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Myanmar

Emergency and Resilience Plan
2026–2028



Myanmar

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Contents

Abbreviations	iv
Executive summary	v
1 Context, challenges and solutions.....	1
1.1 Country context	1
1.2 FAO's role in crisis-affected settings.....	2
1.3 Analysis and evidence linking challenges to solutions	4
2 Theory of change	5
3 Plan of action and expected results	6
3.1 Plan of action.....	6
3.2 Interventions by sector.....	8
3.3 Risks and assumptions.....	10
3.4 Geographic coverage and targeting strategy	11
3.5 Results and monitoring.....	11
4 Required resources	13
5 Guiding principles and quality elements	14
5.1 People at the centre	14
5.2 Partnerships.....	16
5.3 Localization	16
5.4 Compliance.....	17
Notes.....	20

Abbreviations

AAP	accountability to affected people
ERP	Emergency and Resilience Plan
FAO	Food and Agriculture Organization of the United Nations
FFS	Farmer Field School
FSC	Food Security Cluster
HNRP	Humanitarian Needs and Response Plan
NGO	non-governmental organization
UN	United Nations

Executive summary

Myanmar stands at a critical juncture, grappling with overlapping humanitarian, economic and environmental shocks. Persistent civil unrest, conflict, large-scale displacement and climate-induced disasters have deepened the humanitarian and socioeconomic crisis. Agricultural livelihoods have been severely affected in conflict-affected rural areas, with farming households experiencing reduced production due to insecurity, rising input costs and supply shortages. As a result, food insecurity has escalated sharply. Families are increasingly resorting to negative coping strategies, such as skipping meals and reducing dietary diversity, placing women and children at greatest risk of malnutrition and long-term health impacts. In 2026, an estimated 16.2 million people will require humanitarian assistance, including approximately 8.5 million people projected to face acute food insecurity.¹

Most vulnerable households in Myanmar rely on crops, livestock, fisheries or forests for their livelihoods. When these systems fail, hunger quickly follows. In this context, agricultural assistance is life-saving. It sustains food production, protects essential assets, preserves self-reliance and dignity and reduces the risk of worsening food insecurity and prolonged dependence on emergency assistance.

Livelihoods in Myanmar remain severely constrained, especially in conflict-affected rural areas, despite limited stabilization in some urban centres. Rising food prices, restricted access to farmland due to landmines and recurrent disasters have eroded resilience. The 2024 floods further devastated rural communities, destroying food stocks, seed reserves, livestock and other productive assets. These overlapping shocks underscore the urgent need for both life-saving assistance and long-term resilience and recovery interventions to protect livelihoods and strengthen food security.

The Emergency and Resilience Plan (ERP) 2026–2028 of the Food and Agriculture Organization of the United Nations (FAO) adopts an integrated approach that bridges urgent humanitarian response with medium-term resilience building and supports local peace. The ERP aims to safeguard agricultural livelihoods, improve immediate access to food and address the root causes of vulnerability by providing quality seeds, farming tools, livestock inputs and income support, while strengthening resilience through climate-resilient agriculture, market support, natural resource management and disaster risk reduction. By embedding anticipatory action and combining it with income support, the ERP seeks to reduce losses, protect livelihoods, reduce reliance on humanitarian assistance and prevent negative coping strategies.

Localization is at the core of FAO's ERP, ensuring that all interventions are driven by local knowledge, capacities and leadership. From assessment through implementation and exit, FAO works closely with local authorities, community leaders, decentralized technical services, farmers' organizations, civil society organizations and communities to design and deliver

inclusive, efficient and sustainable assistance. Local Plans of Action guide joint programming across preparedness, anticipatory action and resilience building. FAO systematically prioritizes national and community-based non-governmental organizations as implementing partners to strengthen ownership, ensure sustained field presence and anchor activities in local realities. Complemented by targeted capacity development for institutions and communities, this approach aims to build a competent local ecosystem able to lead long-term resilience, food security and sustainable development efforts.

FAO requires USD 54.2 million to support 176 000 crisis-affected rural households (792 000 people) across Myanmar during 2026–2028. Approximately 16 000 of the most vulnerable households will benefit from integrated emergency and resilience interventions.

Aligned with national priorities and United Nations frameworks, the ERP is results-oriented, aiming to improve food security, strengthen resilient livelihoods and foster local peace in Myanmar by 2028. FAO’s ERP 2026–2028 will not only address immediate food insecurity, but also build resilient livelihoods, strengthen food security and foster local peace, enabling vulnerable communities to transition from reliance on aid to greater self-reliance.

Table 1. Funding required and number of households targeted, by pillar and year

Pillar	2026		2027		2028		Total	
	Households targeted	Funding required (USD)	Households targeted	Funding required (USD)	Households targeted	Funding required (USD)	Households targeted	Funding required (USD)
Evidence and coordination	–	359 000	–	359 000	–	359 000	–	1 077 000
Emergency agriculture	100 500	32 299 000	–	–	–	–	100 500	32 299 000
Livelihoods resilience	28 500	6 074 000	31 500	7 527 000	31 500	7 235 000	91 500	20 836 000
Overlap between emergency and resilience interventions	6 000	–	5 000	–	5 000	–	16 000	–
Total	123 000	38 732 000	26 500	7 886 000	26 500	7 594 000	176 000	54 212 000

Note: About 16 000 most vulnerable households will benefit from both emergency and resilience interventions.

Source: Authors’ own elaboration.

1 Context, challenges and solutions

1.1 Country context

Myanmar's protracted crisis, driven by conflict, economic collapse and environmental shocks, has caused severe and escalating food insecurity. Persistent insecurity has displaced hundreds of thousands and disrupted agriculture, restricting access to farmland, agricultural inputs and markets. Supply chain disruptions, import restrictions and currency depreciation have pushed input prices beyond reach, constraining the availability of agricultural inputs in conflict-affected areas. These pressures compound existing vulnerabilities, increasing risks to child nutrition through limited dietary diversity and leaving displaced households with unmet needs that drive reliance on emergency-level coping strategies.

