A SITUATIONAL ANALYSIS OF DISASTER RISK REDUCTION IN MYANMAR

MYANMAR DRR WORKING GROUP

June 2013

DRR
Working Group
Myanmar

DRR
Working Group
Myanmar

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MARIE STOPES INTERNATIONAL Myanmar

MBE

MYANMAR ENGINEERING SOCIETY

MIMU

OXFAM

Plan

SEEDS

Social Vision Service Association

SWANYEE

UN HABITAT UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

UNDP

UNFPA

unicef

OCHA

UNOPS

WFP wfp.org

World Vision

WRTC

Acknowledgments

List of Acronyms

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
ADPC	Asian Disaster Preparedness Centre
AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
AMCDRR	ASEAN Ministerial Conference on Disaster Risk Reduction
ASEAN	Association of South East Asian Nations
CC	Climate Change
CCA	Climate Change Adaptation
CESR	Comprehensive Education Sector Reform
DFEC	Department of Forestry and Environmental Conservation
DFS	Department of Fire Services
DM	Disaster Management
DMC	Disaster Management Course
DMH	Department of Meteorology and Hydrology
DHSHD	Department of Human Settlement and Housing Development
DEPT	Department of Educational Planning and Training
DOP	Department of Planning
DPRE	Disaster Preparedness and Response Education Working Group
DPW	Department of Public Work
DSW	Department of Social Welfare
DP	Disaster Preparedness
DRR	Disaster Risk Reduction
DRR WG	Disaster Risk Reduction Working Group
ECHO	European Commission Office for Humanitarian Aid and Civil Protection
FESR	Framework for Economic and Social Reform
FSWG	Food Security Working Group
GAD	General Administration Department
GEN	Gender Equality Network
HFA	Hyogo Framework for Action
IASC	Inter-Agency Steering Committee
IDDR	International Day for Disaster Reduction
IFRC	International Federation of the Red Cross
INGO	International Non Governmental Organization
JANI	Joint Advocacy Networking Initiatives
LDC	Least Developed Country
LNGO	Local Non Governmental Organization
MAPDRR	Myanmar Action Plan for Disaster Risk Reduction
MCCR	Myanmar Consortium for Community Resilience
MCDRR	Myanmar Consortium for Disaster Risk Reduction
MES	Myanmar Engineering Society
MOC	Ministry of Construction
MOSWRR	Ministry of Social Welfare, Relief and Resettlement
MRCS	Myanmar Red Cross Society
NAPA	National Action Plan on Adaptation
NCEA	National Commission for Environmental Affairs
NGO	Non Governmental Organization

NNDPCC	National Natural Disaster Preparedness Central Committee
NNDPMWG	National Natural Disaster Preparedness Management Working Group
PONREPP	Post Nargis Recovery and Preparedness Plan
RRD	Relief and Resettlement Department
SC	Steering Committee
SOD	Standing Order on Natural Disaster Management in Myanmar
TCG	Tri-Partite Core Group
TF	Task Force
TWG	Technical Working Group
UN	United Nations
UNEP	United Nations Environment Program
UNDP	United Nations Development Program
UNFCC	United Nations Framework Convention for Climate Change
UN-HABITAT	United Nations Human Settlements Program
UNISDR	United Nations International Strategy for Disaster Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
VFL	Views from the Frontline
WWW	Who Does What Where

Introduction

Myanmar is exposed to a wide range of natural hazards, triggering different types of small scale to large-scale disasters across the country's territory. A total of 27 natural disasters have been recorded between 1980 and 2010, causing the death of approximately 140,000 people, and affecting the lives and livelihoods of 3.9 million people; an average of 125,000 people a year . By far the most devastating natural disaster in Myanmar's history, cyclone Nargis tore through the Delta region in May 2008, affecting 2.4 million people and claiming the lives of 135,000[ii].

Myanmar: Natural Disasters 2002 - 2012 — OCHA

Myanmar ranks first as the 'most at risk' country in Asia the Pacific according to the UN Risk Model. The country is vulnerable to a wide range of hazards, including floods, cyclones, earthquakes, landslides and tsunamis. The likelihood for medium to large-scale natural disasters to occur every couple of years is high, according to historical data.

Whilst these disasters have caused severe losses to the affected communities and delayed important development work, they have resulted in increased operation between the Government, the international community and local organizations.

MAY 2008 > **May 2008 (Cyclone Nargis):** Cyclone Nargis left some 140,000 people dead and missing in the Ayeyarwady Delta region. An estimated 2.4 million people lost their homes and livelihoods.

JUN 2010 > **June 2010 (Floods in northern Rakhine State):** The floods killed 68 people and affected 29,000 families. Over 800 houses were completely destroyed.

OCT 2010 > **October 2010 (Cyclone Giri):** At least 45 people were killed, 100,000 people became homeless and some 260,000 people were affected. Over 20,300 houses, 17,500 acres of agricultural land and nearly 50,000 acres of aquaculture ponds were damaged by the Cyclone Giri.

MAR 2011 > **March 2011 (6.8 Earthquake in Shan State):** Over 18,000 people were affected. At least 74 people were killed and 125 injured. Over 3,000 people became homeless.

OCT 2011 > **October 2011 (Floods in Magway Region):** Nearly 30,000 people were affected to varying degree. Over 3,500 houses and some 5,400 acres of croplands were destroyed.

AUG 2012 > **August 2012 (Floods across Myanmar):** The floods in different states and regions displaced some 86,000 people and affected over 287,000 people. Ayeyarwady Region was the worst affected with some 48,000 people displaced. Over 136,000 acres of farmland, houses, roads and bridges were damaged.

NOV 2012 > **November 2012 (6.8 Earthquake in northern Myanmar):** At least 16 people were killed and 52 injured, with over 400 houses, 65 schools and some 100 religious building damaged.
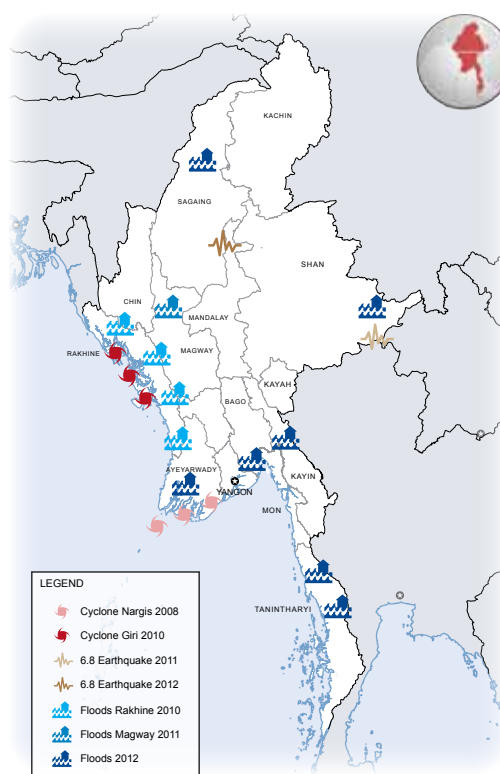
2002-2012

Three cyclones affected over **2.6 million** people.

Floods affected over **500,000** people.

Two major earthquakes affected over **20,000** people.

Preparedness

OCHA is supporting the implementation of the **Minimum Preparedness Package** for emergency response in Myanmar as a tool aimed at strengthening emergency preparedness building upon existing efforts and capacities. OCHA has developed an action plan, which will guide the design and delivery of a support package for the coming months.

LEGEND
- Cyclone Nargis 2008
- Cyclone Giri 2010
- 6.8 Earthquake 2011
- 6.8 Earthquake 2012
- Floods Rakhine 2010
- Floods Magway 2011
- Floods 2012

It is estimated that around 870,000 people in Myanmar live in areas that are exposed to cyclones, and a similar proportion are vulnerable to earthquakes, with two fault lines running through the country across some densely populated areas. Furthermore 440,000 people are vulnerable to flooding and 390,000 are exposed to drought[iii].

These risks are being further exacerbated due to processes attributed to climate change and variability. Since 1977, the Department of Meteorology and Hydrology (DMH) of Myanmar has been collecting meteorological and hydrological data and has documented concerning changes in patterns in recent years such as the shortening and intensification of the monsoons; an increase in sea surface temperature and an overall increase in heat and drought indices . The Global Adaptation Institute ranks Myanmar 167 out of 176 countries; a ranking which is as much a reflection of Myanmar's exposure to climate change as it is of the country's low capacity to manage climate risks[v].

