership, the pilot will develop a procedure for the reclamation and reallocation of VFVL concession lands that is participatory, inclusive and transparent. This procedure and the lessons learned will inform the implementation of other national initiatives as well as potential policy directions, and the approach developed will be replicable to be scaled up. The objective is to work through the processes to mitigate conflicts and create win-win solutions that benefit farmers, concession holders and related stakeholders.

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<sup>1</sup> *Agro-business Large Scale Land Acquisition in Myanmar: Current Situation and Ways Forward*. Mekong Region Land Governance Program, 2017.

The beneficiary farmers and surrounding communities will benefit from the proposed programme through key interventions targeted to support increased agricultural productivity. The initial pilot site will be two former concession areas in Minhla Township, Magway Region.

## ***1.2 Design Mission***

A concept note<sup>2</sup> outlining the issues around the reallocation of VFVL was submitted by MOALI to the LIFT Fund in 2017, followed by an assessment together with GRET of potential pilot sites. This Programme Document is the result of a design mission undertaken in March 2018 by a consultant team tasked with elaborating a detailed design for the programme. The team met with government representatives at Union level and in Magway Region, along with entities from the Minhla Township. The team spent a total of 18 days in the field, including two days in Minhla Township. Working meetings were held with Region and Township stakeholders, and a final workshop held for 1.5 days in Naypyitaw. The team made use of the results of an assessment of the potential pilot sites that had been undertaken by MOALI and GRET. Both of these documents (*Concept Note; Land assessments of areas in Minhla Township, Magway Region, available as PowerPoint*) are references to this Programme Document. Further discussions were undertaken with U Kyaw Swe Lin the Acting Director General of MOALI and his staff in Nay Pyi Taw in early October 2018. An outcome of these discussions was an agreement to undertake a verification workshop with key stakeholders, including those who would be affected by the programme (i.e. farmers), and those who would be responsible for the implementation of the programme namely, Township, State and Union representatives. This was undertaken over 1.5 days in Magway on the 18<sup>th</sup> and 19<sup>th</sup> October. Note that the design of the programme has been adapted significantly since the publication of the Concept Note in view of new parameters, duration and scope.

## ***1.3 Programme Objectives***

The overall goal is to develop a replicable approach to land reclamation and reallocation, while increasing agricultural productivity, and generating policy directions. The goal as stated in the programme name, *Reclamation of Vacant, Fallow and Virgin Lands, Re-allocation and Development by the Rural Poor*; or REAL DEV for short, has five proposed programme objectives that will contribute to meeting the overall goal:

1. Improved process for reclamation of VFVL concessions based on transparent and conflict-sensitive principles;
2. Improved process for reallocation of VFVL to smallholders and landless that is transparent, inclusive and participatory;
3. Improved agricultural productivity of rural farmers through a more efficient climate-smart value chain and links to services;
4. Increased resilience of rural farmers through more secure access to land and climate change adaptation and mitigation approaches;

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<sup>2</sup> *Reclamation of Vacant, Fallow and Virgin Lands, Re-allocation and Development by the Rural Poor*, MOALI (no date).

## 5. Generation of learning and evidence for improved policy on VFVL land management.

An important objective of the programme is to generate evidence for improved policy. The processes of reclamation and reallocation will also rely on lessons learned in other parts of the country, and will be documented and shared. A number of case studies will be conducted on current concession areas in targeted regions to help inform the scaling up of this initiative. Rigorous exchanges of information and learning will aim to inform policy directions and practice around land reallocation and VFVL management.

The programme goal and objectives reflect the goal of the LIFT Fund: *To contribute to the national goal of sustainably reducing the number of people living in poverty and hunger in Myanmar*; as well as its Purpose: *To improve the incomes and nutrition status of poor people in Myanmar by promoting resilient livelihoods and food security*. The achievements of the REAL DEV programme will be measured in a format that reflects both the government goals and the LIFT results framework.

## 2. Institutional Context and Stakeholder Analysis

The institutional context for national tenure and administration in Myanmar changed significantly in 2012 with the introduction of a land market, as opposed to the former socialist-inspired ‘land to the tiller’ administrative principle. Although all land belongs to the State, the 2012 Farmland Law legalized the buying and selling of use rights to land, and to use land use rights as collateral. Combined with the legacy of the 1991 ‘Wasteland’ Instructions and subsequent 2012 Vacant, Fallow and Virgin Land Law, land values rose, as did land speculation and conflicts/disputes over land. The impact of this transition is still being felt today and its implications are not yet resolved.

When the National League for Democracy (NLD) took charge of government in 2016, public expectations for regularized and democratic land use rights increased. The level of public farmer complaints continued to rise regarding land that had been either confiscated or allocated under past governments. Hence, the resolution of land conflicts/disputes has become a political priority.

The close attention paid to land law and resolution of land conflicts is evidence in the current work of the Parliament. In addition to a revision of the VFVL law, three other land-related laws are currently being considered, specifically: an amendment to the Farmland Law, a new Forest Law, and a new Land Acquisition Act. The actual policy directions of these laws are not necessarily clearly in favour of smallholders or access to land for the rural poor. In some cases the legal revision process presents opportunities to examine and provide evidence for policy in the context of reallocation of concession lands to smallholder farmers.

Four key institutions for land governance in Myanmar are stakeholders or policy targets in REAL DEV programme, with some overlapping membership but different specific goals:

- The Vacant, Fallow and Virgin Lands Management Central Committee governs the management of the VFV lands and makes decisions on allocation of lands over 50 acres. It is

chaired by the Union Minister of Agriculture, Livestock and Irrigation. The 2012 the Vacant Fallow and Virgin Land Law, based on the 1991 'Wasteland' Instructions and promulgated soon after the Thein Sein administration took over government, is the legal reference for this programme.

- The Farmlands Committee was revived under the 2012 Farmlands Law, and is a vertically integrated committee down to the village level, responsible for resolving conflicts and administering designated farmlands.
- The National Land Use Council (NLUC) was established in January 2018 to implement the objectives, principles and related laws of the comprehensive National Land Use Policy. Among the many responsibilities of the NLUC are to produce precise boundary maps and land classification systems to register land use rights, with the objective to reduce conflicts in relation to land allocation and use.
- The Farmland Reinvestigation Committee is a Parliamentary committee that was formed specifically to resolve the large number of land conflicts/disputes that had been registered under a special 'call' for cases under the last administration. The Committee lacks the skills and resources to effectively discharge its mandate resulting in many unresolved cases.

In the implementation of the REAL Dev programme, the MOALI departments most closely involved will be the Department of Agriculture (DOA), Department of Planning (DOP) and Department of Agricultural Land Management and Statistics (DALMS). DALMS is responsible for updating land tenure records; namely, the *kwin* or cadastral maps. The DOA is responsible for the promotion of agricultural extension and productivity. The DOP is leading on the design and coordination of the programme at Union level, but as it has no office at Region level, hence either DOA or DALMS will take the lead. Other involved departments that potentially will be included are the Livestock Breeding and Veterinary Department (LBVD), and the Department for Rural Development (DRD) (responsible for constructing roads and small infrastructure, and with access to some resources), among others.

The General Administration Department (GAD) under the Ministry of Home Affairs will have an important part to play due to its leadership role at Township level, including the Farmlands Committee. Local parliament members will also be involved, as smallholder land access and land conflict mitigation is a key part of the NLD party platform, and some are members of the Land Reinvestigation Committee that is actively working to resolve outstanding land conflicts.

In this context, a number of State and/or Region governments have begun initiatives for land allocation (from government-held lands) or land reallocation (from concession-held lands). At least Ayeyawady, Tanintharyi and Bago Region governments are known to be actively working on land allocation and/or reallocation initiatives, though it is likely that a number of additional State/Regions are engaged in addressing these issues and provide an opportunity to learn from and adapt.

Organizations providing technical support to these initiatives include OneMap Myanmar, Landesa and Land Core Group (LCG). OneMap Myanmar (OMM) works directly with the Ministry of Natural Resources and Environmental Conservation (MONREC) as well as with civil society organizations (CSOs), seeking to develop an open platform for digital data related to land. OMM supports capacity-building to government (Union and Region) as well as civil society, and have expertise in geographic information systems (GIS) and mapping, including participatory mapping, as well as in setting national standards for the management of digital data. The

platform under development may be a suitable host for the publication of mapping and tenure information and policy evidence. The Land Core Group is a local network that raises awareness on land rights through local partners, including CSOs, while also working with government on policy directions, and may be in a position to support local organization formation. Local Farmer Unions have also been active in the land issue, including through the provision of land rights awareness training, and could expand their presence into the programme area.