In 2026, an estimated 8.5 million people are projected to face acute food insecurity, while the prevalence of crisis-level coping strategies remains high (40–50 percent) in conflict-affected areas, particularly among the 70 percent of the population that depends on agriculture for their livelihoods.¹ Moreover, around 3.6 million people are internally displaced, many facing severe food access constraints.²

The conflict has led to the collapse of veterinary services and limited access to essential veterinary inputs, increasing the risk of livestock disease outbreaks. These disruptions disproportionately affect small-scale producers, compounding pre-existing food insecurity. At the same time, a deteriorating local economy, high food inflation and recurrent natural disasters further exacerbate food insecurity and undermine household resilience.

High food prices disproportionately affect net food buyers such as urban households, non-agricultural workers and smallholders, especially in conflict-affected areas where one-third of the population lacks market access. In conflict-affected areas, high input costs and market disruptions are constraining farmers' ability to sustain production, particularly among smallholders. At the same time, rising production costs combined with unfavourable market conditions are undermining the viability of staple crop production, increasing risks to agricultural livelihoods and local food availability. Farm-gate prices and staple crop incomes remain the strongest drivers of food insecurity for farming households. Falling incomes are forcing farming families to decapitalize, undermining productivity. Unlike non-agricultural households, they face loss of land, seeds and tools, threatening future planting seasons and food availability. As incomes plummet, farming families are struggling to sustain production. This continued decapitalization of farming households due to reduced productivity further exacerbates food insecurity.

The collapse of social protection systems, coupled with constrained humanitarian access, has left subsistence farmers without safety nets. With animal health care, agricultural extension and nutrition services crippled, subsistence farming communities, internally displaced people, host communities and conflict-affected rural households face rising food prices and reduced dietary diversity, relying increasingly on strained household production. Women and children face heightened risks of gender-based violence, physical and sexual exploitation and forced recruitment, while the loss of documentation and widespread housing, land and property issues hinder safe return and recovery. Climate-induced disasters further compound these challenges, leaving already displaced and marginalized communities with few options for safety, livelihoods, food security and recovery.

Environmental degradation and climate shocks are further eroding Myanmar's agrifood systems and driving food insecurity. Deforestation, degraded watersheds and coastal ecosystem loss have weakened soil fertility, biodiversity and water regulation, all of which are essential to food production and food security. Recent disasters, including the September 2024 floods and the March 2025 earthquake have damaged standing crops, washed away livestock and poultry, slashed yields, wiped out assets, damaged inputs (seeds, animal feed, tools), reduced incomes and deepened food insecurity. Repeated flooding and extreme weather events have caused widespread damage to crops, livestock and productive assets, undermining agricultural production and household incomes. In areas already affected by conflict and economic isolation, these shocks compound existing vulnerabilities, significantly heightening the risk of food insecurity and asset depletion.

Disasters deplete household assets, destroy productive infrastructure and heighten communities' vulnerability to climate shocks. Many rural families depend on a single source of income (e.g. small-scale fishing or monocropping), leaving them highly exposed to both economic and climate-related risks. Coastal fishing communities face environmental degradation and limited alternatives, often turning to unsustainable practices that further harm mangroves and fisheries and erode resources. As a result, households with limited livelihood diversification are more exposed to shocks and are more likely to adopt negative, asset-depleting coping strategies that further undermine their resilience.

The convergence of conflict, economic crisis and climate hazards has sharply increased acute food insecurity across Myanmar, underscoring the need for urgent life-saving assistance and longer-term resilience measures to break the cycle of hunger.

1.2 FAO's role in crisis-affected settings

The Food and Agriculture Organization of the United Nations (FAO) has maintained a long-standing presence in Myanmar since the country became a member in 1947, supporting agriculture, livestock, fisheries, forestry and rural livelihoods. FAO's work is guided by its Country Programming Framework, which focuses on improving food security and nutrition,

promoting sustainable natural resource management and strengthening rural communities' resilience. In recent years, FAO has combined humanitarian assistance with longer-term development support for communities affected by crises such as conflict and natural disasters, including tropical cyclones, flooding and the 2025 earthquake. FAO continues to play a critical role in protecting and restoring rural livelihoods and strengthening Myanmar's food and agricultural systems through emergency and resilience field projects in 11 states and regions.

FAO co-leads the Food Security Cluster (FSC) with the World Food Programme and coordinates with the Humanitarian Country Team to ensure the needs of rural households are prioritized. Drawing on its technical expertise in agriculture and food security, extensive field presence and strong local partnerships, FAO helps protect local food production and safeguard vulnerable livelihoods, even amid conflict and constrained access.

FAO's Emergency and Resilience Plan (ERP) links short-term humanitarian assistance with multiyear resilience initiatives that address the root causes of food insecurity and vulnerability. Through this twin-track approach, it delivers rapid livelihoods assistance, in the form of high-quality seeds, farming tools, livestock support, income support and rehabilitation of productive infrastructure. These interventions contribute to stabilizing livelihoods, food security and nutrition; reducing dependence on food aid; and preventing further deterioration. To strengthen resilience, FAO supports climate-resilient agriculture and good agricultural practices, natural resource management, value chain development, storage and local markets, livestock health services, anticipatory actions, disaster risk reduction measures, including flood and drought mitigation, early warning systems and diversification of livelihoods and income sources. This helps farmers, pastoralists, fisherfolks and rural women reduce risks, diversify and increase incomes and maintain food production despite shocks.

Aligned with the humanitarian–development–peace nexus and the objectives of the United Nations (UN) Transitional Cooperation Framework, FAO Myanmar Country Programme Framework, [FAO's Global Emergency and Resilience Appeal](#), HNRP and the FSC strategy, FAO integrates disaster risk reduction, climate adaptation and conflict-sensitive approaches into its interventions. Using evidence-based assessments and local networks, FAO targets households facing acute food insecurity and protection risks related to displacement such as asset loss, negative coping strategies and exposure to gender-based violence, including risks of sexual exploitation and abuse. Through targeted support, seeds, farming tools, livestock inputs, income support and training on climate-smart production, FAO reduces communities' reliance on negative coping mechanisms, including child labour, irregular migration, high-interest debt and sale of productive assets.