Since its independence in 1948, Myanmar has also been home to some of the longest-running insurgencies in the world. Years of civil conflict and unresolved ethnic grievances have contributed to mass displacement and an influx of refugees in neighboring

countries. The breakdown of 17 years of ceasefire in Kachin in June 2011 displaced close to 100,000 people; meanwhile two waves of inter-community violence in Rakhine State have rendered 140,000 people homeless. Localized episodes of inter-community violence have created pockets of displacement in the country's Dry Zone, Northern Shan and Bago regions. On the Eastern border with Thailand, decades of conflict have displaced up to 500,000 people[vi].

Myanmar's vulnerability to hazards is compounded by socio-economic factors: widespread poverty and poor infrastructures are at the heart of the country's relatively low capability to recover from a significant event, be it natural or man-made . It is this combination of hazard vulnerability and low capacity which makes Myanmar the "most at-risk country" in Asia-Pacific according to the UN Risk Model[viii].

Ongoing Efforts by the Government on DRR

A positive impact of Cyclone Nargis was that it increased Government's awareness of the need to plan and prepare for future disasters, and of the need for prevention, mitigation and community awareness activities. The Post-Nargis Response and Preparedness Plan (PONREPP) developed by the Tri-Partite Core Group (TCG) outlined ways to reduce hazards and limit the effect of future disasters[ix].

Myanmar is one of the 168 countries that endorsed the Hyogo Framework for Action (HFA) in 2005 aiming at "substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries"[x.] Myanmar is also a signatory of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), which came into force in 2009[xi]. The AADMER is a proactive regional framework for cooperation, coordination, technical assistance, and resource mobilization in all aspects of disaster management, and the first legally binding HFA-related instrument[xii].

In order to meet regional and international commitments on DRR, the Ministry of Social Welfare, Relief and Resettlement (MOSWRR) published the Myanmar Action Plan on Disaster Risk Reduction (MAPDRR)in2009 with the goal 'To make Myanmar Safer and more Resilient against Natural Hazards, thus Protecting Lives, Livelihood and Developmental Gains'[xiii]. The Government officially endorsed MAPDRR in 2012, in an effort to provide greater impetus for DRR work in Myanmar. The document was updated to reflect the political changes in the country and the post-Nargis environment characterized by a multiplicity of natural hazards.

The Government of Myanmar continued to demonstrate its commitment to DRR by introducing a Disaster Management Law, which is currently awaiting promulgation and for which the rules and regulations are being developed.

The New Light of Myanmar

10th Waning of Pyatho 1374 ME — Tuesday, 5 February, 2013

Pyithu Hluttaw approves Disaster Management Bill

Pyithu Hluttaw Speaker Thura U Shwe Mann chairs 13th-day meeting of Pyithu Hluttaw.— MNA

In normal times, the Government relies on the Relief and Resettlement Department (RRD) under MOSWRR to coordinate and promote DRR initiatives across the country. Recently, the Government has re-formed two committees that will support DRR mainstreaming at the highest levels as well as provide leadership and coordination when disasters strike. At the top of the pyramid, the National Natural Disaster Preparedness Central Committee (NNDPCC), chaired by the Vice-President with the Minister of MOSWRR and the Minister of Home Affairs has vice-chairmen, gathers all relevant ministers and leads all DM-related efforts. The National Natural Disaster Preparedness Management Working Committee (NNDPMWG) chaired by the Minister of Social Welfare, Relief and Resettlement and gathering all relevant line departments including RRD operationalizes the steer provided by the NNDPCC.

In spite of all the significant steps taken by the Government, theHFA interim report 2011 indicates that progress has been mixed, highlighting the commitment and yet the lack of substantial achievements[xiv]. The Views from the Frontline (VFL) Report conducted for the first time in Myanmar in 2013 with a broad range of civil society organizations confirmed that there was room for improvement across all 5 HFA priorities with Myanmar scoring below the regional average on all questions[xv].

Rapid changes that have characterized the political transition of Myanmar since 2010 towards a more democratic system and a liberalized economy are shaping new opportunities and risks for DRR in Myanmar[xvi]. Remaining gaps in the DRR/DM framework of Myanmar and new challenges arising from the ongoing reform process call for increased collective action in which the DRR Working Group (DRRWG) is positioned to play an important role.

Rationale and Objective of the Situational Analysis

The DRR WG is a platform for coordination and information-sharing on DRR in Myanmar, currently composed of 49 members - UN agencies, INGOs, LNGOs, and profes-

sional organizations. The DRR WG has been working in Myanmar since 2008, in the wake of cyclone Nargis, supporting the Government and hazard-prone communities in building their resilience to natural disasters. Initially focused on early recovery as part of the mandated cluster system, the focus of the group later evolved to DRR and expanded to the entire country. In the process, the DRR WG shifted from an IASC cluster to an independent working group.

As mentioned above, a lot of progress has been made on DRR since the DRR WG was established thanks to the combined efforts of the Government, the communities and the working group's members; however significant gaps remain for Myanmar to become a disaster resilient nation. The DRR WG itself has evolved since it first started working and the context in which it operates has changed dramatically, shaping new opportunities and threats for DRR work and calling for a re-alignment of the DRR WG's engagement strategy.

Recognizing the momentum created by the reform process and the importance of positioning itself strategically vis a vis the ongoing changes, the DDR WG commissioned the present Situational Analysis of DRR in Myanmar with the overall objective of providing a comprehensive picture of the upcoming opportunities and challenges for DRR in Myanmar.

Specifically, this Situational Analysis is designed as a planning tool which reviews the current capacity and scope of the DRR WG and provides recommendations on its future strategic directions in view of the changing context of Myanmar. On the basis of this analysis, the DRR WG will develop its strategic plan, which will support the Government's efforts and set priorities, including those highlighted in the Framework For Economic and Social Reform and the five-year National Comprehensive Plan.

Methodology

The DRR WG formed a task force (TF), the Strategic Planning task force, which provided steer to the consultants throughout the process of developing the Situational Analysis. As per guidance provided by the TF, the consultants ensured that the process was as consultative and participatory as possible and used a variety of qualitative tools to inform the present analysis, as detailed below:

- Literature review: the literature review was critical in painting a picture of the progress made by the Government towards meetings its international commitments on DRR; and the role played by the DRR WG in supporting the process. The literature review also informed the broader backdrop of political, economic and social reforms that are re-shaping the DRR environment in the country.

- Initial consultation workshop: the workshop, attended by 46 participants from 27 agencies, constituted the first step in the multi-stakeholder process that will lead to the development of the DRR WG strategic plan. The objective of the workshop was to critically analyze the current capacity of the DRR WG and to identify emerging trends for DRR work in Myanmar. The outcomes of the initial workshop, captured in a workshop report, informed the current analysis.

- Consultations with Government Departments: the consultants held a series of meetings with Government departments selected by the DRR WG TF on the basis of their role (actual or desired) in DRR. Bilateral meetings with each department were held to encourage open and transparent discussions. Nine departments agreed to participate in the consultation, namely RRD, Department of Meteorology and Hydrology (DMH), Department of Forestry and Environmental Conservation (DFEC), Department of Fire Services (DFS), Department of Educational Planning and Training (DEPT), Department of Human Settlement and Housing Development (DOHSHD), Department of Public Work (DPW), Department of Planning (DOP), and General Administration Department (GAD). A list of Government officials interviewed is provided in Annex 1.

- Key Informant Interviews: the TF identified a number of key informants on the basis of their contribution to the advancement of the DRR agenda in the country. Such key informants included UN agencies, INGOs, LNGOs and donors involved in DRR work in Myanmar. A list of key informants interviewed is provided in annex 2.

In order for the DRR WG to maximize the learning outcomes of this analysis, the TF suggested capturing the experiences and good practices of similar networks in other ASEAN countries. Following discussions with key stakeholders and with the TF, Vietnam was selected as it was felt that the Government had followed a similar trajectory in relation to promoting the DRR agenda and had reached an advanced level that could bring valuable lessons for Myanmar. The Joint Advocacy Networking Initiative (JANI), a civil society network that has been supporting the DRR efforts of the Government of Vietnam since 2006, was therefore consulted through an interview with its Coordinator and Officer. It is important to note that JANI is quite different in nature to the DRR WG in that it is only composed of NGOs; the mandate and focus of both groups however revolve around policy and advocacy on DRR. This is why the lessons learnt from JANI included in the document focus on policy level processes as opposed to structural issues.

Limitations

The emphasis of the current analysis is on preparedness, prevention and mitigation and DRR mainstreaming with only a few references to immediate preparedness and emergency response. This is due to the fact that within the international community in Myanmar, there is a relatively clear-cut separation between the DRR initiatives led by the DRR WG on the one hand and the humanitarian work (including emergency preparedness and response) led by the Inter Agency Steering Committee (IASC) referred to as the Humanitarian Country Team (HCT) on the other hand.