With a sharp increase in demand and pressure on performance, but with limited resources, Myanmar's land administration agencies, including DALMS, have struggled to keep up with expectations for systematic allocation of land and certification of land use rights. While there has been much discussion for the need to ensure secure access to land for smallholder farmers, there has been little clear guidance on how to achieve this. Moreover, the public discussion often focuses on short-term objectives to resolve land conflicts rather than on longer-term transformation of land administration services. This programme provides an opportunity to demonstrate processes through which land can be provided to smallholder farmers in the context of VFVL concessions that are not being effectively used. The programme will also help land administrators gain tools and experience to become more responsive to the urgent current needs, and help various public and private stakeholders to cooperate for positive results.

### 3. Target Area: Minhla Township

#### 3.1 Pilot Area Characteristics

The two pilot sites consist of former concessions in Minhla Township, Magway Region, on the west side of the Ayerwady River. The two sites were granted as concessions on the basis of a plan to cultivate *Jatropha* (*Jatropha curcas*), which under the military government was promoted nationally for biofuel production (Yuzana in 1997 and Thitsamyay in 2006 or 2007). The two companies planted less than 50 acres each of *Jatropha*, though Yuzana Company was allocated 2,617 acres, and Thitsamyay was allocated 10,850 acres. It is unclear on what basis (verbal, written contract) the concessions were originally granted but the concessions were divested in late 2017 through an exchange of letters between Regional Government and the companies. The concession land is now legally at the disposal of the State.

There are already a number of claimants on the land, foremost local farmers who claim that the concession was made on land that they were already farming. In some cases, farmers who were on the land continued to farm it and in other cases did not. Other claimants include the staff of the concessions who stayed on and continued to farm after the initial industrial agribusiness efforts ceased to function; as well as a number of other in-migrant families.

The GRET-MOALI assessment identified conflicting claims in the Yuzana area as: recent tenants (approximately 19 HH); previous traditional users (approximately 160 HH) and concession workers (approximately 17 HH); with the farm supervisor as a background claimant. For the Thitsamyay area, at least 270 HH claim original use, about 4 HH of permanent workers settled, and 2 HH moved in more recently. In total the concession-affected population numbers roughly

about 12 villages, and 430 households. Note that these are imprecise figures, and all of the assessment data will need to be confirmed during programme inception.

The land has for the most part not been surveyed which is not uncommon for non-irrigated land under cultivation and hence is currently classified as 'vacant' land. However, some farmers claim that they had or have receipts for taxes paid (one way of establishing tenure claim). The low-lying paddy lands are more likely to have a land use certificate (e.g. Form 7 or tax receipts as a proxy).

The surrounding villages will also need to be involved in consultations and there is some overlap with the adjacent Ngape Township where some claimants live. The ethnicity is mostly Bamar, but likely mixed, and it was indicated that about 22 Chin villages are established in the hilly areas beyond Letpan Thata Village. In general, the target area is remote, and land does not seem to be scarce: there are some but not many, landless households in the area, i.e. those working as daily labourers. As it is remote, farmers seem to not access bank credit but rely on traditional sources of credit, if they take loans at all.

The agroecosystems are on rolling land with some scrub forest and agriculture is primarily rainfed (*ya* land). There are some paddy fields in low-lying areas of the Thitsamyay concession area. Hills rise higher in the west of the concession area, at 'Elephant Mountain.' There is at least one small permanent river for which local communities have aspirations for use as irrigation. There are 'black cotton' soils in areas, notably near roads in the east. These soils are considered highly fertile, but challenging to cultivate when wet due to its high plasticity. This soil area is not appropriate for goats. The area has a mean annual precipitation of approximately 60 inches (1,524 mm). However, variable rains are a key factor influencing cropping patterns, which are typical *ya* crops of sesame, corn and chickpea. Under conditions of high rainfall, chickpea is the most consistent crop and seems to have the greatest potential on the 'black cotton' soils. Water is the greatest limiting factor in the intensification of crop and livestock systems particularly during the dry season. Surface water resources are restricted to perennial streams with the potential for the development of small reservoirs and recharge structures, whilst groundwater resources are limited. However, the potential for water harvesting and associated capture approaches has yet to be fully assessed in the target region.

Government stakeholders in the pilot area, including those who will implement the programme, include the Magway Region and Minhla Township staff of MOALI departments that include DALMS, DOA, LBVD, and DRD. A further key stakeholder is the General Affairs Department (GAD) representative at the Township and Region level. Not only is the GAD the Chair of the Township, but also the Chair of the local Farmland Committee and in charge of resolving local land conflicts. Technical staff at the Township level are generally skilled in their various competencies, but may not be familiar with participatory processes and diagnostic analysis. However, during the design mission, technical staff generally expressed strong support for these processes and their need in the programme. It is of note that Minhla Township is considered to be an unfavourable township for government staff posting. It is considered remote and not a priority, with poor access to resources (training, equipment, materials), which may result in high staff turnover.

Minhla is on the Monywa-Pathain road, which facilitates transport and movement of crops between those centres, though less from Minhla itself. The former concession areas do not have

roads and lack electricity. Private sector development is weak in the area, though strong for chickpea processing in Pakokku and Monywa. Magway has two active professional organizations, a Sesame Growers Association and an Oil-Seed Millers Association, which expressed interest in supporting farmers in Minhla Township, where they are not currently active.

A number of local Farmer Unions in Magway Region have already been working on raising awareness of land rights and on land allocation, in addition to the promotion of Good Agricultural Practices (GAP) for farmer adoption. With the support of one of the unions and parliament members, Landesa facilitated the process of land allocation on a 500 acre plot that was used by a government-owned enterprise. These Unions also expressed interest in supporting the programme in Minhla Township, where they are not currently active.

### *3.2 Programme scope*

This programme will cover two pilot sites in Minhla Township (formerly the Yuzana and Thitsamyay concessions) over three years, from June 2019 through June 2022. Dependent on the outcome of a mid-term review, there would be an option to expand to two additional pilot sites each in years two and three, but would need to be on the basis of a costed extension of the contract. Additional sites would be chosen on the basis of case studies in target Regions (see 5.1.1 below) and a set of criteria.

Direct beneficiaries include:

- Rural poor households that gain secure tenure to land and increased access to markets: farmers already on the land, later in-migrants, and landless who may gain land. Female headed households will be prioritized in the allocation of land and secure tenure. **Affected households approx. 430 + potential landless approximately 100.**
- Rural poor households in surrounding township that benefit from increased market services and agricultural value chain development: **2000 + HH.**
- Government staff (Union, Region, Township) who receive resources (funds, material, technical assistance) and gain new knowledge based on policy evidence, develop new methodologies and frames of reference for management of VFV land and its re-allocation. These methodologies and mind-sets could include new ways of working together with civil society.
- Civil society organizations may benefit from new skills, knowledge, methods and outcomes in working together with government agencies around the reallocation and management of VFV lands.
- Government agencies and private sector actors that may have land at their disposal after mapping/allocation to households.

Indirect beneficiaries will include:

- Private sector partners (outputs markets) who will receive consistent quantity/quality products and service providers (input markets) that would support farmers through inputs.
- Government administrators that will have less conflict/disputes to manage.
- Rural households accessing capacitated government staff services in other areas (potentially entire township population).

- Rural households who gain access to land as enabled by policy change and protocols for bottom-up implementation of law in favour of smallholders and rural landless (many township populations).

When scaling up to other areas, it should be noted that every site may be quite different. The situation in these two pilot areas is one of regularizing tenure to current users and providing new land to landless. The attitude of the concessionaire is to date conciliatory, as there is limited competition over the land. Other areas may be more complex, with relationships that are more complex, higher population density, and a more active concessionaire.

## 4. Theory of Change

The theory of change is based upon the assumption that if farmers gain secure access to land, as well as support for inputs and access to functional markets, they will be able to increase household income and resilience.

The primary change actors are firstly the female and male farmers, including the rural poor, who gain secure tenure, enabling them to become more resilient to shocks and stresses. Through closer links to other actors in the agricultural value chain or market, farmers also gain access to material and technical inputs. This enables them to increase productivity and **step up** their agricultural activities and livelihoods.

Through the development of a participatory approach to land allocation and land management plans, and increased ability to forge stronger links to private sector input providers, staff of DOA and DALMS at the regional and township level will gain knowledge and skills to become more effective service providers.

By having increased contact and better market relationships with farmers, relevant private sector input providers (e.g. seed companies, credit providers) and farmer associations (e.g., Farmer Union, Sesame Growers Association, Sesame Millers Association) will benefit from being more effective in achieving their business objectives in Minhla Township.

By producing clear evidence regarding a successful approach to participatory and transparent land reallocation, and by producing a summary characterization of land concessions in Magway, Mandalay and Sagaing Regions through a series of case studies, the programme will be in a position to draw conclusions for the scaling up of land reallocation activities in general as well as rolling out to specific additional pilot sites. At the Union and Region level, the policy evidence produced will help inform regional and national directions for management of land concessions, as well as for land reallocation, reaching government decision-makers, agribusinesses and local farmers, with potential for increased positive outcomes for all. (See Annex A. Indicative Theory of Change).