FAO's work advances the HNRP objective of saving lives, protecting livelihoods, preventing further displacement and building resilience. In coordination with Humanitarian Country Team partners, FAO integrates protection mainstreaming, supports safe access to land and water and provides conflict-sensitive and gender-responsive support, ensuring vulnerable

communities are assisted, protected and empowered over time by linking humanitarian response with medium-term recovery. FAO's resilience actions help mitigate shocks and reduce the risks that exacerbate food insecurity, especially among women, displaced households and conflict-affected rural populations.

1.3 Analysis and evidence linking challenges to solutions

Addressing Myanmar's interconnected crises requires a combination of urgent humanitarian action and long-term resilience-building interventions. Expanding agricultural assistance is key to reducing hunger, delivering immediate life-saving support while tackling structural causes of food insecurity. Timely assistance before planting, such as seeds, tools and fertilizers, enables households to secure subsequent harvests and avoid deeper crises.

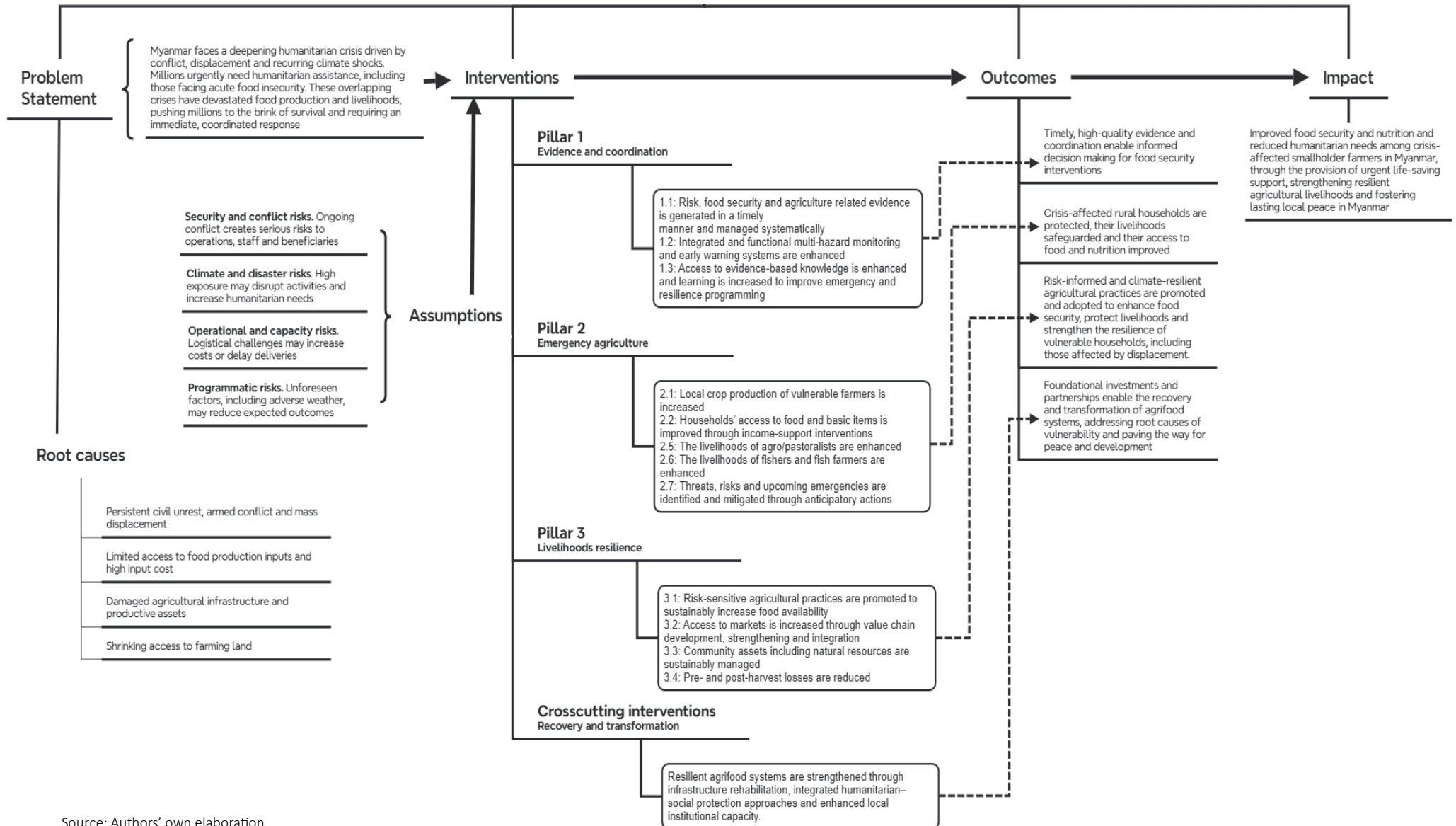
In crisis-affected areas, many farming households lack the agricultural inputs required to restart or sustain production. Demand for crop inputs is particularly acute among crop-dependent households and is further intensified in conflict-affected settings, alongside growing needs for livestock feed and veterinary services. Providing emergency inputs alongside technical guidance on good practices and climate-smart agriculture enables families to resume production and avoid harmful coping strategies such as asset sales, accumulating debt or skipping meals. Internally displaced households face heightened challenges in re-establishing livelihoods upon displacement, including the costs of displacement, asset loss and limited access to land and capital. In some cases, displaced communities also face barriers related to limited familiarity with local cropping methods and agricultural conditions.