During the consultation process, the consultants faced difficulties in gathering updated and accurate information on climate change adaptation (CCA) and the status of civil society participation in the CCA agenda. Overall, agencies involved in the DRR WG were found to have low levels of awareness on CCA and even within the agencies involved in both sectors, there appeared to be a communication gap between the respective departments and technical personnel. Although this is an interesting finding in it-

self, which is elaborated later on in the analysis, it also means that the picture on the situation of CC discussions in Myanmar depicted in the present analysis cannot be seen as exhaustive.

Finally, it was not possible for the consultants to gather all the documentation available from the DRR WG members due to time and resource limitations, the present analysis is therefore incomplete and will require frequent updating to continue to reflect the rapidly evolving context of DRR in Myanmar.

Changes in the Context: Emerging Opportunities and Challenges for the DRR Working Group

Changes in the broader DRR/DM Context

Not directly related to Myanmar but relevant to the present analysis are changes happening in the DRR/DM sector, at both global and regional levels. At the global level, the post HFA transition has been initiated under the leadership of UNISDR and the contours of HFA2 are currently being drawn based on lessons learned from almost a decade of work on DRR globally. One of the advantages of being a late developer is that Myanmar can benefit from accelerated learning and capitalize on the experiences and good practices of other countries that have graduated out of Least Developed Country (LDC) status. As a result, the learning emerging from the HFA implementation should inform and guide the priorities of the Myanmar Government and of the DRR WG in coming years. Such lessons include the need to consolidate achievements rather than expanding the scope of DRR work and consider the following as priorities[xvii]:

- Local action: evidence from around the globe shows that significant progress has been made at national level towards building strong DRR policy and legal frameworks. This progress however is undermined by the lack of focus on local level capacity and resources for implementation. The need to emphasize and invest in local capacity implies a shift from rural to urban settings, which shape the local reality of an increasing proportion of the world's population. It also requires resorting to inclusive and multi-cultural approaches that reflect the complexity of local resilience systems.

- Integrated Approaches: learning from around the globe calls for the need to not only integrate DRR and climate risk programming, but also to recognize them as part and parcel of poverty reduction and sustainable development. In addition to including DRR in the post 2015 development agenda, this requires finding ways to engage with the private sector in a meaningful manner.

- Enabling Environment: this encompasses several priority areas, such as:

  ◎ Informed decision-making based on thorough and standardized risk assessments and analyses that fully utilize scientific progress and technologies available;

  ◎ Public awareness: reinvigorated public awareness campaigns and the effective use of the media to spread the message that DRR is "everybody's business";

  ◎ Capacity-building using more structured approaches such as the development of

national training strategies and the institutionalization of training mechanisms;

⊙ Governance and accountability: clarification of roles and responsibilities at all levels, development of strategies for partnership and coordination and the use of common standards can help improve DRR governance;

⊙ Monitoring: systems to monitor and evaluate progress on DRR need to be enhanced;

⊙ Resources: more reliable and stable sources of funding need to be in place, through secured allocations for DRR in the national budget or the development of national risk funding strategies.

Evidence coming from around the globe also confirms the importance of women leadership in DRR activities and re-asserts the need to fully involve children and youth in all DRR processes. It recognizes the lack of attention paid to people with disability and ageing populations in spite of their increasing numerical significance[xviii].

Progresses recorded : priorities 1 and 5	Continuing challenges: priorities 3 and 4
▪ Enactment of national legislation on disaster risk management ▪ Establishment of national platforms or coordinating bodies ▪ Improved disaster preparedness and response in general	▪ Gap between policies and implementation is "enormous" ▪ Insufficient budget allocation and capacities for local level implementation ▪ Difficulties to implement genuine "multi stakeholder" processes (shared ownership)

Possible priorities for HFA 2 (Post 2015)

- Better understanding of risks and underlying drivers
- Emphasis on local authorities and communities as main implementers
- Facilitate linkages with private sector
- Governance and effective, results-driven accountability measures
- Integrated approaches addressing underlying factors
- Integration of Climate change adaptation
- Innovation, Technology and Women leadership

Summary Findings Post HFA (Extracted from the DRR WG Presentation, Initial Consultation Workshop, April 2013)

It is essential for the DRR WG to ensure that the learning arising from a decade of HFA implementation is reflected in its forthcoming strategic plan as well as being shared with the Government as a way to inform ongoing development processes. The DRR WG already supports the Government in meeting its HFA commitments and post-HFA learning and sharing is a natural follow-up that can easily be undertaken by the group.

At the regional level, the implementation of the AADMER Work Plan 2010-2015 has been delayed due to a number of obstacles in establishing its operational heart, the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre). Since the AHA Centre was inaugurated in late 2011, the pressure on member States has increased to accelerate their efforts and adopt national and local instruments that support the implementation of the work plan.

This is particularly true of countries such as Myanmar and Laos PDR who are lagging behind in all aspects of DRR/DM in comparison to their ASEAN neighbors. In Myanmar, the willingness to demonstrate progress is reinforced by the fact that the country has been granted the Chairmanship of the ASEAN for 2014, by which date the Government will be keen to show significant progress on all of its ASEAN commitments. The implementation of the AADMER Work Program in Myanmar will initially focus on the six building blocks[xix]:

1. Institutionalization of AADMER
2. Partnership Strategies
3. Resource Mobilization
4. Outreach and Mainstreaming
5. Training and Knowledge Management System
6. Information Management and Communication Technology

Myanmar will also be expected to demonstrate progress against the strategic components (1-Risk Assessment, Early Warning and Monitoring; 2-Prevention and Mitigation; 3-Preparedness and Response; and 4-Recovery), and in particular in the recovery sectorwhich Myanmar is leading together with Indonesia.

The willingness of the Government of Myanmar to demonstrate significant progress against the AADMER Work Plan creates a positive environment upon which the DRR WG can build through promoting and ensuring that there is an explicit reference to the building blocks which are aligned to its own strategic priorities.

Changes in the Myanmar Context

Myanmar has engaged in a crucial transition period, aiming to become a modern, developed and democratic nation. Recent liberalization processes in the country, along with its strategic location and endowment in natural resources frame Myanmar's potential for economic and social development. The development choices made by the country in the coming months and years carry with them the potential building blocks to a disaster resilient nation, but are also likely to generate new risks.It is therefore critical that DRR becomes a priority and is effectively mainstreamed into development processes to ensure the sustainability of development gains and protect investments in the development of Myanmar.

According to the World Bank's Interim Strategy for Myanmar, the country is undergoing a triple transition: from an authoritarian military system to democratic governance; from a centrally-directed economy to market-oriented reforms;and from 60 years of conflict to peace in the border areas[xx]. Most of the Government's emphasis to date has been on far-reaching political reforms, characterized by the establishment of a more accountable and transparent governance structure at national level, an extensive decentralization process and peace negotiations to stabilize the border areas. This political reform process has been accompanied by a liberalization of the press, resulting in the proliferation of media outlets.

Myanmar is now entering what the Government refers to as the "second stage of reform", relating to the social and economic drivers of development. The country is already witnessing significant investments in infrastructure, a sharp increase in foreign direct investments and rapid urbanization. Fast economic changes andan increased role of the private sector will shape new risks and opportunities in the country and it is critical that development partners such as the DRR WG formulate effective engagement strategies with the corporate world.

In response to these "second stage" series of changes, the Government is in the process of laying down the foundations for socio-economic development in coordination with its development partners. To this end, the Framework for Economic and Social Reform was developed by the Government of Myanmar to supplement the five-year National Comprehensive Plan and give coherence to the government'sreform effort, including on sequencing and overall objectives. The Government has established a Planning Commission to guide medium-to-long term economic planning and development in the country,headed by the President and comprising chief ministers from all regions and states. In addition, the government has begun to develop a blueprint to support development cooperation, which includes the formation of Sector Working Groups led by ministries and composed of key donors and UN agencies.