## 5. Approach and Activities

This section describes the programme approach through activities designed to achieve each objective. The implementation of the programme will comprise of two distinct phases. The first

phase that includes the development of the process and framework for the reallocation of land and the subsequent issuing of formal land tenure certificates to beneficiaries will precede the implementation of the second phase that has a focus on the agricultural development elements of the programme. Without the issuing of secure land tenure certificates (i.e. Form 3) to beneficiaries, the programme will not proceed to phase 2. A clear 'stop go' point in the programme is the issuing of land tenure certificates.

### ***5.1. Programme Objective 1. Improved process for reclamation of VFVL concessions based on transparent and conflict-sensitive principles***

The concessions in the Minhla pilot area have already been divested, or reclaimed, and are now legally at the disposal of the government. However, the programme will contribute to an improved process for the reclamation of concession land through two studies outlined below. As these studies may generate evidence for policy directions, these activities are linked to Programme Objective 5.

#### **5.1.1 Assessment of selected concessions in the target Regions of Sagaing, Mandalay and Magway**

The objective of this activity is to survey a number of VFVL concessions, and for those not yet used effectively, assess the feasibility of their reclamation for reallocation to smallholder farmers and other stakeholders. The study will identify additional concessions that may be targeted for reclamation and reallocation in a second phase (costed extension) of this current programme. The study will also draw relevant general conclusions regarding the use of VFVL concessions in the case examples. These conclusions will include the feasibility for improved effectiveness of their use, including by the rural poor, and in potential partnership with the private sector or agribusiness companies. The study findings will contribute evidence for policy directions on the management of VFV lands in Myanmar in general.

This activity will determine and apply appropriate criteria for the identification of additional reallocation sites. These criteria will include potential for mitigation of conflict, in which there is potential for agricultural development of and by rural poor farmer, and also potential for constructive engagement of concession holder and/or other relevant stakeholders.

It will build on the work completed by MOALI and GRET in 2017 on the assessment of selected concessions in these regions and could link to assessments or research conducted on VFVL concessions in other geographic areas to draw relevant comparisons.

The study will be conducted by assigned staff of DALMS and/or DOA, with the support of PMU technical staff, and additional consultant expertise as appropriate, during the first year of the programme. The specific scope and work of the study will be determined during programme inception, to determine how to achieve the dual objectives of (a) assessment of potential additional sites, and (b) generation of evidence for policy directions. The process may include initial mapping of existing concessions in the three regions, including analysis of spatial data, and development of criteria for selection of case study sites.

### 5.1.2 Survey and analysis of ongoing reclamation processes: Case studies

An additional study under this programme objective will survey and analyse ongoing land reclamation processes in at least the three regions (e.g. Sagaing, Mandalay and Magway), and if possible more broadly across additional States and Regions. The study will examine and document the various legal and administrative processes related to reclamation or divestment of concessions, whether completed or ongoing. The study will analyse the processes, identify bottlenecks, and make recommendations for streamlining the procedure while mitigating conflict. By identifying specific challenges and ways to overcome them in the reclamation process itself, this study will provide the data needed to inform policy and practice for enabling reclamation or divestment. The study will be conducted during the first programme year.

## *5.2 Programme Objective 2: Improved process for reallocation of VFVL land to smallholders and landless that is transparent, inclusive and participatory*

The land reallocation approach developed by this programme, and informed by other reallocation initiatives in the country (and abroad), will be one of the most important outputs of this programme. The reallocation approach, along with a critique of what worked well and what still needs to be adapted, will be documented for use in scaling up. These activities will result in the issuance of land use certificates to women, men and the rural poor. Relying on the programme principles of inclusion, conflict mitigation and transparency (see section 6 below). The following activities will be undertaken (see also Concept Note):

### 5.2.1 Preliminary design of approach: discussion and workshop

The detailed design of the approach will rely on discussions within and between departments as well as with experts. The design will also incorporate learning from the experience of other reallocation initiatives in Myanmar or abroad (whether or not in a concessions context; see 5.1 above and Activity 5.5.1 below).

Since the concession areas in Minhla are VFV lands that do not yet have established farm plot boundaries, the reallocation approach and activities will be integrated with a DALMS standard cadastral survey of lands (see Annex B. Standard Land Survey Procedure). *It will be critical at the programme outset for the DALMS staff and programme management unit (PMU) to have detailed discussion on how the reallocation process will be as streamlined and participatory as possible while still meeting necessary requirements for cadastral and parcel maps that enable issuance of land use certificates.* These discussions could include a multi-day workshop to consider the options for the reallocation process and potential opportunities and constraints.

The standard for cadastral maps prepared by the DALMS employs ground surveys for the preparation of certifiable maps. While this technology is exact and precise, it is also time and labour consuming. The programme should consider potential innovations, for example the use of high-resolution satellite images (similar to the images that will be used for the area survey and participatory mapping), or other streamlined methods to prepare certified cadastral maps. If the programme would like to consider alternatives, then a series of workshops could be built into the inception period, with support of external expert resources, to consider the advantages

and disadvantages of various technologies, and how to ensure the precision required for certification of maps, while streamlining the process for ease of scaling up.

### **5.2.2 Engagement and preparation of all stakeholders: communications plan**

Building on the design workshops, this activity set ensures that all stakeholders, from affected farmers to relevant neighbouring communities to government staff, understand the objectives and methods of the reallocation intervention, and what roles and responsibilities each has, or how they may engage with it. Potential conflicts will be assessed, and ways to mitigate them identified. The programme communications plan will begin to be implemented at this stage to support outreach activities. The plan will include the establishment of robust and locally-appropriate complaints mechanism, as well as the plan for how the existence of these mechanisms will be communicated and their use encouraged. Complaint focal points and complaints mechanisms may need to be identified on appropriate criteria, mobilized and trained. Engagement and preparation of stakeholders may include another series of workshops or village meetings at local level. The preparation of all stakeholders will be led by DOA and DALMS with technical support from PMU.

### **5.2.3 Capacity building and outreach**

This activity aims to train those who will conduct the participatory assessment and be involved in the reallocation process, including on participatory land use planning (PLUP) and the use of remote images, communication and conflict management skills, and eventually land management planning. The assessment should be conducted by PLUP teams comprised of government staff at village, township and regional level, together with farmer representatives and civil society organizations (e.g. Farmer Unions), parliament members, and local villagers. The trainings will be conducted by DOA/DALMS staff, with support of the PMU (Technical Advisor) and national consultant expertise as needed. Use of high-resolution satellite imagery will be an important basic tool for the assessment, and these images and maps will need to be created by DALMS and/or a service provider.

### **5.2.4 Participatory assessment of targeted VFV and neighbouring lands**

The PLUP teams (government staff, farmers and CSO/Farmer Union members) will conduct a participatory assessment of current land use in the former concession areas, including land tenure arrangements. The teams will also assess potential use or land capabilities, and historic claims on the land. The teams will work with community members to assess their ambitions for the continued use and management of the land, with a particular focus not only on individual parcels but also community lands, livestock management, small-scale development of water resources, and resource management for climate change adaptation and mitigation. Areas that could be allocated to the landless for farming will also be identified.

### **5.2.5 Identification of beneficiaries for land allocation**

With the participation of local communities, and in full transparency, the PMU and PLUP teams will develop criteria for land allocation beneficiaries and apply these criteria. The identification of beneficiaries will require care and transparency, and be supported by the communications

plan. In Minhla, as there are farmers already on the land, it is likely that the beneficiaries will be mostly those rural poor who are already using the land. However, depending on the participatory assessment results, there may also be an opportunity to accommodate landless beneficiaries from neighbouring areas (as determined and defined by the PLUP teams). Conflicts will need to be anticipated and resolved. One source of conflict is expected to be between the later in-migrants, primarily staff of the former concessions, who appear to occupy the better soils nearer the roads and the local farmers. Some mutually acceptable compromise will need to be negotiated. The programme will need to consider how to ensure use rights to communal village land that is not household farmland and where village boundaries are set.

### 5.2.6 Consensual decision-making on management plan

Based on the participatory assessment, and the agreed provisions for land allocation beneficiaries, a management plan that takes into account not only tenure arrangements (individual and communal) but also various uses of the land will be developed. The plan will be consulted and previewed, using principles of Free Prior and Informed Consent, with complaints or consultation mechanisms in place. The plan will also need to consider tenure or legal access arrangements for land that is not to be allocated to households, but rather used by the village for communal purposes.