Beyond emergency relief, diversifying and safeguarding livelihoods is essential. Risk-sensitive practices such as drought or flood-tolerant seeds and expanded animal health services help farmers adapt to changing conditions and reduce production losses. Strengthening market access, value chain development, post-harvest processing and community finance (for example, village savings and credits schemes) boosts smallholders' incomes and economic resilience. Inclusive, conflict-sensitive natural resource management such as water, forests and fisheries ensures long-term productivity and increases food production and incomes, enabling rural communities to withstand future shocks and reduce poverty and hunger.

Moreover, anticipatory action is critical to reducing disaster impacts. Using early-warning data and predefined triggers, FAO delivers agricultural inputs ahead of forecast floods or droughts, helping protect assets, reduce losses and safeguard livelihoods while preventing negative coping strategies. Lasting impact requires community-driven, climate-resilient food systems backed by enabling policies, empowering women and marginalized groups, promoting youth engagement and supporting diversified, sustainable and climate-smart livelihoods aligned with national food security strategies.

2 Theory of change




Figure 1. Theory of change of the ERP 2026–2028



Source: Authors' own elaboration.

3 Plan of action and expected results

3.1 Plan of action

 To assist 176 000 households	 FAO requires USD 54.2 million	 Period 2026–2028
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Impact. Improved food security and nutrition and reduced humanitarian needs among crisis-affected smallholder farmers in Myanmar, through the provision of urgent life-saving support, the strengthening of resilient agricultural livelihoods and the fostering of lasting local peace.

This impact will be achieved through three interrelated pillars of intervention, each comprising specific outcomes that contribute to the overall goal (see Figure 1). FAO’s recent emergency and resilience interventions in Myanmar, including large-scale seed distributions, livestock vaccination campaigns, income support programmes and community-based natural resource management projects, provide a strong foundation of evidence and lessons learned to inform this plan. The theory of change builds on those successes and assumes that scaling up integrated interventions can alleviate acute needs and address underlying vulnerabilities.

Evidence and coordination

 **Outcome 1.** Timely, high-quality evidence and coordination enable informed decision-making for food security interventions.

Under this pillar, FAO will strengthen food security information systems and coordination mechanisms. By investing in data collection and analysis, monitoring (e.g. agricultural livelihood assessments and market monitoring) and coordination platforms, FAO ensures that interventions are efficiently targeted and responsive to evolving risks. This pillar underpins all others as robust evidence and strong partnerships guide effective emergency response and resilience programming. Key interventions include agricultural livelihoods assessments, monitoring of markets and supply chains, integrating data into a centralized platform, facilitating multistakeholder coordination and information sharing mechanisms, using analysed data to prioritize interventions, train personnel and partners in data collection and analysis.

Emergency agriculture



Outcome 2. Crisis-affected rural households are protected, their livelihoods safeguarded and their access to food and nutrition improved.

Under this pillar, FAO will deliver urgent agriculture-based assistance to crisis-affected households to prevent hunger and loss of assets. Activities include distribution of emergency crop kits (e.g. quality seeds, tools and fertilizers), livestock feed and veterinary supplies and income support to meet immediate food needs. These life-saving interventions are designed to enable families to rapidly restore their own food production and consumption, leading to reduced acute food insecurity and avoidance of negative coping strategies in targeted communities. The livelihood needs of displaced communities will also be addressed.

Livelihoods resilience



Outcome 3. Risk-informed and climate-resilient agricultural practices are promoted and adopted to enhance food security, protect livelihoods and strengthen the resilience of vulnerable households, including those affected by displacement.

This pillar focuses on longer-term investments to help farming communities better withstand future crises. FAO will promote climate-resilient agricultural practices (e.g. drought-tolerant crops, improved animal husbandry and Farmer Field Schools [FFS]), support the sustainable management of natural resources (e.g. soil, water, forests and fisheries) and strengthen market and value-chain linkages for smallholders. By improving on-farm productivity, diversity and market access, these interventions will enable households to accumulate assets and build buffers against shocks. Gradually, communities will become less vulnerable to hazards and better able to maintain food security without external aid.

Recovery and transformation



Crosscutting recovery and transformation interventions. Foundational investments and partnerships enable the recovery and transformation of agrifood systems, addressing root causes of vulnerability and paving the way for peace and development.

Crosscutting recovery and transformation interventions bridge the ERP interventions with broader recovery efforts, ensuring that humanitarian gains contribute to sustainable outcomes. These interventions include working with government and development partners to rehabilitate critical agricultural infrastructure, integrate humanitarian assistance with social protection programmes and promote policies and innovations for resilient agrifood systems.

By aligning emergency and development interventions, the ERP contributes to reducing structural vulnerabilities and risks, while promoting peace at the local level. In practice, this means empowering local institutions and community organizations to lead recovery initiatives, fostering inclusive growth in rural areas, and ensuring that the benefits of assistance endure. Addressing livelihood challenges for displaced communities and leveraging the capacities of displaced and host communities will enable community resilience, social cohesion and durable solutions to displacement. Together, these efforts will help transform the crisis response into an opportunity to “build back better” strengthening community self-reliance, social cohesion and the capacity to absorb shocks.

Under the theory of change, the combined effect of activities across all three pillars is expected to drive progress toward the ERP’s impact statement. If FAO and partners provide timely information and coordination (Pillar 1), deliver life-saving agricultural inputs to protect livelihoods (Pillar 2), invest in community resilience and sustainable practices (Pillar 3) and link immediate relief with long-term recovery strategies, then food-insecure rural families will be able to secure their food needs in the short-term and improve their livelihoods in the long term.

Key assumptions include stable humanitarian access to target areas, continued community engagement and acceptance and complementary actions by other stakeholders (government and other agencies) to support broader enabling conditions. Potential risks, such as the broadening and escalation of conflict, new disasters or funding shortfalls and corresponding mitigation measures, are outlined in later sections. Guided by this theory of change, FAO will translate these strategic directions into a concrete plan of action with defined interventions, targets and resources.