The following table is an attempt to summarize the key changes occurring in the political, economic and social realm and their possible impact on DRR programming, in terms of both threats and opportunities:

Ongoing and anticipated changes	Threats for the DRR WG	Opportunities for the DRR WG
Political changes		
Accountable and democratic governance structure at national level	• Capacity of the Government stretched by multiple demands: DRR neglected • Lack of coordination: too many actors working in isolation • Competition for skilled labor: depletion of Government qualified staff • Inefficiencies and communication breakdowns between various levels of Government	• Increased cooperation with Government Departments • Formulation of long-term capacity-building strategies • Opportunities to advocate for the integration of DRR in development planning and allocation of dedicated resources • Engagement with parliamentarians and political parties
Decentralization of governance structures and sub-national development planning	• Lack of capacity and resources to understand and implement DRR actions • Lack of coordination: too many actors working in isolation • Inefficiencies and communication breakdowns between various levels of Government	• Increased engagement with and supportto local actors for a more tangible and sustainable impact • Opportunities to advocate for the integration of DRR in development planning and allocation of dedicated resources
Peace and stability throughout the country	• Segments of population excluded from the development process due to failure to reach peace agreements or lack of recognition • Lack of uniformity of development processes in areas controlled by non state actors	• Expansion of geographical coverage of DRR initiatives and outreach for the DRR WG • Increased engagement with non state actors
Empowered citizens and communities enjoying their political rights	• Conflicting priorities at community level and lack of awareness/capacity on DRR	• Empowered communities driving their DRR agendas and successfully advocating with local Governments

Ongoing and anticipated changes	Threats for the DRR WG	Opportunities for the DRR WG
Economic changes		
Infrastructure Development	• Inequalities in access and increased vulnerability of hard-to-reach populations • Unsafe constructions with no consideration of disaster resilience • Environmental degradation	• Improved access and communication with the field • Improved early warning systems • Use of new technologies to support DRR programming
Increase in FDI, industrialization and role of the private sector	• Environmental degradation • Industrial hazards • Unsafe constructions with no consideration of disaster resilience • Poaching of skilled human resources	• Corporate Social Responsibility: framework for engagement and cooperation with the private sector • Availability of skills, technologies and resources at national and local levels
Urbanization	• Unplanned and unsafe settlements and constructions • Urban poverty: hard to reach population • Seasonal migrations: hidden population	• Improved access of urban dwellers to communication technologies • Concentrated populations: easier to target and sensitize
Social changes		
Media freedom and diversity	• Inadequate reporting and lack of professionalism • Lack of awareness/understanding of the importance of DRR	• Powerful partner for awareness-raising • Potential to influence decision-makers towards adopting resilient practices • Potential to reach out to multiple stakeholders simultaneously
Increased space for social events and campaigns	• Lack of experience of local authorities and communities leading to resistance to social mobilization or inappropriate reaction of the authorities	• Potential to influence decision-makers towards adopting resilient practices
Increased use of social media	• Misuse of messages and lack of control over dissemination	• Potential to reach out to youth and urban populations

It is important to highlight that both the communities and the Government of Myanmar have accumulated significant experience of managing the risk of natural disasters in rural areas since cyclone Nargis struck in 2008. As detailed in the introduction section, the evolution of the policy and legal framework reflects the increased capacity of the Government to prepare for and respond to natural disasters, in particular cyclones, in rural areas. Similarly, the international humanitarian community and local civil society have acquired the experience and skills to respond relatively rapidly and in a coordinated manner to any natural disaster hitting the rural areas of the country. In addition to the issue of man-made disasters, which is addressed in more details later in the document, questions can be raised as to the ability of both the Government and the humanitarian community to respond to urban disasters. Rapid urbanization and increased migration flows combined with the geophysical vulnerability of some of the major cities to earthquakes are likely to pose serious challenges to disaster management in the near future and require the Government's specific attention.

The changes occurring in Myanmar as summarized aboveand areas of relative weakness highlight the need to have a robust DRR network that can support the Government as well as the communities in their efforts to build a resilient Myanmar.

In doing so, the DRR WG should keep in mind some of the learning offered by the experiences of other countries such as the fact that development processes can be undermined by (i) too many uncoordinated offers of support, resulting in fragmented and

stand alone initiatives from development partners; (ii) lack of transparency in management of development finance; and (iii) transaction costs imposed on stretched government structures[xxi].

Capacity Statement of the DRR WG and DRR Stakeholder Analysis

Capacity Statement of the DRR WG

The DRRWG is a coordination and information-sharing mechanism, which was created based on one of the PONREPP's recommendations in 2008. Initially focused on early recovery activities in the Delta, the working grouplatershifted and expanded its scope to DRR, its coverage to the entire country, and its membership to 49 organizations; becoming one of the most diverse and dynamic networks in the country.Evolving from a mandated IASC cluster to an independent network, the DRR WG has relied on voluntary membership, and the mobilization of human and financial resources from its members to maintain and expand its activities.

High levels of commitment, broad participation and relationship of trust with the line department of reference, RRD, characterize the DRR WG. Such examples of collaboration with a Government department remain exceptional in the Myanmar context. According to the Myanmar Information Management Unit (MIMU), there are over 30 multi-agencies "main" coordination groups covering various sectors, sub-sectors and/or geographical areas in Myanmar[xxii]. Out of these, only nine are regularly feeding information on the MIMU website and a handful display evident signs of activity and dialogue. The DRR WG has not only succeeded in remaining the only relevant coordination forum on DRR in Myanmar over the years, it has also managed toincrease its membership base and impact thanks to the enthusiasm of its members and the leadership provided by the Chairs and Steering Committee. The DRR WG is positively benefitting from the fact that DRR is included in the UN Strategic Framework 2012-2015 as one of the four priority areas for Myanmar[xxiii].

Since its establishment, the mandate and work plan of the DRR Working Group has been articulated around four key areas: strengthening DRR institutions, community-based disaster preparedness and mitigation, building DRR knowledge and awareness, and mainstreaming DRR into development sectors.According to all the informants interviewed during the consultation process, the DRRWG has evolved significantly in recent years, from a sharing platform mainly focused on CBDRR programming to a network working on policy as well as operational issues through various sub-groups. An important driver of this evolution has been the opportunity to engage and support the Government, made possible by the political reform process initiated after the 2010 elections in Myanmar. Successful pockets of joint work such as the Disaster Management Course or the DM Law regulations also acted as an eye-openerfor the DRR WG, testifying to the potential to harness its collective power for a greater impact on DRR.

The present strategy and the strategic planning process it will inform are clear outcomes of this realization. Although the DRR WG has always had an annual work plan as a reference for its work, until now such work plans have been a compilation of the DRR WG members'

priorities and pre-identified activities. This document is an attempt to provide the analytical foundations upon which the DRR WGwill be able to formulate a strategic plan which is above and beyond that of its members. A pre-requisite to the process being successful is a critical review of the current capacity of the DRR WG.

The following strengths and weaknesses matrix is the compilation of SWOT analyses developed by the DRR WG members during the Initial Consultation Workshop held on 29 April 2013, which marked the start of the strategic planning process. The threats and opportunities section has been covered in previous sections of the analysis, and therefore, is not repeated here.

Strengths	Weaknesses
• Diversity and expertise • Collective power and access to resources • Strong commitment • Strong linkages with the Government, especially RRD • Members with strong ties to and presence in the communities, in particular in the Delta and Rakhine • Agreement on DRRterminology • Successful outcomes of cooperation: celebration of IDDR Day, HFA reporting, DMC course, DM Law regulations • Increased presence and participation of LNGOs (although continues to be limited) • Joint celebration of IDRR Day as key awareness instrument • Common understanding of the need to mainstream DRR in development • Recognition by the Government and the donor community	• Limited networking & communication with Ministries/Departments outside of RRD • Different agendas, activities and mandates leading to time-consuming processes for consensus building • Uneven participation of members • Weak information management systems: under-utilization of DRR Web Portal and DIAS • Complex logistics and financial arrangements for joint initiatives due to policy differences • Disconnect between priorities of theDRR WG and that of communities • Over-reliance on a few members and inconsistency in the profile of participants • Lack of funding to the DRR WG • Coordination contingent upon information-sharing, resulting in coordination gaps and risks of duplication • Follow-up on agreed work plan • DRR WG not present at sub-national level • Lack of mechanisms to share knowledge externally, especially with other sectors • Weak coordination with other working groups • Small pockets of successful work but need to collaborate on strategic outcomes • Conflict not included in the mandate • Language barriers • Lack of private sector involvement &coordination • Lack of discussion on CCA/CRM • Lack of Government participation • Inactive membership and DRR expertise concentrated with INGOs and UN agencies • Members with an exclusive humanitarian focus

There are many achievements of the DRR WG worth highlighting but for the purpose of the analysis, the following section focuses on areas for improvement that would enable the DRR WG to maximize its potential. Four main categories of areas for improvement have been consistently underscored during the consultation process, which are detailed below.

Structure and Governance

The DRR WG mainly functions as a plenary group of 49 agencies meeting on a monthly basis to share information and updates on their respective DRR work. Every year, the DRR WG members elect representatives who join the DRR WG Steering Committee (SC) with representation of UN agencies, INGOs, LNGOs, Red Cross and professional bodies. In turn, the members of the SC elect the Chair and Co-Chairs of the DRRWG, positions currently occupied by UNDP and Actionaid Myanmar respectively. RRD is the honorary chair of the DRR WG, although geographical distance makes it difficult for RRD officials to attend the meetings every month. The members of the SC meet on a monthly basis, a few days prior to the plenary meeting, in order to discuss the agenda and other issues requiring the DRR WG's attention and involvement.