Depending on the outcome of the assessments above, innovative programming may need to be designed to legally support ‘mixed use’ of the land, for example of rotational fallow, agroforestry and/or pasture lands, based on local needs and consensus among farmers and stakeholders. One constraint to the effective use of agricultural land in general, and of VFV lands in particular, is the system of land classification currently in use in Myanmar. Each land category (e.g. agriculture, forest, grazing) has particular rules and government agencies responsible for its management, though often the current land use does not conform to the land use category. Importantly, there is no legal category that supports the use of rotational fallow systems, agroforestry systems, and mixed use. The National Land Use Policy promulgated in 2016, and confirmed through the appointment of a National Land Use Council in 2018, specifies that the land classification system should be reviewed. As this programme is in essence assisting land classified as ‘vacant, fallow and virgin’ become land classified as ‘agricultural’, there may also be an opportunity to test a new category of ‘mixed use’ that legally supports household tenure of land managed as rotational fallow and agroforestry systems – as is the case over much of the pilot site. A further option would be to trial a communal management land classification for the purpose of multiple uses. This evaluation would require the approval and participation of the VFVL Committee and the National Land Use Council, but could support an innovation with national implications.

### 5.2.7 Cadastral survey for land parcels

These lands have yet to be surveyed, and formal plot delineation is a prerequisite for issuing land use certificates. The creation of a survey map requires a number of steps as outlined in Annex B. The boundary delineations according to DALMS procedure use standard ground surveys, and will be implemented by DALMS with support of the PLUP team and local farmers. A preliminary estimate is that it takes a team of five persons two months to survey 400 acres (162 ha) of overall boundaries and farm plots (one *kwin* or cadastral map). To cover the approximate

5,500 acres (2,225 ha) of the two concessions, or 14 *kwin*, may take about 6 months, assuming a work force of 5 teams (5 pax each). Extra resources may need to be allocated to complete this labour-intensive work in time. As the survey is a standard government procedure it will be financially supported by use of regular MOALI budget.

### 5.2.8 Issue land use certificates

Once the plots have been delineated, the beneficiaries identified and local use planned, a public display and verification of the land use maps must be made completely public and re-verified. After a final consultation and agreement, Legal Land Use Right Certificates will be issued to farmers according to the 2012 Vacant, Fallow and Virgin Land Management Law and its regulation or 2012 Farm Land Law and its regulation. (In accordance with the VFVL Law, this may involve the issue of Form 3 as a preliminary step to Form 7, the latter which can be accessed only after a number of years of cultivation). Certificates will be designed to assure land use rights to female as well as male household heads. The type of land use certificate to be issued will need to be negotiated, and/or some assurance provided that these certificates can be used as collateral for bank loans otherwise the newly-landed farmers may not be able to access the inputs needed to make their farms productive.

### 5.2.9 Documentation of process for reclamation and reallocation of land

The final process developed and implemented for land reclamation and reallocation will be documented to serve as a resource for others who are attempting land reallocation. The document will also contribute to informal policy influencing. Regular group reflection during the process itself will also be documented and help articulate challenges and how they were overcome, as well as points that lead to success. The Communications and Accountability Officer will be responsible for documenting the process in a user-friendly format that presents the analyses of challenges and successes. The documentation will be presented at national exchange forums (see 5.5 below) and provide general policy evidence.

## 5.3. Programme Objective 3: Improved agricultural productivity of poor rural farmers through more efficient links to services

This set of activities will target not only the 12 villages affected by the concession, but also broadly Minhla Township for increased viability of agricultural service outreach. Activities within this Programme Objective will be phased in based on progress towards certification of beneficiaries as described in Programme Objective 1 and 2 with the full implementation of this second phase taking place on the granting of land tenure certificates to beneficiaries. Whilst the aforementioned Programme Objectives are being implemented work will begin on the identification and plan of interventions with stakeholders.

### 5.3.1 Market study

The activity will analyse the production and marketing of important local crops, predominantly sesame and chickpea, to determine key interventions that would likely result in improved

efficiency and productivity of those crops. The study will analyse the role of key stakeholders with a focus on the contributions to and needs of women in these systems. The study will also take into account agricultural technologies that adapt to and mitigate climate change, as this is a particular area of concern in Minhla Township, as well as explore nutrition sensitive interventions. Targets will be chosen on the basis of criteria identified by the study. Examples of public or private sector interventions may include the provision of farm credit, the appropriate seed and other crop inputs, livestock husbandry, and processing of farm products or markets. The study will identify public or private service providers who could implement the interventions through strengthened links with local farmers.

This activity will be conducted by teams composed of DOA staff and concerned departments (DRD, LBVD, AMD, SSID), under the guidance of the PMU technical staff and/or other external resource persons. This activity (and possibly interventions) will make use of existing technical resources at the disposal of MOALI , including for example those of the Value Chain Task Force at Union level, of the MOALI Agriculture Policy Unit (ref. Mr. Duncan Boughton), of the ADB project related to climate-friendly agribusiness value chains, and of JICA (ref. Mr Araki). The study will take place during the inception period if possible, or during the first year of the programme.

### **5.3.2 Strengthen links between value chain actors, including public and private service providers**

On the basis of the previous activity and satisfactory progress with respect to certification of beneficiaries, a set of two to three key interventions will be implemented, primarily by facilitating links to service providers and the private sector in the region. This may include strengthening the local presence of producers and processors associations, linking farmers to markets and private sector services, and the emergence of local services. There will be strong linkages to extension services, public and private agricultural input providers, traders, processors and other market players.

If the planned interventions include access to credit markets, programme staff may have to negotiate with service providers such as the Myanmar Agricultural Development Bank and/or private microfinance institutions that are operating in the target area to facilitate access to credit using flexible arrangements according to the existing situation (e.g., to use existing land use certification *in lieu* of Form 7, in cases where Form 7 have yet to be issued). The programme may draw on additional MOALI value chain development resources including those supported by other donors.

### **5.3.3 Facilitate access to extension services, training or capacity building, including on climate-smart agriculture**

On the basis of the above study, any trainings or capacity building for the staff of DOA and related departments/or farmers, and associations, to improve productivity as well as the effectiveness of their relationships with markets and service providers will be required. Particular attention will be paid to technologies and linkages that adapt to changing climates and conditions of drought and/or flood.

#### ***5.4 Programme Objective 4: Increased resilience of rural households through more secure access to land, and climate change adaptation and mitigation***

The target beneficiaries for these activities are limited to those approximately 12 villages in Minhla Township that directly benefit from reallocation of land from the two former concession areas. Women and men, including the poor, in these villages will create and implement a simple management plan for village lands (i.e. land not designated as farmland for allocation to individuals). The objective of the management plan is to identify areas for improved water resource management (catchments, reservoirs) as well as development of watershed protection measures (agroforestry), and other areas as needed for communal management and to mitigate the effects of climate change. The climate change adaptation and mitigation elements could take the form of incorporation of trees, and/or choice of crops and cropping patterns that can withstand drought or environmental change. The village communal use rights to this land will also need to be determined.

##### **5.4.1 Create and implement a management plan**

This activity is an added application of the tenure map that will be created using high-resolution satellite imagery under activity 5.2.4 and 5.2.6 above. Women and men, farmers and natural resource users, and village representatives (in the case of resource use overlapping village boundaries) will work together on the basis of the satellite imagery and ground-truthing, to prioritize collective management objectives, and identify areas for improved resource use and management. This could include areas for water catchment protection, improved reservoirs and ponds, areas for agroforestry/mixed use, and livestock grazing areas. The plans will determine who will implement the activities in the plan, on land used by whom, and under what tenure arrangement. Newly landed households may require seed money to begin to cultivate their lands, and those who are experienced farmers with newly-secure tenure may be able to use funds effectively to implement innovations for increased productivity on the land that they now have secure tenure to.

Some of the lessons learned by the USAID-supported Land Tenure Project in Bago Region, Tharawady District, might be useful here, specifically its experience with participatory land use mapping. ([www.land-links.org/project/tenure-gobal-climate-change-burma](http://www.land-links.org/project/tenure-gobal-climate-change-burma)) (Or search: USAID Burma Land Tenure Project; see TGCC Assessments, Success Stories and Briefs).

#### ***5.5 Programme Objective 5: Generate learning and evidence for improved policy on VFVL land management***

The activities under this objective focus on increasing skills, knowledge and evidence with respect to reallocation of lands and VFVL management.

##### **5.5.1 Learning from ongoing land reallocation processes in Myanmar: an initial review and case studies.**

This activity is intended to learn from ongoing reallocation processes in Myanmar. For example in Ayerwaddy Region, Bago Region and Tanintharyi Region, to understand challenges and

avenues to success in other areas, and how these lessons might be applied in Minhla. The initial review activity should take place during the inception phase to inform the finalization of design for the land reallocation activities (see 5.2 regarding Programme Objective 2).

### ***Study tour***

The initial review of ongoing land reallocation processes could take the form of a *study tour* of relevant programme staff, experts, and possibly other relevant stakeholders. The study tour would visit specific allocation initiatives in country (Ayerwaddy, Tanintharyi, Bago), examine challenges and successes, and how challenges have been overcome. The participants would distil lessons learned, and recommend how these lessons could be applied in Minhla. The task force could study the documentation of land allocation processes that have taken place outside Myanmar, or consult with outside experts. The study tour results and conclusions will be documented in a report or review document that is publically available.