3.2 Interventions by sector

FAO’s ERP is an important contribution to [FAO’s Global Emergency and Resilience Appeal](#), which aims to improve food security and nutrition and reduce humanitarian needs among smallholder farmers by providing urgent life-saving support, strengthening resilient agricultural livelihoods and fostering lasting local peace. To achieve this, FAO seeks to address the diverse challenges faced by rural communities, with the goal of improving their lives and livelihoods through emergency and resilience investments at household, community and food systems levels.

The plan’s contribution towards this goal will be measured at impact level by monitoring the percentage of FAO supported households with improved food security status following FAO’s assistance, using: the livelihoods coping strategy index; the household hunger scale; food consumption score and household dietary diversity, along with livelihood profile and shock exposure variables. These indicators are aligned with the agricultural people in need methodology piloted by FAO. FAO’s unique technical expertise in the agriculture sector and

rural livelihoods plays a critical role in achieving improved food security and reducing humanitarian needs.

The table below provides sector-specific details on FAO’s activities and their expected effects, to complement the theory of change presented in Section 2. Indicators related to protection, accountability and the ability to meet basic needs are also included, reflecting FAO’s commitment to reaching the most vulnerable through people-centred approaches.

Table 2. Measuring progress per activity by sector

Sector	Main activities	Expected deliverables	Expected effects	Measures
Crop and vegetable production	<ul style="list-style-type: none"> Provide quality agricultural inputs Strengthen value chain development to enhance the efficiency, competitiveness and inclusiveness Enhance pre- and post-harvest technologies for crops and vegetables through targeted technical training 	<ul style="list-style-type: none"> Improved access to quality inputs for timely planting or replanting Increased adoption of more productive and adapted agricultural practices 	Increased production, productivity and adaptability	Average yield per hectare for main crops per household
Fisheries	<ul style="list-style-type: none"> Provide fingerlings, fry and broodstock to replenish depleted fish stocks Support sustainable aquaculture practices in ponds, cages and reservoirs 	Restored and enhanced fish stocks through provision of fingerlings, fry and support for sustainable aquaculture practices	Strengthened capacities and livelihoods of fishing communities	Percentage of fishers reporting improved access to inputs and infrastructure
Livestock	<ul style="list-style-type: none"> Provide emergency animal feed Strengthen capacities for early detection of priority zoonotic and antimicrobial resistance threats through community-based surveillance and laboratory capacity strengthening Conduct diagnosis, surveillance and risk assessment on animal health 	<ul style="list-style-type: none"> Improved access to livestock-based livelihoods Improved livestock management capacities Enhanced control of zoonotic or epidemic animal diseases 	Increased herd size and productivity	Average quantity of livestock products (e.g. milk and eggs) per household per day
Income support	Support the incomes of crisis affected households in food insecure areas, including providing short term employment opportunities for the rehabilitation of community infrastructure	Households’ capacities to purchase essential goods	Improved capacity to meet basic needs, protected assets and reduced negative coping mechanisms.	Percentage of households who report being able to meet their basic needs, as they define and prioritize
Accountability to affected people (AAP) and protection	Establish community feedback and complaint mechanisms and integration of protection measures, including measures to prevent and respond to sexual exploitation and abuse	Households’ capacities to share feedback and complaints	Better access to safe, dignified and equitable assistance for all vulnerable groups	Percentage of households reporting that assistance is delivered in a safe, accessible, accountable and participatory manner

Note: All relevant measures will be disaggregated by sex, disability and displacement status.

Source: Authors’ own elaboration.

3.3 Risks and assumptions

The successful implementation of the ERP depends on a set of critical assumptions and a range of identified risks, with corresponding mitigation measures. The ERP’s design has carefully considered risks across security and conflict, climate and natural disasters, operational and capacity and programmatic domains. By integrating risk mitigation, including anticipatory action, flexibility, local partnerships, conflict sensitivity and robust monitoring and evaluation, FAO seeks to ensure that the intended outcomes can be achieved despite the challenging operating context. The assumptions and risk responses will be revisited periodically and a risk log will be maintained as part of FAO’s internal compliance to transparently manage and communicate risks throughout implementation.

Table 3. Key identified risks and mitigation measures for implementing the ERP 2026–2028

Risk	Description	Mitigation measures
Security and conflict	Conflict escalation or access restrictions could disrupt delivery of inputs and services, reducing project effectiveness and impact	<ul style="list-style-type: none"> Adjust implementation timelines as needed to align with safe access windows to maintain the continuity of critical interventions Use alternative delivery routes or distribution points when primary access is restricted Partnering with local organizations that have safer or easier access Engage with other humanitarian actors, resource partners and other UN agencies to advocate for access
	Ongoing conflict could threaten personnel and beneficiaries’ safety, disrupt operations and reduce programme effectiveness	<ul style="list-style-type: none"> Apply strict security protocols and closely monitor conflict dynamics through the UN security management system Maintain impartial and needs-based distribution aligning to the principles of conflict sensitivity to avoid aggravating tensions Where possible, activities such as community asset rehabilitation or FFS will be used to promote collaboration across communities contributing to social cohesion Should active fighting occur in an implementation area, FAO will temporarily relocate activities or shift to remote support modalities until it is safe to return
Climate and natural disasters	Myanmar’s high exposure to natural hazards may disrupt activities and increase humanitarian needs	<ul style="list-style-type: none"> Integrate disaster risk reduction and anticipatory action measures within the ERP, including pre-positioning of inputs and early action protocols to enable rapid response Maintain a contingency buffer in project planning to allow timely reallocation of resources during acute emergencies Implement resilience measures such as climate-smart practices and livelihood diversification to reduce communities’ vulnerability to future shocks
Operational capacity	Logistical challenges such as fuel shortages, transport disruptions or inflation may increase the cost or delay the delivery of inputs, potentially affecting implementation	<ul style="list-style-type: none"> Diversify procurement (including regional suppliers), allow longer lead times and include budget contingencies for inflation and cost fluctuations Strengthen implementation capacity through targeted staffing, training, improved management systems and a phased scale-up approach Coordinate closely with other agencies and apply third-party monitoring to prevent service gaps, enhance oversight and mitigate risks of aid diversion
Programmatic	Unforeseen external factors such as adverse weather or market price drops may prevent some activities from achieving their expected outcomes	<ul style="list-style-type: none"> Conduct regular monitoring to allow timely adjustment of activities, modalities and approaches Monitor inflation, currency fluctuations and other economic trends that may affect purchasing power and project costs Advocate for complementary macro-level support (e.g. agricultural policy measures and safety nets) through development partners to help mitigate the impact of economic volatility

Source: Authors’ own elaboration.