Recently, several technical working groups (TWG) have been formed under the umbrella of the DRR WG to work on specific joint initiatives. Four TWG are currently working, with varying levels of activity: the DMC TWG, the DM Law regulations TWG, the Township DM Planning TWG and the Strategic Planning TF. These groups have been formed in response to opportunities for technical cooperation on specific tasks. Membership is on a voluntary basis and the chairs are elected from within the members. It is the responsibility of the chairs to feed information and progress updates back to the plenary. Another relatively new feature of the DRR WG is the recruitment in recent months of a part-time coordinator position, with the objective of supporting the Chair of the DRR WG with administrative tasks. ECHO via MCCR provides funding support to this position.

Several issues were raised in relation to the current structure of the DRR WG, which are summarized below:

- Some questioned the added-value of the co-chair with a risk of diluting the leadership of the group whilst others re-asserted its importance in establishing a balance conducive to promoting the common goal. All agreed however on the need to review the TORs of the chair and co-chair and ensure a clear division of roles and responsibilities. Another consensus was on the need for both chair and co-chair to make a highand equal commitment to the group, potentially through a formalized mechanism.

- The technical working groups have been formed on a needs-basis and as a result, their effectiveness is contingent upon the commitment of its members and respective chairs. A common observation made was that the mechanisms to feed information and progress back into the plenary are currently weak, leading to information gaps within the broader DRR WG. Plenary meetings are currently used to

feedback information but there is no set format to ensure that the information shared is exhaustive. Another weakness appeared where the chair of the TWG was active within the TWG but not within the broader DRR WG and it was felt that there should be a clear commitment from all TWG chairs to attend and participate in the DRR WG as well. A standardized set of guidelines specifying the key roles and responsibilities of the chairs could help address some of the current issues.

- A high number of interviewees felt that the DRR WG should consider mechanisms to decentralize its structure and provide coordination at State & Region level and township level whenever relevant, with a particular focus on the Delta and Rakhine where most DRR programs are currently concentrated. Although it may not be realistic and desirable for the chair and co-chair to commit to lead the discussions at all levels, several stakeholders suggested that the DRR WG should develop a set of guidelines detailing the working principles of sub-national DRR WG, with local elected chairs taking responsibility to maintain communication flows with the national DRR WG.

All stakeholders interviewed agreed for the need to have a functioning coordination unit, and were not fully satisfied with the current arrangement whereby the coordinator position is only working part-time on DRR WG-related issues and physically separate from the Chair. This consensus however hides a wide spectrum of opinions as to how far the DRR WG should go in establishing a meta-structure; and some elements for consideration are provided under the way forward section of the analysis.

Participation

Membership to the DRR WG is on a voluntary basis and does not involve any financial contribution. A registration system was established in 2012 and discussions around the application of membership feestook place in 2011, butthe group decided against it. As with all voluntary groupings, there are uneven levels of commitment to the group, with some agencies playing a consistent role and others participating on an "on and off" basis. Although this is a natural phenomenon, the DRR WG needs to find ways to even out commitment levels and decrease its over-reliance on a few people and agencies. Failure to do so carries the risk of its agenda being driven by a few of its members only or of active members ceasing to believe in the benefit of the group.

The DRR WG also needs to invest in its information-sharing system to ensure that inconsistent attendance and participation of some agencies does not result in information gaps and delays in the implementation of the work plan by providing those agencies that are not able to fully commit with an opportunity to keep abreast of the progress of the DRR WG. One mechanism for attendance control agreed by the DM Law Regulations TWG is to include an implicit rule whereby members are automatically disregarded if they fail to attend three meetings in a row.

More problematic for the effective functioning of the group, the technical expertise of the DRR WG participants varies widely from one agency to another, which undermines the quality of the discussions and outputs. To the extent possible, interviewees felt that members of the DRR WG should thrive to send technical staff with experience and knowledge on DRR.

The consultation process underscored gaps in the participation of LNGOs and local civil society groups in the DRR WG. Although this had improved thanks to the formation of the Myanmar Consortium for DRR (MCDRR) in 2012, gathering 20 local organizations of different sizes and capacity under one umbrella, the voice of the LNGOs remains weak-within the DRR WG, and more diversity is required.

Finally, an emerging issue was around the representation of consortia in the DRR WG. Consortia are increasingly popular in the aid sector and DRR is no exception. Although the DRR WG welcomes consortium representation within the group, there are fears thatit may result in decreased participation of individual agencies, thereby reducing the diversity of voices and expertise available within the group. It is essential that organizations maintain their commitment to the DRR WG as part of their organizational strategy as well as possible consortium engagement.

Information Sharing

Communication channels within the working group and between its various sub-groups has improved significantly thanks to the creation of a Google group with pre-established mailing lists (steering committee, TWGs, etc.) allowing each registered member to easily and effectively share information with the relevant audience. In spite of its limitations, the DRR WG is also one of the few networks with an elaborate web platform linked to the MIMU.

One significant obstacle to having a functional information-sharing system however is that some of the DRR WG membersare not adequately coordinating. During the course of the consultation, the consultants came across a number of initiatives that were relevant to the DRR WG and yet undertaken without its knowledge or with minimum consultation. Inevitably, this also resulted in a duplication of efforts in a few instances.

There is currently no such a thing as an updated "who does what where"(WWW) of the DRR WG, nor is there a functional centralized information platform on which to provide updates on organizational activities or progress of the DRR WG. The two websites established as information hubs for the DRR WG have been under-utilized and need to be supported by a practical communication/information management strategy.

The Government departments interviewed during the consultation were keen on receiving detailed information on the activities of the DRR WG and its members at national and sub-national level. The Department of Planning in particular recommended the development of a township mapping of CBDRRinitiatives that would enable them to effectively mobilize the critical support of the General Administration Department(GAD). Attempts by the DRR WG to establish a database have yet to yield the expected results. In the absence of a dedicated person responsible for following-up with the DRR WG members and/or agreed protocols for regularly updating the information, this issue is unlikely to be resolved.

Strategic Focus

Finally, a common observation made about the DRR WG was the lack of strategic focus, mainly arising from the fact that the DRR WG has until recently been using its mem-

bers' priorities as the basis for its work plan. Although the mandate of the DRR WG encompasses four broad areas of work, including policy and advocacy, not until very recently did the DRR WG engage at this level. All the respondents agreed that the DMC course had marked a noticeable change in the focus of the DRR WG, shifting away from operational details of CBDRR program implementation to strategically support the Government. This evolution was consolidated with later work on the DM Law and DM Law regulations.

Although interviewees generally felt that there was still room for the DRR WG to discuss CBDRR issues, they mentioned that the focus of these discussions should be at the policy and standardization and not at the operational level. The DRR WG also has some progress to make in order to address other components of its mandate such as knowledge and awareness, and DRR mainstreaming as described in more details later in the document.

DRR Stakeholder Analysis

DRR being a cross-cutting issue, it relates to most actors working in Myanmar, be it Government, private sector or development partners. This stakeholder analysis is written from the point of view of the DRR WG and therefore broadly summarizes the dynamics of its relationships with the most critical external actors. Although almost all Government departments have a role to play in DRR, the following matrix only focuses on those who participated in the consultation.

Stakeholder	Strengths	Weaknesses	Relationship/ awareness of the DRR WG
Government			
Departments of Reference (RRD, DFS, DMH, MOC)	• High levels of awareness on DRR and the need to mainstream DRR in development processes • Mandate to formulate key policy documents related to DM, Early Warning and Building Codes • Willingness to cooperate and successful experiences of cooperation with civil society and the UN • Capacity to identify skill and knowledge gaps and request for support	• Lack of resources and limited power within the overall Government structure • Lack of inter-ministerial coordination and cooperation • Lack of presence at township level for RRD especially • For RRD and DFS in particular, continued tendency to equate DM with response and preparedness	• Existing relationship of trust with the DRR WG seen as a resource (both financial and technical) • Lack of clarity on the mandate and scope of work of the DRR WG due to the absence of a communication strategy and the inconsistent use of visibility
Other Departments	• Capacity to mainstream DRR in key areas of development, or across all development processes at local level (DOP) • For DOFEC, high understanding of the linkages between environmental degradation and DRR	• Low understanding of DRR and tendency to equate with disaster response and preparedness • For DOE and DOP, lack of experience of working with civil society and relative mistrust	• Low awareness of the existence and mandate of the DRR WG
Humanitarian and Development Partners			
IASC (humanitarian partners)	• Good understanding of DRR/DM and ongoing work on response and preparedness (component 5 of MAPDRR) • Information bridge through UNOCHA or other members with dual mandates	• Lack of practical engagement with the DRR WG on recovery issues and DRR mainstreaming in emergency response (Kachin, Rakhine for example) • Overstressed focus on immediate preparedness • Communication gaps within organizations with dual mandates	• Relatively good knowledge of the existence of the DRR WG but lack of clarity on its mandate and limited recognition of the potential for cooperation
Thematic Working Groups (Development partners)	• Some groups have a good understanding of the need to mainstream DRR, for example the education	• Lack of practical strategies (minimum indicators) to mainstream DRR	• Relatively good knowledge of the existence of the DRR WG but lack of