### ***OR National forum / workshop***

Alternatively, the initial review could take the form of a *national forum* to exchange experiences with reallocation or allocation processes in Myanmar. The workshop would bring together government staff and civil society from various land allocation initiatives to understand what in the approach helped lead to success, and what constraints or risks need to be overcome. It would also be possible to combine both approaches, with the results of the review tour informing the national forum.

The MOALI Programme Director and PMU Technical Advisor (Land) will be responsible in organizing and supporting the activity, and for the final documentation of the lessons learned in the study tour report. The Communications and Accountability Officer will support the documentation process and be responsible for the dissemination of the review document.

## **5.5.2 National and regional exchange forums**

At least two national forums will be organized during the life of the programme, with the objective of learning and exchange between State/Region governments, and other agencies and organizations involved in land allocation and reallocation processes. Lessons raised in the forum will be documented, and results will help improve the land reallocation process in Minhla and in future pilot sites, as well as in other parts of the country. The forum and its documentation would informally influence policy. The forums will serve to help create a community of practice around the reallocation of land, and the effective management of VFV land.

Forum participants will include government staff at State/Region and Union level who are working on land reallocation processes; government staff who have an interest in land reallocation but have not yet begun to facilitate it; and international agencies and civil society organizations that are active on the issue of land reallocation. External resource persons may also be invited as appropriate.

## **5.5.3 Documentation of lessons learned**

The documentation of lessons learned by the programme, with a particular emphasis on land reallocation process and effective use of VFVL concession land, should be made throughout the

life of the programme. These documents can be short briefs, or longer guidelines or reflections, depending on the messages and targeted audience. The documentation should be based on a range of programme learnings, whether the initial review of land reallocation, workshops, national forums, documentation of land reallocation process, as well as the programme reviews and final evaluation. The documentation of lessons learned will be the key approach to the generation of policy evidence under this programme. If possible, the evidence will also contribute to an understanding of *how improved agricultural productivity increases land tenure security* and *how smallholders contribute to the effective use of VFVL lands*. The documentation will target policy makers, including the Central Committee on Vacant Fallow and Virgin Lands, and the National Land Use Council. It will be publically and widely shared to contribute to a community of practice working for the reallocation of land and effective management of VFVL land.

## 6. Principles and Risk Mitigation

This high-profile programme aims to show a model of success for transparent and inclusive reclamation and reallocation of VFV lands. The programme also aims to develop an inclusive approach, and provide key lessons for potential scaling up the approach, and management of VFV lands in general. Development of a successful model based on a transparent approach will require the following principles that will help mitigate risks of conflict.

### 6.1 Principles for programme implementation

Core principles in the implementation of the programme will assist in mitigating potential conflict and provide a foundation for the development of a successful approach. How these principles are applied during programme implementation will be reported on as part of the programme methods documentation (as well as monitoring and evaluation reports). It is important to acknowledge that there will be a need for flexibility and adaptive management that supports innovation and learning. See Concept Note for details on how the principles, as summarized below, might be applied:

- **Use inclusive, participatory and streamlined processes.** This is especially important for the land reallocation processes, in which the approach will be easily understandable and encourage participation by all potential beneficiaries.
- **Promote win-win solutions:** One way to mitigate conflict, for example is through private-public sector partnerships. The programme will identify areas appropriate for the private sector (including concession owners) to work together with government staff and the rural poor for land reallocation as well as agricultural development.
- **Do-no-harm:** Explore potential conflict points before programme activities commence and mitigate to ensure no harm to stakeholders. Ensure conflicts are solved before new allocations are agreed.
- **Transparent:** Use of a Free Prior and Informed Consent, complaints mechanism, clear communications materials, advance notices, soliciting of advice and participation. Not only for those directly benefitting from the programme but for surrounding communities as well.
- **Inclusive:** No exclusion on grounds of cultural, social or economic characteristic.

- **Gender-sensitive:** All programme activities should be designed to equally benefit women. Land ownership and secure title for women is a core element in the reallocation of land that cannot be compromised. Further, benefits associated with the implementation of the agricultural development components of the programme will need to include at least equal numbers of women benefiting from interventions and training and the role of MFI in supporting women will be embedded in the design.
- **Poor-sensitive:** Activities will be designed to benefit the rural poor, as measured in the programme results framework.
- **Nutrition sensitive and climate smart agriculture:** Addressing the challenges associated with poor dietary diversity and nutrition and climate resilient agriculture interventions are an imperative in the design of the agricultural development components. These need to be explicitly incorporated in the through interventions and access to knowledge.

## 6.2 Risks

Risks in reaching the programme objectives and to develop a model for successful scaling up include risks of **ensuring replicability, timely implementation, and levelled expectations** of the programme.

Since this is a pilot programme intended to be scaled up to other cases, particular attention needs to be paid to ensure the programme is replicable in other sites. This means assessing the representativeness of the pilot site in relation to other potential sites in the region, and ensuring that programme activities such as land survey are replicable, and that any potential policy inputs are available at high-level to those who would help scale up the intervention.

Due to the complex nature of the programme requiring inputs from various government departments, efficient management and clear communication is required between departments and levels (Union, Region, Township) to ensure timely completion of activities. This may be achieved in part through detailed work plans, staff allocation, and effective governance structures. It will be especially important to ensure that all programme partners have realistic expectations of roles and responsibilities in achieving programme objectives. The role of internal and public communications will be critical to ensure that misunderstandings do not give rise to conflict or constrain programme success.

For further details see Annex C. Table of Indicative Risks and Mitigation Measures.

## 7. Monitoring and Evaluation for Learning and Accountability (MEAL)

The programme will be monitored and reported on according to LIFT Monitoring and Evaluation for Learning and Accountability (MEAL) standards<sup>3</sup>. The measurement plan will track indicators regarding the impact of the programme on rural households, with disaggregated data on women and the rural poor. Selected indicators may include number of households with secure access to land, increased agricultural productivity and income, and/or improved market access.

<sup>3</sup> See [www.lift-fund.org/monitoring-and-evaluation-learning-and-accountability-meal-guidelines-ips-upcoming-proposals-and](http://www.lift-fund.org/monitoring-and-evaluation-learning-and-accountability-meal-guidelines-ips-upcoming-proposals-and)

It will also include indicators that relate to policy work (see Annex D for Indicative Measurement Plan). Note these indicators will be adjusted based on the revised strategy and results framework of LIFT that is being finalized.

The programme will also report on its contribution to policy directions and practice, which may include indicators on the amount of evidence generated that would support policy directions for the management of VFV land, the procedure that has been developed for participatory and transparent land allocation, and increased capacity of government staff and partners for implementing the process.

A MEAL plan will be finalized during programme inception as part of the programme work plan. To initiate this process a MEAL workshop will be organized with all relevant programme participants to refine the Theory of Change and measurement framework. The MEAL plan will be submitted to LIFT at the end of the inception period and validated (as per LIFT operational guidelines).

A baseline study according to a design approved by LIFT will be undertaken at the start of the programme and will provide the baseline for the programme indicators, and help refine indicators as needed. A repeat of the baseline study at the end of the programme will contribute to the programme evaluation, as well as to evidence for policy directions.

Due to the complex nature of the programme, an internal process review carried out by programme staff, possibly with support of an external resource person, should be undertaken early on to ensure that the programme governance and support structures, including internal communications and decision-making, are functioning to support a positive outcome; and recommend any adjustments needed. This process review will mitigate the risk of uncoordinated management and communications (see Annex D. Risks and Mitigation Measures). Further, a phased approach to the implementation of the programme is recommended to ensure that acceptable progress is made on the reallocation and certification of beneficiaries is achieved before the implementation of the agricultural development components.

An external mid-term review and an external final evaluation will be contracted by LIFT directly. These reviews will examine programme progress toward expected results and assess the need for programme adjustments. It will examine the replicability of the programme (is the design replicable, is there potential to scale up) as well as the success of (or potential for) the transparent and collaborative approaches necessary for success: (within community; between departments; national-regional; inter-ministerial).

A set of at least three challenging Learning Questions will be formulated at the start of the programme, which will help encourage and measure programme success and innovation, especially regarding policy directions in relation to the studies planned in section 5. Examples of questions may include: How are women benefitting from the programme, especially in the land allocation component? How has the programme generated evidence on critical VFV management directions? In what context might the land reallocation process be used, and in what context would not be appropriate? How might the land reallocation procedure be further adapted?

As MOALI lacks the human resources, the primary responsibility for monitoring and reporting will be the responsibility of the contracted Implementing Partner who may also contract external service providers. It is assumed that MOALI programme staff will provide the data required, including possibly acting as surveyors for the programme baseline study. MOALI will be involved in validating findings and using monitoring data for programme guidance. MOALI may consider establishing an M&E task force or subcommittee within the current governance framework to review and validate M&E reports.