3.4 Geographic coverage and targeting strategy

The ERP prioritizes support to Myanmar's most severely affected regions, identified through rigorous, evidence-based analysis drawing on multiple assessment and monitoring sources. FAO will focus on areas facing the highest levels of severity, marked by acute food insecurity and livelihood stress.

A community-based targeting approach will be employed to ensure that assistance reaches the most vulnerable. Local committees will apply agreed-upon vulnerability criteria to identify beneficiaries, including female-headed households, internally displaced households, host communities and persons with disabilities. The approach remains flexible and is adjusted based on evolving needs and new assessments. Emergency and resilience interventions under the ERP are designed to overlap within the same communities and households.

Approximately 16 000 households will receive both emergency agricultural support and resilience-building assistance, ensuring a continuum of support to protect livelihoods.

3.5 Results and monitoring

Measuring impact

The ERP will track its contribution to improved food security and resilience among targeted households. The primary impact measure is the percentage of supported households showing improved food security status after assistance, using standard outcome indicators such as the Food Consumption Score, Household Dietary Diversity Score, Household Hunger Scale and Livelihood Coping Strategy Index. Baseline and post-intervention surveys will be conducted on beneficiary samples, disaggregated by key vulnerability criteria. These surveys may also capture changes in yields, income and adoption of new practices. Comparative methods (e.g. baseline versus endline surveys) will be used to assess programme effects. If resources allow, an independent evaluation will be undertaken toward the end of the ERP in coordination with FAO's Office of Evaluation.

Output and activity monitoring

FAO will track core deliverables such as the number of households assisted and the quantities of inputs provided. Data will be entered biannually into Project Activity Information Database and monthly into the online monitoring, evaluation, accountability and learning system. These digital platforms allow real-time visibility on reach, inputs delivered and locations. These systems enable adaptive management, strengthen accountability and feed into global reporting dashboards. FAO will designate focal points responsible for timely updates and use of analytical tools to monitor progress against targets.

Process monitoring

FAO will conduct process monitoring and post-distribution monitoring surveys shortly after each emergency distribution for immediate feedback followed by more comprehensive impact assessments at the end of the season or after interventions. Post-distribution monitoring will verify whether assistance reached intended beneficiaries, were used for its intended purpose, and generated immediate results (e.g. percentage of households that planted the seeds they received).

Grievance redress mechanism

The grievance redress mechanism is an integral part of monitoring. FAO will maintain hotlines, helpdesks and community feedback channels as part of its monitoring system. Information on how to submit complaints and suggestions will be provided to all beneficiaries. Feedback, such as concerns about assistance quality or personnel conduct, will be reviewed regularly, and corrective actions taken promptly to strengthen accountability, while identifying and addressing emerging problems early.

Third-party monitoring

FAO will utilize a mix of its personnel, partners and third-party monitors to implement the monitoring and evaluation plan and ensure accountability and transparency. FAO field staff and non-governmental organization (NGO) partners will conduct monitoring visits and collect feedback directly, while third-party or local community focal points will report in areas where access for FAO and partners is restricted. All monitors will be trained in FAO's grievance redress mechanism, protection from sexual exploitation and abuse and protection guidelines, enabling them to verify that assistance is delivered safely and respectfully.

Learning, adaptive management and knowledge sharing

FAO is committed to fostering continuous learning and adaptive management through systematic monitoring, evaluation and knowledge management processes. Quarterly monitoring data will be reviewed to track beneficiary reach and outputs, with results analysed to identify key lessons on effectiveness, yield improvements and anticipatory actions. Findings will inform adaptive adjustments to programme design and implementation, ensuring efficient delivery and accountability. In addition, FAO will document and disseminate good practices to enhance institutional learning, increase the visibility of programme impacts and guide future interventions aimed at improving the management of food crises in Myanmar.

4 Required resources

The ERP 2026–2028 requires an estimated total of USD 54.2 million to deliver integrated support to 176 000 households (792 000 people). Required resources are structured across the three pillars of the ERP and aligned with defined outcomes and outputs. Table 4 presents the detailed budget requirements and corresponding household targets by pillar, outcome and output for the 2026–2028 period.

Table 4. Budget requirements and household targets by pillar, outcome and output of the ERP 2026–2028

Pillar		Required funding (USD)	Households targeted
Evidence and coordination		1 077 000	–
Outcome 1	Timely, high-quality evidence and coordination enable informed decision-making for food security interventions.		
Output 1.1	Risk, food security and agricultural evidence is generated in a timely manner and managed systematically	594 000	–
Output 1.2	Integrated and functional multihazard monitoring and early-warning systems are enhanced	153 000	–
Output 1.3	Access to evidence-based knowledge is enhanced and learning is increased to improve emergency and resilience programming	330 000	–
Emergency agriculture		32 299 000	100 500
Outcome 2	Crisis-affected rural households are protected, their livelihoods safeguarded and their access to food and nutrition improved.		
Output 2.1	Local food crop production of vulnerable households is increased	10 483 200	29 850
Output 2.2	Households' access to food and basic items is improved through income-support interventions	10 572 800	39 800
Output 2.3	Agro/pastoral livelihoods are enhanced	5 225 500	14 900
Output 2.4	The livelihoods of fishers and fish farmers are enhanced	5 417 500	14 950
Output 2.5	Threats, risks and predictable emergencies are identified and mitigated through anticipatory actions	600 000	1 000
Livelihoods resilience		20 836 000	91 500
Outcome 3	Risk-informed and climate-resilient agricultural practices are promoted and adopted to enhance food security, protect livelihoods and strengthen the resilience of vulnerable households, including those affected by displacement.		
Output 3.1	Risk-sensitive agricultural practices are promoted to sustainably increase food availability	6 950 000	38 500
Output 3.2	Access to markets is increased through value chain development, strengthening and integration	5 386 000	14 000
Output 3.3	Community assets including natural resources are sustainably managed	6 700 000	19 000
Output 3.4	Pre- and post-harvest losses are reduced	1 800 000	20 000
Total		54 212 000	176 000

Note: About 16 000 most vulnerable households will benefit from both emergency and resilience interventions.