Stakeholder	Strengths	Weaknesses	Relationship/ awareness of the DRR WG
	thematic working group through its sub-group the Disaster Preparedness and Response Education WG (DPRE) • Most groups are composed of several members of the DRR WG, sometimes in positions of leadership • Most groups have the capacity to influence Government policies and plans in their respective sectors	• Limited cross-sector coordination and sharing	clarity on its mandate and limited recognition of the potential for cooperation
Private Sector			
Private sector	• Private sector possesses internal capacity on DRM and environmental impact assessments, especially insurance companies and hydro, gas and oil industries • For foreign companies especially, commitments to and expectations around CSR in Myanmar are high	• Lack of experience/willingnes s to engage with civil society • Lack of homogeneity and common agenda	• No awareness of the existence of the DRR WG
Donors			
Traditional DRR donors	• High levels of awareness of the DRR context in Myanmar • Willingness to support the Government • Commitment to encourage mainstreaming	• Lack of coordination amongst donors • Limited resources available for DRR • Communication gaps between development and DRR/DM branches	• Supportive of the DRR WG and willing to invest financially and technically in the DRR WG work plan
Other donors	• Commitment to mainstream DRR	• Lack of coordinated strategy on DRR mainstreaming • Lack of minimum indicators for DRR mainstreaming	Awareness of the DRR WG and willingness to use it for technical support in DRR mainstreaming

Progress of the DRR WG against its four Thematic Areas and Outstanding Issues

Achievements and Challenges of the DRR WG against its four thematic areas

As mentioned previously in this analysis, the DRR WG since its inception has been working around four key thematic areas. The following section analyses the progress made by the group in each of these areas and challenges encountered along the way; it also highlights a number of key issues, which are currently neglected by the DRR WG and require immediate attention.

Policy and Advocacy on DRR

As described above, the Government has made significant progress towards strengthening the policy and legal framework on DRR/DM in Myanmar. Thanks to its close relationship with the RRD, the DRRWG has been a natural ally of the Government in this process.

Below is a summary of the contributions of the DRR WGon the policy and advocacy front at national level:

- Technical support to RRD for the preparation of HFA Monitoring Interim Reports 2010-2011 and 2011-2013

- Organization of civil society consultations on MAPDRR prior to official endorsement (Nov. 2011)

- Organization of civil society consultations on the Disaster Management Bill prior to submission to Parliament and translation of the document in English language

- Organization of workshops on strengthening the role of civil society in DRR, and improving early warning systems and protocols

- Organization of a National Consultation Workshop on Strengthening Disaster Risk Reduction in Myanmar

- Consultations on and technical support to the preparation of regulations under the Disaster Management Law

To accompany and ensure the implementation of the policy and legal framework at sub-national level and its dissemination at regional and global levels, the DRR WG also undertook a number of capacity-building initiatives such as:

- Technical support to RRD for the upgrading of the curriculum of the Disaster Management Course for township and state/division level

- Formation of a pool of inter-ministerial Government trainers on DMC through TOT courses; and support to the roll-out of the DMC course in over 15 townships

- Technical support to the Township Disaster Management Planning Process in

close to 10 townships;

- Development of a capacity-building strategy for disaster management and support to RRD for the establishment of a Disaster Management Training Centre;

- Technical and/or financial assistance to RRD to share progress with ASEAN and UNISDR in events such as ASEAN Day for Risk Reduction, ASEAN Ministerial Conference on DRR, International Day for Disaster Reduction (IDDR) Day or the Global Platform on DRR

- Leadership Training Program for Civil Society Organizations (CSO) on AADMER

Although the contribution of the DRR WG is commendable and has played an undeniable role in strengthening the policy and legal framework on DRR in Myanmar, these successes come with a number of caveats. First of all, most of the activities have taken place following express request by the Government as opposed to being the outcome of a proactive strategy of engagement by the DRR WG. As a result, some of the consultations, especially around the DM Law and to a lesser extent MAPDRR, have remained tokenistic and there was little room and time for the DRR WG to provide constructive feedback. Furthermore, the same small group of agencies undertook most of these activities. Although it is understandable that some organizations do not have the financial resources to contribute to unplanned activities, the experience of the DRR WG has shown that funding contributions are positively correlated with ownership and participation.

There are a number of policy gaps in the current framework but this analysis focuses on three, which are particularly important for the DRR WG to keep in mind. At the moment, there is no convergence or cross-reference between the policies on DRR/DM and the legal instruments on climate change. Although the Government has produced a draft of its National Action Plan on Adaptation (NAPA) and is in the process of developing related policies, this work is currently done by a dedicated department under a different ministry and with limited information exchange either at Government or at civil society level. The DRR/DM policy and legal framework is also weak in addressing the specific rights and needs of vulnerable groups and providing the framework for their participation in the DM cycle. In spite of working under the umbrella of the same ministry, RRD and the Department of Social Welfare (DSW) have had few interactions when preparing their respective policies. Finally, the DRR/DM policy frameworkis inconsistent in relation to the issue of conflict. Although the DM Law defines disaster as inclusive of conflict and other man-made events, MAPDRR, the Standing Orders on Disasters (SODs) and DM Law regulations only focus on natural disasters. No reference is made in any of the legal documents to conflict sensitivity in disaster response despite the fact that civil conflict is still raging in some of the country's border areas, increasing communities' vulnerability in their wake.

Community-Based Preparedness and Mitigation

The DRR WG since its inception has beena platform for information-sharing and learning on CBDRR. This has led to a number of positive outcomes as follows:

- Standardization of DRRterminology and definitionsin Myanmar language and validation by the Government

- Formation of a pool of trainers and development of a TOT curriculum on CBDRM, acting as resource pool for members and external agencies upon request

- Documentation of good practices and lessons learnt on key aspects of CBDRR

- Organization of sharing sessions on IEC materials for CBDRR

In spite of the frequent discussions taking place on CBDRR, little progress has been made in identifying standard approaches and tools that the members of the group could use as a way to enhance consistency and impact of DRR interventions across the territory. Existing CBDRR processes were also qualified of Delta-centric and cyclone-centric. Attempts to transfer some of the tools to Rakhine met with varying levels of success given the complexity of the community dynamics in Rakhine. CBDRR processes are mostly owned by international organizations (INGOs or UN) and very few LNGOs are able to work on DRR programs at community level.

In relation to CBDRR, participation of LNGOs remains a clear gap that needs to be addressed by the DRR WG. The LNGOs' knowledge of the local context and relationships of trust with the communities put them in a good position to work on community-level DRR; yet too often INGOs and UN agencies opt for a direct implementation approach, which limits the learning opportunities of the local groups. More importantly for the sustainability of CBDRR programs, it is essential that a mechanism exists whereby the Government recognizes and institutionalizes the ongoing activities and champions a scale-up across the country's territory. Currently, there is no CBDRR policy and the only official reference to CBDRR can be found in MAPDRR, which does not engage the responsibility of the Government and does not include any monitoring requirements. This undermines the sustainability of all CBDRR initiatives.

As a way to build evidence for the institutionalization of CBDRR, several interviewees felt that now would be an ideal time for the DRR WG to organize a multi-agency impact

evaluation of a sample of existing projects. Interviewees felt that CBDRR projects are not always as strong as they should in relation to measuring impact of the interventions on community preparedness and resilience levels, which is one of the reasons why the Government remains overly focused on preparedness and response. Tangible data in support of the effectiveness of investing in CBDRR processes would go a long way in ensuring greater sustainability.

> *Learning from JANI, Vietnam*
>
> Aware of the limitations and sustainability risks arising from the lack of recognition and support to CBDRR initiatives by the Government, JANI mobilized all its resources and collective power with the sole objective of institutionalizing CBDRR through the adoption of a national program by the Government of Vietnam. A number of activities were conducted by JANI with identified allies, leading to a successful advocacy outcome in 2012. Since then, JANI partners have focused their efforts on providing technical support to the Government to put in place the building blocks that will enable the effective implementation of the program, through the development of guidelines, training materials, etc. In this process, international organizations have shifted from the implementation of pilot projects to the role of capacity-builder.