## *8. Programme governance, management and partnerships*

The programme will be implemented by the Ministry of Agriculture, Livestock and Irrigation (MOALI), with oversight at Union level and implementation at the Region and Township level. MOALI and LIFT will sign an agreement setting out the principles of the collaboration and the programme governance. Financial management and selected technical support will be provided by an Implementing Partner (IP) contracted by LIFT. Budget support will be provided by LIFT through the Implementing Partner. It is recommended that a specific agreement is signed between MOALI and the IP regarding implementation arrangements that will be finalized at inception stage. MOALI will also use as much as feasible its own existing budget and resources for the implementation of some components of the programme.

This complex programme requires leadership and participation from a number of different government departments, most notably the DOP, DOA and the DALMS. At the same time, the programme operates through an office at Region level, with activities and impact at the Township, and guidance required from Union level. The programme has a national scope in the sense that lessons will be exchanged nationwide, and that additional pilot programmes may be sought in other Regions.

MOALI proposes an institutional arrangement of **Steering Committee** at Union level, Chaired by the Deputy Minister of MOALI; and an **Implementation Committee** at Township level chaired by the Township GAD Officer, and including civil society organizations, farmer representatives, and members of parliament in addition to the relevant departments. (See Annex E. for full membership of committees).

Specifically the Departments of Agriculture and the Department of Agricultural Land Management and Statistics will be the two main implementers, or **Focal Departments**, one of them as the primary manager as assigned by the Union Minister. Whatever the institutional arrangement, a close working relationship between these two critical departments must be ensured. The Department of Planning of MOALI will take a coordination role, with initial responsibility for the programme design.

The specific TORs of the Committees and Programme Management Unit will be defined during the inception period in collaboration with the LIFT FMO. Because this is a complex programme with a number of leading and supporting roles necessary from a number of departments, the governance structure will be reviewed early in the programme period to ensure it is effectively meeting needs of programme implementation. To mitigate the risk of unwieldy management and slow decision-making, it may be necessary to consider a small **Technical Working Group**

that is vertically integrated and authorized to move quickly to make daily programme decisions; a future option might be to empower the PLUP team to make administrative decisions as needed.

The **Implementing Partner** will support MOALI in a number of functions, primarily to manage and report on LIFT-provided programme funds on behalf of MOALI (though decisions over use of funds will be made through a “no objection” process within the Implementation Committee, this being based on the presentation of work plans and budgets on a quarterly basis by the PMU), will manage procurement of services and equipment. The Implementing Partner will also provide technical assistance (either directly or sub-contracted) and be responsible for monitoring and evaluation. (See Annex F Terms of Reference of Implementing Partner). The Implementing Partner will be selected through a public tender managed by LIFT. According to UNOPS procurement rules, MOALI may participate at all stages of the selection process and provide inputs as an observer to the selection committee.

The **Programme Management Unit** (PMU) composed of Implementing Partner and government staff, will be based in the Magway Region office of the Focal Department, and work directly both at Region and Township level. A Deputy Director of the Focal Department (DOA and/or DALMS) will be assigned as **Programme Director**, and several staff from focal and other relevant departments will be assigned to the programme for part or full-time as appropriate (See Annex G for Terms of Reference).

**PMU Implementing Partner staff** will include a full-time Programme Manager, a Finance Manager and Finance Assistant, a full-time Communications and Accountability Officer, and two Technical Advisors (18 months each), one for Land Reallocation and one for Agricultural Value Chain and Development (See Annex F).

Additional partners may be sought locally for the social organization functions, such as the Farmer’s Union. Recruitment of an institutional partner to strengthen local social organization capacity may also be considered, to help create a base of expertise for scaling up at regional and national level. The programme will also seek partners in the private sector for the strengthening of the value chain, such as with producers groups.

## 9. Budget and Value for Money

The budget of USD 2.332 million as attached is indicative and preliminary, to be finalized during the tender process as well as the inception phase of the programme. It likely will be allocated in large part to technical assistance and operational costs. Note that costing for the implementing partner will be based on their financial offer in response to the public tender and on subsequent contractual negotiations. It is also expected that some costs will be covered by MOALI budget, especially for staff.

The resources will enable increased access to land for about 500 households, or 2,500 women, men and children, over about 5,500 acres of land. It will also support value chain improvements for up to 2000 beneficiary households, or 10,000 persons, at the township level.

The Programme Costs of USD 1.021 million (44%) are indicative, and tentatively allocated between activities that relate directly to the five programme objectives:

- Approximately 0.230 million for increased agricultural productivity benefitting 10,000 persons, or USD23 per beneficiary.
- About USD 386,500 are allocated for the development of a process for the reallocation of land, and ultimately the issue of land use certificates, or Form 7, to about 500 households, or 2,500 persons, at a cost per beneficiary of USD155.
- About USD 185,000 is allocated to the creation of a management plan and improved climate change adaptation for 12 villages, or about 1,500 HH/7,500 persons benefitting (from a total of 2,972 HH in the villages) at a cost per beneficiary of USD 24.6.
- The remaining programme cost budget of USD 220,000 is allocated to the generation of improved policy evidence, both through documentation of programme experience and specific studies on reclamation and reallocation in other areas.

The value for money is justified given that:

- This is a pilot programme which will show a model of success and help develop processes for efficient scaling-up to other areas.
- The budget invested by LIFT will attract additional budget and resources from MOALI , which might not otherwise be available, to be allocated to a remote, neglected geographic area, for a pilot programme with policy implications.
- As the reallocation of VFV lands is a national priority, as articulated in the Agricultural Development Strategy, and repeated in official statements of high ranking government officials, it is likely that once the concept is proven, additional and large-scale investments for scaling up could be attracted from the Government budget, multilateral development funds or banks, and other sources that support national agricultural development.

This pilot programme depends in part on technical assistance and experimental innovation. Once the processes for inclusive land reallocation are developed and documented, and government staff and CSOs become experienced in the process with improved knowledge and skills, activities of reclamation and reallocation of VFV lands will have lower cost-beneficiary ratios elsewhere when applied at scale. For example, experience in Mozambique shows that pilots for proof of concept were initially 2-3 times more expensive than consequent efforts once service providers acquired improved skills and field operations became more cost-effective (see Concept Note).

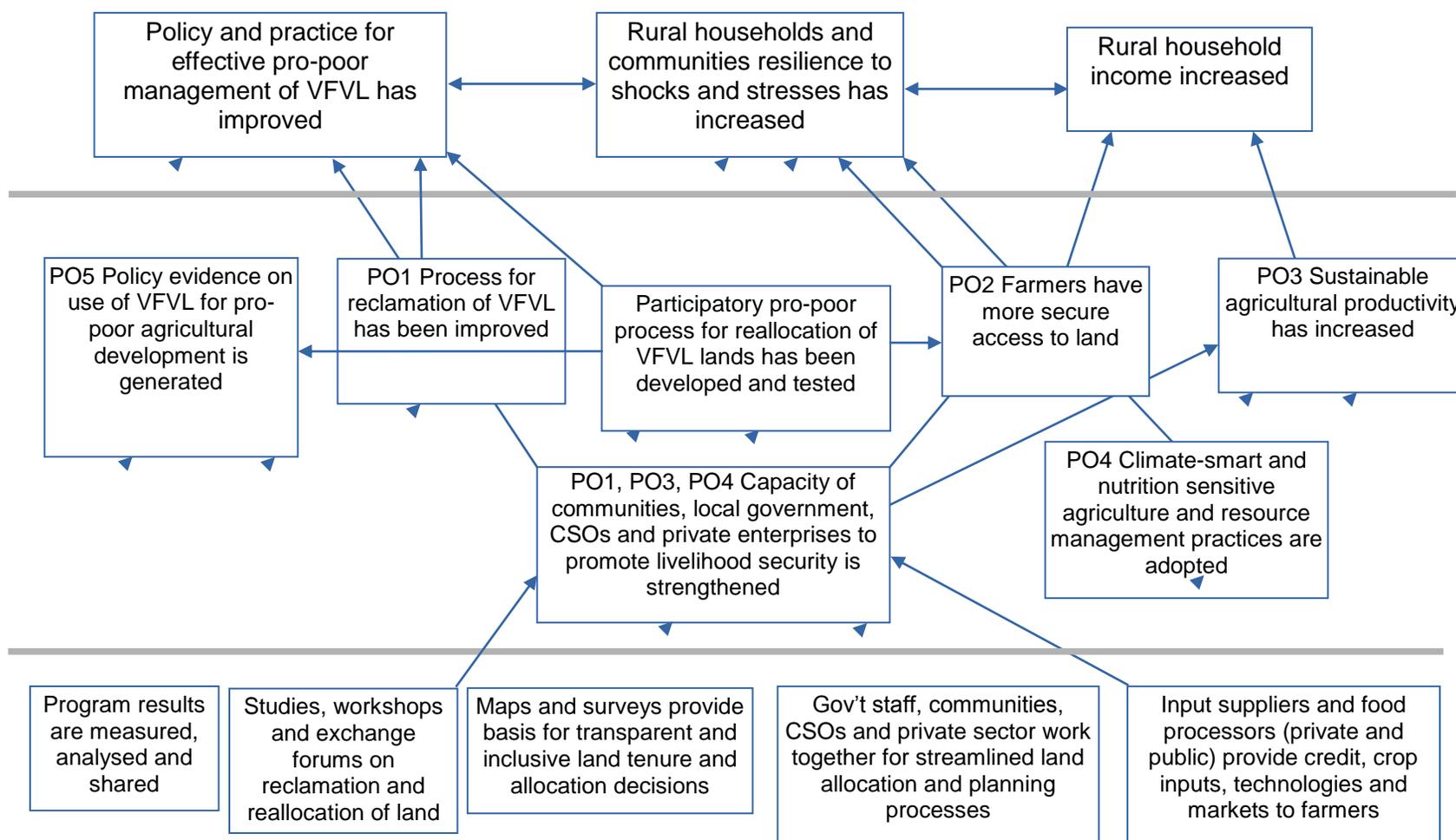
The LIFT budget will mobilize additional investment by MOALI in terms of both human and material resources. MOALI will contribute not only staff, but also material resources for land surveys and the creation of cadastral maps, strengthened value chains, and climate change adaptation and mitigation activities such as improved water catchment (small dams, ponds) and natural resource management (agroforestry, forestry). These resources will be attracted to Minhla Township, a remote, poor and neglected area.