Source: Authors' own elaboration.

5 Guiding principles and quality elements

5.1 People at the centre

Reflecting its responsibilities to respect, promote and uphold people's right to food and other basic rights, FAO adopts a people-centred approach that aims to embed protection across the breadth of its work. From the initial assessment phase to implementation, monitoring and reporting, FAO prioritizes the rights of affected people and works in a way that ensures their meaningful participation and empowerment. Encompassing gender- and conflict-sensitivity, inclusion, the principle of “do no harm”, accountability and empowering local leadership, this approach enables FAO to identify and understand the key protection risks (i.e. violations of international humanitarian, human rights and refugee law) that are driving food insecurity and undermining resilient food systems.

FAO's ERP places crisis-affected people at the centre, prioritizing their needs, safety, well-being, dignity and rights throughout all phases of the programme. This means the ERP is designed and implemented following people-centred principles from assessment to monitoring and learning. FAO will ensure all interventions are inclusive, participatory and protective, in line with UN and Inter-Agency Standing Committee standards. This way, FAO can ensure greater, more sustainable impact on food security and food systems, including through supporting local peace. This integrated approach can thus also help achieve cost-efficiencies. Several key approaches are integrated in this regard.

Protection and AAP

The ERP operationalizes FAO's AAP commitments by consulting communities during assessments and targeting, and by using feedback from help desks, hotlines and surveys to adjust activities. Protection is prioritized, with distributions conducted at safe times and locations to avoid exposing people, particularly women and children, to risk. FAO applies a zero-tolerance approach to sexual exploitation and abuse. All personnel and partners are trained and required to adhere to prevention of sexual exploitation and abuse protocols. FAO will ensure that communities are informed of confidential reporting channels. Overall, assistance will be delivered in a safe, accessible and accountable manner, with indicators in place to track satisfaction and protection outcomes.

Gender, youth and social inclusion

The ERP advances gender equality and social inclusion by involving women, youth and vulnerable groups in its activities. Women, who often bear the brunt of food insecurity and possess valuable knowledge in nutrition and farming, will participate in planning processes and receive tailored support, such as small livestock, homestead garden kits and inclusion in

marketing groups. Youth will be engaged through on-farm vocational training and FFS. The needs of older persons, persons with disabilities and minorities are taken into account to ensure that interventions are accessible and culturally appropriate for all. By empowering marginalized groups and ensuring equitable access, the ERP addresses immediate needs, strengthens community cohesion and supports resilience.

Risk-sensitive and conflict-sensitive programming

The ERP applies risk-sensitive programming to ensure that interventions reduce, rather than increase, risks for communities. Before introducing new crops or technologies, FAO will assess environmental and social impacts and apply appropriate mitigation measures. A conflict-sensitive approach is also mainstreamed, with field teams applying “do no harm” analysis to ensure that assistance is needs-based, does not create tensions between groups or regions and avoids bias. Where possible, activities will promote social cohesion, such as through mixed community committees working together to build assets, or joint livelihood initiatives that bring different groups together and support local contributions to peace.

Attention to forced displacement

Food insecurity is both a driver and a consequence of displacement. When targeting displacement-affected communities, attention is given to their specific needs related to displacement as well as to enabling progress towards long-term durable solutions. In Myanmar, displacement-affected communities face distinct vulnerabilities linked to displacement, but they also possess capacities and skills that can be leveraged through forced displacement programming, such as agricultural expertise. FAO’s forced displacement programming is designed with these characteristics in mind, informed by an understanding of the displacement context, its history and the future mobility intentions of displaced populations. Durable solutions are understood as long-term processes that begin after displacement and conclude when the rights and entitlements of displaced persons, including basic security, livelihoods, food security and access to services, are restored to pre-displacement levels. In Myanmar, particular attention is given to supporting positive relations between displaced and host communities and to mitigating the risk of triggering or exacerbating tensions.

Humanitarian principles

FAO’s ERP is guided by the humanitarian principles of humanity, neutrality, impartiality and independence. Humanity underpins the focus on saving lives and reducing suffering, while impartiality and neutrality ensure that assistance is provided solely on the basis of need, without discrimination or alignment with any side. Independence safeguards decision-making from political influence. In Myanmar’s sensitive context, FAO will train personnel and partners on these principles to maintain the trust of all stakeholders and secure access to affected populations.

5.2 Partnerships

FAO has developed a wide range of partnerships, both at national and international levels, in support of its emergency and resilience programming. In Myanmar, FAO's engagement with relevant authorities relies on UN engagement guidelines. Effective implementation of the ERP requires strong collaboration across government, UN agencies, NGOs, civil society and communities. FAO will work closely with the Ministry of Agriculture, Livestock and Irrigation, including its agriculture, livestock and veterinary and fisheries departments, as well as local authorities, to align with national priorities, avoid duplication and strengthen institutional capacity. Where access is constrained, FAO will engage local technical departments and community structures to anchor activities in existing systems and ensure sustainability and handover.