Knowledge and Awareness

A significant amount of work has been done by the DRR WG to enhance knowledge and awareness on DRR as detailed above:

- Support to the organization and participation in the celebrationIDDR Day every year at national and sub-national levels

- Distribution of various IEC materials (multi-hazard) to communities, Government and other agencies

- Contribution to updating information on the DRR Web Portal hosted by the Myanmar Information Management Unit (MIMU)and the DRR-DIAS of UN-HABITAT

- Participation in the Views from the Front Line survey, capturing community perceptions on the progress of the Government against the HFA

- Two-day sensitization workshop on DRR for the media

More so than with the rest of the activities of the DRR WG, information and education activities have been heavily reliant on individual members and have been undertaken without a clear strategic vision. As a result, the outcomes of the activities mentioned above have been sub-optimal; for instance, the celebration of IDDR Day has never been supported by the formulation of clear advocacy messages. Similarly, the IEC materials produced by the DRR WG or by its members have been identified as relatively weak and there are no standard guidelines describing successful approaches to mass awareness-raising at community level.

Several gaps remain in the area of knowledge and awareness such as the need to expand risk assessments to the entire territory or to strengthen the use of IEC materials by providing guidance on effective strategies and approaches for community level awareness-raising. As mentioned in more details below, cooperation with the education sector and the Ministry of Education is also paramount to increasing knowledge levels of the general population on

DRR. Finally, the DRR WG needs to explore the opportunity to work more closely with the media to increase its outreach. In this area, examples from neighboring countries including the use of community radio, TV programs or print media forum on DRR could be emulated.

Mainstreaming DRR in Development

Relative to the other strategic areas described above, mainstreaming remains the least developed area of work of the DRR WG. Below are the main initiatives undertaken to date:

- Initial discussions with the team working on the "Comprehensive Education Sector Reform" (CESR) under theEducation Working Group

- High level advocacy workshop at region/state levels to increase DRR awareness ahead of sub-national development planning

- Formulation of advocacy messages for the incorporation of DRR in the FESR

Althoughsome members of the DRR WG are also working in the education sector, cooperation in this area has been limited and the consultants encountered a range of approaches to school safety being implemented at field level. An ASEAN flagship project aiming to bring convergence in the area of school safety has been discussed within the education sector and these discussions need to be expanded to the DRR WG to ensure that a consensus is reached on minimum standards of quality and indicators of success. More broadly, failure to mobilize the education sector could result in missing the window of opportunity for institutionalization that represents the ongoing Education Sector Reform. So far, the attempts of the DRR WG to engage a dialogue have not yielded the expected results and the DRR WG needs to revise its strategy accordingly.

Despite its importance as the framework document for forthcoming social and economic development processes in Myanmar, the FESR does not include the concept of DRR or any reference to the importance of ensuring that development investments are protected from disaster losses. Current advocacy efforts of the DRR WG needs to be stepped up in order to ensure that DRR is given due consideration. The livelihood sector has also been identified by the DRR WG as one of the areas requiring urgent action for DRR mainstreaming; yet no concrete steps have been taken in this direction. Similarly and as already mentioned above, there is currently no integration between DRR and CCA at both policy and programming levels.

Outstanding Issues

This section flags a number of issues that are not adequately addressed by the DRR WG and where a clear positioning will become inevitable given their increasing relevance in the changing context of Myanmar.

Climate Change and Climate Change Adaptation

Since 2009, an Environmental Working Group chaired by UNDP and composed of civil society organizations and UN agencies has been supporting the Government efforts on

environmental conservation and CCA. The main activities of the Working Group focus on fortifying the national institutions and systems and improving the awareness of natural resource management at all levels.

On par with other countries in the region, Myanmar has adopted Agenda 21, drafted by the National Commission for Environmental Affairs(NCEA)in collaboration with UN organizations that received full endorsement from the government in 2000. With NCEA as the focal point, Myanmar signed the United Nations Framework Convention on Climate Change (UNFCCC) in 1992 and ratified it in 1994, followed by official endorsement of the Kyoto Protocol in 2003 which entered into force in 2005. The Myanmar National Adaptation Program of Action (NAPA) has been drafted and initial assessment undertaken to determine the reduction of impact and strategy for adaptation with funding support from Global Environmental Facility (GEF) through UNEP since 2008[xxiv].

The DRR WG has not been involved in the processes that have led to the development of the NAPA and has no connections, formal or informal, to the Environmental Working Group. Reasons behind the lack of coordination and cooperation between the two sectors include the poor communication between the two Government ministries responsible for DRR and CCA respectively, and possible competition for resources on the civil society side, leading to untransparent practices.

> Learning from JANI, Vietnam
>
> Similarly to Myanmar, the Vietnamese Government relies on two different ministries for leadership on DRR and CCA respectively. The civil society was also divided into two working groups with limited interactions. JANI facilitated the development of a joint strategy between the DRM WG and the Climate Change WG identifying joint objectives and activities over a 5-year period. The joint strategy was based on policy reviews for each sector and a series of sharing and planning workshops. Although the strategy remained activity-based, it enhanced opportunities for dialogue and information-sharing between the two groups. Building on this good practice, JANI is currently advocating for the Government to establish a platform that would bring the two sectors together.

Conflict

A recurrent theme throughout the consultation, the issue of conflict is currently omitted as part of the DRR WG's mandate, in spite of shaping the reality of a significant proportion of the population of Myanmar.

For the Government of Myanmar, the issue of conflict remains particularly sensitive as it relates to issues of ethnic identities and political rights. As a result, most of the policy and legal framework on DRR either excludes conflict all together (MAPDRR, SOD) or mentions it in the definition section only (DM Law), and there is no regulatory framework for conflict prevention, mitigation and response. The DRR WG has the collective power to influence the Government in recognizing and detailing its responsibilities towards conflict-affected populations in the existing policy framework; for instance, as part of the DM Law Regulations. For this to happen, the DRR WG needs to position itself clearly and acknowledge conflict as one of the most serious hazard in Myanmar.

The DRR WG's reluctance to engage around conflict issues can be explained by several factors. Firstly, the DRR WG's mandate is aligned to the HFA and to MAPDRR, both of which focus on natural disasters. The DRR WG is also unsure of the level of capacity available within the group when it comes to conflict-sensitive programming or conflict mitigation initiatives. The recent example of cyclone Mahasen however makes it impossible for the DRR WG to further ignore the issue of conflict since in this particular case, a cyclonic hazard of relatively small intensity would have turned into a disaster upon hitting Rakhine State due to underlying dynamics of inter-communal conflict. Similarly, the high-level advocacy workshop on DRR organized by the DRR WG in Myitkyina, Kachin State, highlighted the demand of local authorities for support on conflict risk reduction and response.

Emergency Response and Early Recovery

The subjects of emergency response and early recovery have been raised mainly by the Government departments, in an attempt to clarify the scope of the DRR WG's mandate.

Although both emergency response and DRR are integrated in key policy documents such as MAPDRR and the DM Law, there is a practical understanding amongst the DRR WG members according to which emergency response matters are left to the attention of the IASC/cluster system, unless there is a specific request regarding the mainstreaming of DRR in emergency response for instance. This separation occurs in practice either because different agencies are involved, or different people within the same agencies. Information bridges exist between the two groups, through the mediation of UNOCHA or other members with dual mandates. Although it is effective in practice, this separation is artificial in the eyes of the Government for whom emergency response and DRR are intrinsically intertwined, and it has been a source of misunderstanding, in particular around the mandate of the DRR WG. This is compounded by the fact that most Government departments tend to equate DM with emergency response and preparedness and have relatively low awareness levels on DRR. As a result, most of the Government departments interviewed during the consultation process had no practical understanding of what the DRR WG defines as DRR and tended to focus on emergency response.

Similarly, a majority of DRR WG members interviewed during the consultation process believed that the DRR WG did not have the relevant skills and resources to lead early recovery discussions in the aftermath of a disaster, whilst acknowledging that strong linkages would have to be established should such a working group be activated by the IASC.

Although it is perfectly acceptable for the DRR WG to focus the scope of its work based on its capacity; it can lead to confusion for external actors, especially the Government. It is therefore essential that the DRR WG formalizes its position on both issues and communicates it effectively with relevant stakeholders.

Way Forward

Based on the above analysis, the following section identifies key recommendations that should guide the DRR WG in formulating its strategic plan and reviewing its ways for working, thereby maximizing its contribution to the DRR agenda in Myanmar. The recommendations are divided into two broad categories: one that refers to the external

environment and one which focuses on the DRR WG itself.

In line with global trends, the DRR WG is and will continue to think increasingly in terms of resilience to frame its contribution to the development agenda. All the ongoing activities of the DRR WG already contribute to building a resilient Myanmar and an increased emphasis on DRR mainstreaming, integrated approaches and local governance will only reinforce such contribution.