Reclaiming and reallocating VFV lands is an integral part of the Agricultural Policy and the Agricultural Development Strategy. Out of a total of close to 4 million acres of VFV land allocated, only about 600,000 acres have been put under production. The scale of the reallocation effort is potentially high, and if the pilot programme is successful, additional funds

could be leveraged for replication, including government resources, donor funding, and multilateral development bank funding. Regional and international evidence shows that private agribusiness investors may also be attracted to scaling up this model as a way to mitigate land tenure-related risks and help achieve a stable investment environment.

## Annexes

### Annex A. Indicative Theory of Change



## Annex B. Standard Land Survey Procedure

Activity		Participation	Technical Services
<b>Preparatory Work</b>			
1	Case Studies on impacts of VFVL concession	Local villagers and affected farmers	Policy consultant +DALMS+DOP+GAD
2	Define project Area	Local villager, CSO, Farmer Union, Parliament member, Regional Govt. official, Stakeholder	Regional Govt + DOP + DALMS
3	Traverse Survey (Area demarcation)	Involves local villagers, the company, district level VFV committee	DALMS
<b>Survey Work</b>			
1	Land Use Planning by Participatory Process in the traverse survey	Parliament members, Local villagers/ village administration committee	DALMS, DRD, DOA, LBVD, Land Use Consultant, GAD
2	Cadastral survey	Local farmers involved in the survey area and officials concerned, service provider	DALMS/ Service Provider
3	Verify the farm layout (with existing tenure status)	Steering Committee, Project Management Unit	Regional Govt.
4	Layout Map Printing		DALMS
5	Data collection	Local farmers/ village committee/ village elders	DALMS/ Line Dept./ GAD Staffs
<b>Farmland Development</b>			
1	Design farm layout plan	Local farmers, Parliament members/ CSO	AMD, DOA, DIWUM, DRD, DALMS, GAD
2	Develop farm layout (incorporate existing land parcels)	Local farmers, CSO, officials concerned	AMD, DIWUM, DALMS, DOA, GAD
3	Verify the farm layout (with existing tenure status)	Steering Committee, Project Management Unit	Regional Govt. ( VFV Administrative Committee)
4	Eligible criteria	Local farmers, CSO, officials concerned	Regional Govt. + Official Concerned+ CSO+ PLUP team
5	Allocate the land to local poor, people	Local farmers, Parliament members/ CSO/ farmer union	Line Dept. together with GAD. (form Team)
6	Dispute resolution	CSO/ Parliament member, Village Administrative Committee	Regional Govt.
		How disputes will be managed in case these appear	The baseline should be that no land can be allocated in case there are active disputes. These may be latent

Activity		Participation	Technical Services
			now, but may emerge during the exercise
1	Re-verify the land use map for allocation to eligible farmers	Local farmers	DALMS + PLUP team+ line departments
2	Follow up activities for giving the official land use right	Local farmers, village chief	DALMS + PLUP team+ line departments

### *Annex C. Indicative table of Risks and Mitigation Measures*

<b>Risk</b>	<b>Mitigation Measure</b>
<b>Replicability</b>	
The Minhla pilot site was selected for ease of conflict mitigation, but therefore may not be representative of the overall VFVL situation	Review representativeness of Minhla site during the mid-term review and Regional case studies; consider selection of more complex sites for future pilots if needed.
Standard land survey methods for cadastral survey may require intensive time and resources, therefore may not easily be taken to scale	Monitor the survey method and identify bottlenecks and ways to streamline the process where possible. Consider use of alternatives, such as high-resolution satellite images as base map and under requisite trainings of staff in the techniques.
Lessons from studies and programme implementation are not shared or do not contribute to policy process, losing the opportunity to contribute to national-level intervention	Programme Director, Programme Manager, and Communications Officer take responsibility. Encourage programme governance bodies to share potential policy lessons with national level committees (NLUC, VFVL, Farmland Committee).
<b>Timely and clear implementation</b>	
Late programme start due to tender process for Implementing Partner	Include criteria in tender document regarding demonstrated ability for early initiation of support
Unclear expectations between MOALI , IP, and LIFT on relative roles and contributions	Workshop on programme document at start of programme. Create a budgeted work plan with contributions expected from both MOALI and LIFT. Early process review. LIFT and IP to participate in Steering Committee meetings, and/or a smaller working group.
Uncoordinated management and/or poor communication between departments and/or between national, regional and township levels	Clear Terms of Reference for governance bodies at programme outset. Review governance structures early on in programme to determine whether mechanisms for communications and decision-making are effective. Adjust as necessary.
Delayed issue of land use certificates constrains programme success	Realistic work plans and monitoring of work plans by programme implementers; anticipate and mitigate for delays. Communications plan. Sequences the phases of the programme, the agricultural development component implementation being contingent on progress with the certification of beneficiaries.
High turnover of staff and/or staff lacking time to dedicate to programme	Commitment from programme governance to provide staff and issue directions; clearance of other duties.

Risk	Mitigation Measure
<b>Expectations and understanding</b>	
Unrealistic expectations or understanding of programme objectives and methods by farmers or other stakeholder, including concern of elite capture of resources, could lead to conflict or constrain participation and success of programme.	Refer to programme principles of transparency and inclusion. Design a communications plan at the start of programme implementation; monitor for misunderstandings and adjust as necessary.

### Annex D. Indicative Measurement Plan

Outcome Statements	Potential Measurement Indicators (Purpose, Programme and Intervention level)
<p>1. Policy for management of Vacant, Fallow and Virgin Lands has improved, is a streamlined <b>processes</b> that benefit smallholder farmers and the landless.</p>	<p>1.1 A process for the application of the VFVL law (land reclamation and reallocation) has been tested, shared and rolled out to maximize benefits for smallholder farmers and the landless (PO 4.1, Pr 8.1 and 8.2)</p> <p>1.2 Number and type of policies and government processes related to land tenure security informed and influence by the programme (PO 4.1, 4.2); this will be assessed through a contribution analysis on how evidence generated by the programme has contributed and been used for changing policies and practices for VFV land management and land reallocation processes.</p> <p>1.3 Number and type of policy-related events held, policy-related documents disseminated (Pr 8.1 and 8.2)</p> <p>1.4 Government (Union, S/R, Township) and community capacities for participatory and inclusive approaches to land administration that have been increased/Number of government departments/staff with increased capacity to work in inclusive and participatory approaches to land allocation</p> <p>1.5 Number of local civil society and community-based organisations active and working with government departments (DALMS, DOA, Dept. of Livestock) for increased access to land (Pr 7.2, 7.3)</p>
<p>2. Increased <b>resilience</b> of rural households and communities to shocks, stresses and adverse trends through secure access to land and climate change adaptation</p>	<p>2.1 Number of households that have secured access to farmland (PO 2.1)</p> <p>2.2 Number of households with improved natural resource management practices relevant to <i>climate change adaptation</i> (Pr 6.2).</p>
<p>3. Increased <b>incomes</b> and/or food security of rural households through climate-smart value chain development</p>	<p>3.1 Number of households with increased income (by sex of household head)</p> <p>3.2 Number of smallholder farmer households with an increase in production (by sex of HH head) (Pr 1.3)</p> <p>3.3 Number of households adopting new marketing practices (by sex of HH head) (Pr 2.2)</p> <p>3.4 Number of links to public and private sector partners that have been enhanced, resulting in improved access to market services, including rural advisory and financial markets</p>