FAO will coordinate actively within the UN and humanitarian coordination architecture, such as FSC, to harmonize assessments, targeting and delivery. It will also foster partnerships across the humanitarian–development–peace nexus by linking emergency support with longer-term programmes and collaborating with actors promoting social cohesion. This includes joint initiatives such as inclusive natural resource management committees and community-based planning platforms that bring together diverse groups and strengthen resilience at local level.

5.3 Localization

Localization is central to FAO's ERP to ensure that interventions are rooted in local knowledge, capacities and structures. From assessment to exit, FAO will actively engage local authorities, community leaders and technical departments in planning and implementing activities, using existing systems to deliver support efficiently and sustainably. All project phases, from initial assessment, to planning, design and implementation, including monitoring, accountability and learning, are designed to actively involve local authorities, decentralized technical services, farmers' organizations, civil society organizations and the communities themselves. These local Plans of Action will be the basis for joint programming from preparedness and anticipatory action to resilience activities. FAO believes that promoting a strong localization approach, which empowers local actors, is more equitable, respects the dignity of affected people, is more cost-effective and fit for purpose, and ultimately promotes sustainability in the longer term.

The use of local implementing partners, mainly national or community-based NGOs, is systematically prioritized to ensure better ownership, continuous field presence and grounding in local realities. At the same time, community mechanisms are established to ensure targeting, complaint management and participatory monitoring.

FAO supports this dynamic through structured assistance for strengthening institutional and community capacities, including training for technical services, village committees and

farmers' organizations. The goal is to actively involve and contribute to strengthening a competent local fabric capable of driving resilience, food security and sustainable development efforts.

Assessment, planning and implementation

The communities will co-define priorities and targeting criteria. CBOs (village savings and credit groups, and farmer groups) will co-implement activities, run FFS, and develop and maintain community assets. This approach strengthens community capacity, community ownership, enhances the relevance of interventions and enables smoother handover to local actors. Communities will play a key role throughout the ERP cycle, from needs assessments to monitoring and feedback mechanisms. By involving women, youth and other marginalized groups in decision-making, FAO ensures that activities respond to local priorities and are culturally appropriate.

Capacity building

Localization also includes capacity building for local personnel and organizations, empowering them to lead and sustain resilience-building initiatives over the long term. Train-the-trainer models (e.g. community animal health workers, FFS facilitators) and organizational support to local NGOs (project management, financial reporting, AAP/monitoring and evaluation) ensure skills remain locally and activities continue independently.

Contextualization and access

Contextualization and access are central to FAO's ERP. Interventions will be tailored to ecological, cultural and livelihood diversity, ensuring relevance to local conditions. Materials and trainings are delivered in local languages to maximize understanding, inclusion and community ownership, enabling beneficiaries to actively participate and apply knowledge effectively.

Power-sharing and accountability

Power-sharing and accountability are central to FAO's ERP. A larger portion of funds will be channelled through local partners, who actively participate in planning and decision-making. Intervention visibility is shared and progress is jointly monitored, reinforcing local ownership, transparency and accountability throughout implementation.

5.4 Compliance

FAO upholds strong compliance and risk management to protect people, resources and credibility, ensuring accountability to resource partners and affected communities. FAO identifies and mitigates risks such as fraud, corruption, sexual exploitation and abuse,

data breaches, environmental and social incidents, and misconduct. Key measures include risk logs, due diligence, supplier screening, anti-terrorism checks and a zero-tolerance policy on fraud. Annual internal control assessments ensure compliance and address any gaps in risk management and financial processes.

Anti-diversion and fraud controls

FAO implements robust beneficiary verification mechanisms (e.g. digital verification where feasible), traceable supply-chain management, segregation of duties in financial transactions and systematic monitoring, such as distribution oversight and spot checks. Insurance and third-party monitoring mitigate financial and operational risks in high-risk contexts.

Grievance redress mechanism

Safe channels allow communities, personnel and partners to raise concerns. Complaints are assessed and addressed per FAO procedures, with potentially serious cases escalated to the Office of the Inspector-General. Confidentiality, non-retaliation and survivor-centred principles are upheld.

Incident reporting and response

Standard operating procedures guide reporting and responding to security incidents, fraud, misconduct and sexual exploitation and abuse. All reports are handled confidentially, escalated as needed, and followed by timely action, including disciplinary or contractual measures.

Ethical conduct and compliance

Personnel and partners receive prevention of sexual exploitation and abuse training and follow codes of conduct. Referral pathways for survivors are in place, and field monitoring identifies risks of exploitation or abuse. FAO enforces a zero-tolerance policy on sexual exploitation and abuse, misconduct and retaliation.

Resource partner and financial compliance

Reporting requirements of resource partners, sanctions and anti-terrorism compliance obligations and international public sector accounting standards aligned financial rules are followed. Partners, service providers and vendors are screened, and expenditures and activities are documented to ensure transparent and verifiable reporting.

Internal controls and continuous improvement

Internal controls include procurement committees, dual approvals, asset management and routine oversight. Standard operating procedures are regularly reviewed, updated, and lessons from audits and monitoring exercises strengthen compliance culture.

Data protection and privacy

Personal and sensitive data are securely managed, shared on a need-to-know basis and breaches are addressed promptly. Personnel and partners are trained on data protection.

In-country rules and regulations

Operations comply with national laws, including banking, NGO registration, labour laws and workplan approvals. Agreements are reviewed for legal compliance, and non-compliance is promptly remedied.

Notes

- ¹ **OCHA (Office for the Coordination of Humanitarian Affairs)**. 2025. Myanmar: Humanitarian Needs and Response Plan 2026. In: *OCHA Humanitarian Action*. [Cited 22 December 2025]. <https://humanitarianaction.info/plan/1505/document/myanmar-humanitarian-needs-and-response-plan-2026/article/glance-18>
- ² **UNHCR (UN Refugee Agency)**. 2025. Myanmar. In: *UNHCR Operational Data Portal*. Geneva, Switzerland. [Cited 22 December 2025]. <https://data.unhcr.org/en/country/mmr>

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