Building on opportunities arising from the changing context of Myanmar

In order to take full advantage of the reform process, the DRR WG should consider the following actions:

- Integrate the post HFA learning in its strategic plan with an emphasis on strengthening the capacity of local governments and communities; integrating DRR and CCA programming on the one hand and DRR and development agendas on the other hand; improving DRR governance structures and monitoring systems in coordination with the Government,

- Promote and support the development of research and tools on urbanization processes and urban risk reduction,

- Reinvigorate public awareness campaigns on DRR using new technologies and the media,

- Promote women leadership and the participation of children, people with disability and older citizens in all DRR processes and ensure that guarantees for participation are in place within the policy framework,

- Ensure that standardized, updated and high quality risk assessment data is available covering the entire country's territory and informs Government and Development partners priorities,

- Take advantage of the Government's willingness to demonstrate progress against AADMER by explicitly aligning the strategic plan's priorities to the AADMER Work Program whenever possible and ensuring support and recognition by the AHA Center,

- Ensure that mainstreaming DRR in the FESR and Comprehensive National Plan is prioritized within the strategic plan. This includes identifying allies such as other cross-cutting thematic working groups for example, and investing in building rapport with relevant targets (FERD, presidential advisors, etc.),

- Conduct a detailed stakeholder analysis of Government departments and identify sources of relative power. Based on the outcomes of the analysis, increase and broaden the scope of cooperation with Government beyond RRD and DMH,

- Formulate strategies of engagement with Members of Parliament, political parties and non-state actors in border areas,

- Conduct a stakeholder analysis and based on the outcomes, increase engagement

with the private sector, including technical cooperation on risk assessments,

- Formulate and support the institutionalization of long-term capacity-building strategies for the Government, the media, the private sector and civil society groups,

- Explore the willingness of the Government to support a National Program on CBDRR building from the example of Vietnam and facilitate cross-learning between the two countries.

Enhancing the DRR WG's capacity and impact

In order to enhance the capacity and impact of the DRR WG, consider the following actions:

- Ensure that the strategic plan has a realistic timeframe given the pace of contextual changes in the country and includes practical mechanisms for progress monitoring and review on a regular basis,

- Develop an advocacy strategy and operational plan to guide the actions of the DRR WG that are specific to the first thematic area, including concrete indicators to measure impact,

- Develop a communication and media strategy, which specifies authorized spokes-persons, use of visibility, communication protocols with Government departments, and activities targeted at the media,

- Conduct a thorough capacity assessment of the DRR WG and based on the outcomes, develop and mobilize resources for the implementation of a capacity-building plan, including topics such as working with the media, conflict sensitivity, etc.

- Review the governance structures of the DRR WG and the existing TORs of the different groups and adapt based on the present analysis to increase relevance and added-value,

- Ensure that regular feedback from the DRR WG members is collected and analyzed, either in written form or through participatory exercises, on the functioning of the DRR WG and recommended improvements to the running and management of the group,

- Explore the options of the DRR WG in relation to the structure and mandate of the coordination unit/secretariat based on feedback from the members as well as an analysis of similar experiences and lessons learnt by other thematic working groups in Myanmar such as the Gender Equality Network or the Food Security Working Group,

- Ensure that the coordination unit is fully funded by secured and independent funding through fixed contributions by multiple members or fundraising with external donor(s),

- Develop guidelines detailing the working principles and roles and responsibilities of the Chairs of the Technical Working Groups on the one hand and potential sub-national DRR WG on the other hand,

- Conduct a mapping exercise of local organizations working on/interested in DRR at national and sub-national level and identify their areas of strengths in relation to the four thematic areas of the DRR WG. Based on the mapping exercise, develop a realistic and relevant support and capacity-development strategy and mobilize resources for its implementation,

- Conduct an impact evaluation of CBDRR programs as evidence-base for the institutionalization of CBDRR efforts,

- Encourage INGO and UN members of the DRR WG to implement CBDRR programs through local partners by documenting good practices and lessons learnt in that area, and establishing mentoring and peer-to-peer support systems for interested LNGOs,

- Identify and clearly define the desired level of skills and experience that participants to the DRR WG should possess and disseminate amongst the leadership of the DRR WG members to ensure appropriate participation,

- On a quarterly or bi-annual basis, organize sharing sessions for the leadership of the DRR WG members to increase awareness of the DRR WG activities and enhance mainstreaming opportunities,

- Explore the possibility and implications of establishing different membership types, including an observer status for members of other working groups, professional bodies and consortium representatives,

- Review existing information management system with the support of an information-management specialist, identify weaknesses and formulate improvement strategies accordingly,

- Revive attempts to create a WWW of the DRR WG and ensure regular updating by the coordination unit,

- Share the WWW of the DRR WG with external actors, especially the Government to enhance cooperation at local level in particular,

- Encourage the standardization of approaches and whenever possible and relevant, tools, on CBDRR in a consultative and participatory manner and if possible, in coordination with RRD,

- Formulate a joint work plan with the environmental working group, involving both RRD and DOFEC, to ensure appropriate levels of information-sharing and whenever possible, integrated approaches to DRR and CCA programming,

- Define the position of the DRR WG on key issues such as conflict, emergency response and recovery.

- Ensure that the strategic plan of the DRR WG is conflict sensitive and successfully addresses the position taken by the DRR WG on this issue.

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Annex 1- Consultation with Government

Date	Department	Ministry	Person(s) met	Position
13/05/2013	Relief and Resettlement Department	Ministry of Social Welfare, Relief, and Resettlement	Daw Phyu Le Le Tun	Deputy Director
			Daw Thiri Mar	Staff Officer
14/05/2013	Human Settlement and Housing Department	Ministry of Construction	Daw Mi Mi Tin	Deputy Director
			Daw Toe Toe	Assistant Director
			Daw May Yi Ag	Assistant Director
			Daw Nan Lun Nauk Nauk	Staff Officer
14/05/2013	Department of Meteorology and Hydrology	Ministry of Transport	Dr. Hrin Nei Thiam	Director General
			U Kyaw Moe Oo	Deputy Director General
			Daw Khin Chit Chit Shein	Director
15/05/2013	Department of Forestry and Environmental Conservation	Ministry of Environmental Conservation and Forestry	U Khin Maung Oo	Director
			U Aung Aung Myint	Assistant Director
			U Min Zaw Oo	Staff Officer
15/05/2013	Department of Public Works	Ministry of Construction	U Han Soe	Deputy Managing Director
			Daw Thein Nu	Deputy Superintendent Engineer (Civil)
15/05/2013	Planning Department	Ministry of National Planning and Development	Daw Tin Tin Myint	Director
			U Myint Swe	Director
			Daw Cherry Mang Mar	Deputy Director
			Daw Kyi San	Deputy Director
			U Thet Paing	Deputy Director
			U Mg Mg Lwin	Assistant Director
20/05/213	Department of Educational Planning and Training	Ministry of Education	Daw Tin Tin Myint	Director
21/05/2013	General Administration Department	Ministry of Home Affairs	U Maung Maung Htay	Director
			Daw Ohn Khin	Deputy Director
			U Hla Than Aung	Assistant Director
			U Kyaw Swar Nyunt	Staff Officer
			U Khin Aung Latt	Staff Officer
			U Hla Myo	Staff Officer
22/05/2013	Fire Services Department	Ministry of Home Affairs	U Tin Moe	Managing Director
			U Kyaw Thu Ya	Director
			U Kyi Win	Deputy Director
			U Soe Win	Assistant Director

Annex 2 – Key Informant Interviews

Date	Oranization	Category	Person(s) met
13/05/2013	CDA/MCDRR	LNGO	Dr. Khin Maung Win
14/05/2013	Swanyee Development Foundation	LNGO	Zaw Min Thein
15/05/2013	ECHO	Donor	Christophe Reltien
			Cecile Pichon
15/05/2013	World Vision	INGO	Win Zin Oo
			Dr. Saw Min Htoo
			Sindhu Sagar
16/05/2013	Oxfam	INGO	Ei Ei Mon
16/05/2013	UN-HABITAT	UN	Jaiganesh Murugesan
			Ni Ni Win
22/05/213	Plan International	INGO	Max Baldwin
22/05/2013	UNDP	UN	Lat Lat Aye
23/05/2013	JANI	Network	Eric Debert
			M. Bin
23/05/2013	Myanmar Red Cross Society	LNGO	Daw San San Maw
23/05/2013	ADPC	Professional Organization	Daw Than Than
24/05/2013	Myanmar Consortium for Community Resilience	Consortium	Sarah Woodcock
28/05/2013	ACTED	INGO	Kyphong Nguyen
28/05/2013	Myanmar Engineering Society	Professional Organization	U Ko Ko Gyi
29/05/2013	OFDA	Donor	Brian Heidel
29/05/2013	Malteser International	INGO	Philipp Danao
	ADPC	Professional Organization	Sudhir Kumar
07/06/2013	Actionaid Myanmar	INGO	Tauhid Ibne Farid
			Khual Tawna

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