*Annex E. Governance Committees Composition and Management (as recommended by MOALI )*

<b>Steering Committee</b>	
Deputy Union Minister	Chair
Permanent Secretary	Co-Chair
Regional Agriculture Minister	Member
DG/MD from concerned Department	Member
Regional Director of General Administration	Member
DG (Department of Planning)	Secretary
Representative of MOALI on the LIFT Fund Board	Member
Programme Director	Non-voting member

<b>Implementation Committee</b>	
Township GAD Officer of Programme located	Chair
Township officers of concerned departments	Member
Township Members of Parliament of Programme Located	Member
CSO	Member
DALMS Representative	Member
DOA Representative	Member
Village Track Administrator	Member
Farmer representatives	Member
Township Officer of Focal Department	Secretary
Programme Director	Member
IP Programme Manager	Ex ofico non-voting member

The **Programme Management Unit (PMU)** will be based in the Magway Region office of the Focal Department, and work directly both at Region and Township level (with Supervisory and Implementation Committee). A Deputy Director of the Focal Department (DOA or DALMS) will be assigned as **Programme Director**, and a number of staff of focal/relevant departments will be assigned to the programme for part or full time as appropriate.

## *Annex F. Terms of Reference of Implementing Partner*

### **i. Role of the Implementing Partner**

The REAL DEV programme is a three-year pilot programme in two sites to legally reclaim unused concession land from concession holders, reallocate the land to farmers (including women and the rural poor), and help farmers develop this land by linking to relevant input and service providers and the introduction of nutrition sensitive and climate smart agriculture. It is expected that lessons learned will inform interventions in additional pilot programmes and/or scaled-up rollouts, as well as policy directions on the reallocation of unused concession land more broadly.

The pilot sites cover two former concession areas in Minhla Township, Magway Region, Myanmar, one formerly held by Thitsamyay (10,845 acres) and another by Yuzana (2,617 acres). It is expected that the programme will cover 5,500 acres, or 500 households, with a process including reallocation of land, land management planning, and the granting of land use certificates. The subsequent value chain development activities will target the township more broadly, including a scope of up to 2,000 households.

The programme is implemented by the Ministry of Agriculture and Irrigation of the Republic of the Union of Myanmar, specifically by a Focal Department to be designated by MOALI in cooperation with a number of related departments. The role of the Implementing Partner is to support programme implementation through financial management and some technical support, specifically expertise in Land Reallocation, Agricultural Value Chain Development, and Communications and Advocacy. The Implementing Partner will also be responsible for monitoring and reporting on the programme in line with LIFT requirements.

### **ii. Institutional Framework**

MOALI proposes an institutional arrangement of **Steering Committee** at Union level, Chaired by the Deputy Minister of MOALI; and an **Implementation Committee** at Township level chaired by the Township GAD Officer, and including civil society organizations, farmer representatives, and members of parliament in addition to the relevant departments. (See Annex E Governance Committees).

Specifically the Departments of Agriculture and/or the Department of Agricultural Land Management and Statistics at regional level will be the two main implementers, or **Focal Departments**, one primary manager as assigned by the Union Minister. A close working relationship between these two critical departments must be ensured. The Department of Planning of MOALI at union level will take a coordination role, with initial responsibility for the programme design.

### iii. Key Functions and Positions of the Program Management Unit (PMU).

The key functions and positions needed are as follows:

- a. **Programme Manager** (International, full-time 3 years): The Programme Manager will act as the Counterpart to the MOALI -appointed Programme Director, and will manage the financial and technical support inputs of the programme. The Programme Manager will be responsible to the MOALI Programme Director as well as to LIFT Fund Management Office. Functions will include:
  - Support MOALI overall programme management functions (planning, HR, contracting, meeting organization, etc.)
  - Support the preparation of annual and quarterly work plans and budgets for approval by the implementation Committee.
  - Management of Finance Manager and of technical support (staff and consultants),
  - Primary responsibility for monitoring and evaluation
  - Primary responsibility for documentation of approach and policy lessons
  - Interaction with the Programme Director and institutions, as well as with the LIFT Fund Management Office
  - Technical support function on either land allocation or agricultural value chain.
- b. **Finance Manager** (National, full-time 3 years): Will ensure the set-up and implementation of appropriate financial systems and oversight to an international standard of audit.
- c. **Finance Assistant** (National, full-time 3 years): supports Finance Manager.
- d. **Technical Advisor, Agricultural Value Chain OR Land Allocation and Management** (International, 18 months) The Technical Advisor will work with government staff and local farmers to support design of and follow-through on the agricultural value chain strengthening interventions, beginning with the Market and Feasibility Study on which potential interventions will be based. OR the Technical Advisor will support the programme aspects on land reallocation and planning, including support to developing a successful pilot approach, and adjust as needed (if Programme Manager is an Agricultural Value Chain specialist).
- e. **Land Allocation and Management Programme Officer** (National, 18 months): The Programme Officer will support the programme aspects on land reallocation and planning, including support to developing a successful pilot approach, and adjust as needed.
- f. **Agricultural Value Chain Programme Officer** (National, 18 months): The Programme Officer will support design of and follow-through on the agricultural value chain strengthening interventions, beginning with the Market and Feasibility Study on which potential interventions will be based.
- g. **Technical Advisor on Communications and Accountability** (National, full-time, 3 years):

Conflict mitigation is a critical aspect of the programme, and transparency one of the guiding principles. The Communications and Accountability Officer will draw up a communications plan at the start of the programme, be responsible to implement the communications plan, and review and adjust as needed. The plan objectives are to: i. ensure that the programme goals are appropriately communicated at the start of and throughout the programme life, ii. ensure that all interventions around land allocation are done in an accountable and transparent manner, following principles of Free Prior and Informed Consent. The Communications Officer will also review internal communications procedures and advise revision as necessary. The Communications and Accountability Officer will also ensure that any proper feedback mechanisms, such as complaints mechanisms, are established and relevant for use by the programme beneficiaries.

These services will be provided directly by the Contractor or Contracting Consortium. Additional sub-contracted services may include short-term technical expertise as required for programme activities.

The Applicant may re-organize or adjust the positions and roles as necessary in the bid, but must show how the indicated expertise will be provided according to the programme needs.

#### iv. Required Experience

1. Experience in provision of technical support to government agencies, preferably in Myanmar or the region.
2. Experience managing budgets of up to USD 2 million annually.
3. Experience working successfully in conflicted situations.
4. Experience working sensitively in multi-cultural environments.

#### v. Required Capacities

1. Proven capacity for transparent and systematic financial management that meets or exceeds the requirements of international-standard audits.
2. Capacity to provide technical support to and work effectively with government agencies.
3. Capacity to function effectively in remote geographic areas under conditions of scarce resources (human, material).
4. Expertise in:
  - a. programme management, including monitoring, evaluation and reporting,
  - b. land allocation and land management,
  - c. agricultural value chain, and
  - d. communications (external and internal)
  - e. generating evidence for policy directions

AND/OR proven capacity to recruit and manage such expertise toward successful programme outcomes.

## *Annex G: MOALI Appointed Programme Director*

MOALI will appoint a fulltime Programme Director from the Ministry with all salary and associated employment costs covered by MOALI. The Programme Manager will be based at the implementation offices provided in Magway by MOALI. The roles and responsibilities of the Programme Director are presented below.

**Programme Director** (National): Will have overall oversight of day-to-day running of the Program Management Unit (PMU) and associated staff. The Programme Director will lead and manage PMU and be responsible for the overall implementation of the Programme and engagement with all stakeholders (beneficiaries, Township, District and Union agencies) thereby ensuring the impact of the Programme. The Programme Director will report to the Chair of the Steering Committee and be appointed for the duration of the initiative. The Programme Director will be responsible for:

- Providing leadership and management direction for the PMU and the programme, and establish effective partnerships/engagement across the entire spectrum of stakeholders
- Liaise with government entities on their roles and responsibilities in the implementation of the programme
- Provide oversight over the drafting of annual work plans, budgetary positions and briefing papers for submission to the Steering Committee, Implementation Committee and LIFT FMO with the support of the Programme Manager.
- Provide support and guidance to the workings of the Steering Committee and Implementation Committee.
- Be a member of the Implementation Committee.
- Ensure that a coherent and comprehensive monitoring and evaluation strategy is implemented across programme with the support of the Programme Manager.
- Represent the REAL Dev Programme in external meetings and promote the work and outputs from programme.
- Assume decision-making authority with respect to the day-to-day operations of the programme.