

# **Study Report**

## **Building Disaster and Climate Risk Informed Decentralized Local Government Planning in Myanmar**

**This report was produced by the BRACED Myanmar Alliance Coordination Unit. The research was carried out by Mohammad Golam Mostafa and Kyaw Naing and with inputs, guidance and support from the Alliance team**

## Acknowledgement

The BRACED Alliance and the study team acknowledges and thanks all stakeholders who took part in this study.

We would like thank Union level senior officials of DRD, RRD, DEC, DMH, and PD and officials of GAD, DRD, PD and RRD at Township and district level who provided their valuable inputs on the decentralized planning process in Myanmar. We would also like to acknowledge the inputs from the communities visited during this study.

Further acknowledgement goes to development partners and BRACED Alliance partners including, Plan International, Action Aid and World Vision for their logistical and administrative support in arranging field visits.

*This material has been funded by UK aid from the UK Government, however the views expressed do not necessarily reflect the UK Government's official policies.*

# Table of Contents

<b>Executive Summary.....</b>	<b>v</b>
<b>Abbreviation.....</b>	<b>ix</b>
<b>1. Introduction.....</b>	<b>1</b>
1.1. Background .....	1
1.2. Climate hazards/extreme weather events in Myanmar .....	1
1.3. Risk informed development planning.....	4
1.4. The Context of the Study .....	6
1.5. Objective of the Study.....	6
<b>2. Methodology .....</b>	<b>7</b>
2.1. Study Area Selection .....	7
2.2. Study Questions .....	8
2.3. Sources of Information and Information collection Methods .....	8
2.4. Validation and Triangulation.....	10
2.5. Data Management and Analysis .....	10
2.6. Duration of the Study.....	10
2.7. Share the draft Report .....	10
2.8. Limitations.....	11
<b>3. Mapping the Current Planning Processes .....</b>	<b>11</b>
3.1. Administrative System in Myanmar.....	11
3.2. Spatial Planning System at the National Level .....	12
3.3. National & Sectoral Plans.....	13
3.4. States and Regional Planning .....	14
3.5. Township Level Plan.....	15
3.6. Village / Village Tract Level Plan .....	17
3.7. Committees involved in Planning .....	18
3.8. Non-Government Initiatives .....	26
3.9. Institutional Arrangements for development planning.....	27
3.10. Disaster Management, Climate Change & Resilience Framework.....	30
<b>4. Findings and Analysis.....</b>	<b>35</b>
4.1. Legal and policy framework for planning.....	35
4.2. Standardizations of planning process .....	36
4.3. Integration of disaster and climate resilience in community development.....	36
4.4. Knowledge and Information Sharing .....	37
4.5. Multi-sectoral involvement.....	37
4.6. Capacity Building.....	38
<b>5. Conclusion .....</b>	<b>40</b>
<b>6. Recommendations .....</b>	<b>41</b>
<b>7. Way forward .....</b>	<b>51</b>
7.1. Implementation Entry Points .....	51
7.2. Replication and Scaling Up.....	51
<b>8. References .....</b>	<b>53</b>
Annex-1: Terms of Reference.....	56

Annex-2: Hazard Events in Myanmar 2006- 2016.....	59
Annex-3: List of Respondents Interviewed .....	60
Annex-4: Checklist for Focus Group Discussion .....	61
Annex-5: Findings of FGDs on Village Level Planning Process .....	62
Annex-6: Questionnaires for Interview.....	64
Annex-7: Summary Findings from the Interview .....	66
Annex-8: Work Schedule.....	67

## List of Figures

Figure 1: Myanmar: Natural Disaster and past events as of May 2016.....	3
Figure 2: BRACED Myanmar Resilience Framework .....	6
Figure 3: Diagram of administrative set up in Myanmar.....	11
Figure 4: <b>Village internal structure and organization</b> .....	17
Figure 5: Approximation of major committees ostensibly functioning at subnational levels.....	18
Figure 6: Subnational development and management committees.....	19
Figure 7: Linked Approach.....	51

## List of Tables

Table 1: Study Matrix.....	11
Table 2: Major Authorities Relating to Spatial Policy in Myanmar.....	12
Table 3: Development planning at different levels .....	13
Table 4: Selection of Localised development funds in Myanmar.....	21
Table 5: institutional responsibilities for development planning.....	28
Table 6 National laws and frameworks relevant to Climate change, DRR and resilience.....	30
Table 7: Overview of Past and Present DRR projects in Myanmar, Source: MAPDRR.....	33
Table 8: Key Recommendations and conclusions of the study.....	41

## **Executive Summary**

Myanmar's climate is changing and climate variability already affects a significant number of communities and socio-economic sectors across the country.

### **Objectives of the Study**

The objective of this study is to assess Myanmar's decentralised local government planning systems and how risk information is generated, disseminated, analysed and utilized in decision making. Based on report findings, a series of recommendations will be provided as to how sub-national planning processes, may possibly be improved by capitalizing on available risk information to make them disaster and climate risks informed to protect development assets.

### **Methodology**

The study used mixed secondary and primary data collection methods. Two villages were visited to collect information from Cyclone Nargis affected area of Labutta in the Ayeyarwady Region and further meetings were conducted in and Yangon and Nay Pyi Taw. The study consulted key government officials from GAD, DRD, DMH, RRD, and Planning Department from Labutta & Degon Seikan Township and with policy making officials in Nay Pyi Taw.

For the purpose of this study the term risk(s) will be used to refer to multiple shocks and stresses including hydro-meteorological, seismic, economic, conflict and environmental hazards that may impact on community development.

### **Findings**

Increased climate and disaster risks are major challenges to sustainable economic growth and poverty reduction in Myanmar. Communities are also exposed to other disturbances that may affect their development plans and goals. A number of ongoing armed conflicts in different areas of Myanmar have affected the resilience of communities and the ability to develop comprehensive development plans. Other disturbances include rapidly changing socio-economic conditions brought about by Myanmar's shifting economic landscape. Poorly planned development activities including infrastructure development and sectoral planning may also impact on health and environmental conditions for communities. It is important therefore communities' resilience should be built to cope with potential risks from a number of different shocks and stresses.

Since Cyclone Nargis hit Myanmar in 2008, the country has made significant progress in supporting communities to plan and be better prepared for natural disasters and climate change. Lessons from the field of implementing community disaster risk reduction, livelihoods and resilience planning are highlighting the need for increased harmonization between planning for community development to support rural development and poverty reduction efforts and those looking to strengthen resilience to shocks and stresses that may affect the development pathways of communities

In Myanmar, development plans are prepared at different levels of the government. The Lowest level of formal planning is done at the Township level by consolidating village level sub- projects (in rural areas) and ward level sub- projects (in urban areas). These plans often do not adequately meet the needs of the vulnerable communities because the people such plans were meant to protect were not involved in the planning process. In addition, climatic shocks and stress were not fully analysed as to their potential impact(s), particularly taking into consideration, vulnerable groups within the communities and impact on development activities and systems (agriculture, energy, water, basic services).

There are various small funding windows (government and donor supported) to support formal planning and informal community-based development plans and implementation projects. Many isolated and standalone projects are being implemented by sectoral ministries, international organizations and local NGOs. They are not always well coordinated with each other and not linked into the formal planning process. However, many such projects do address local needs for a small number of Villages and townships.

Community-Based Disaster Risk Management (CBDRM), Climate Change Adaptation (CCA) and Community Resilience programmes in Myanmar use a variety of techniques and tools for risk assessments and vulnerability analysis. To date, coordination between development projects and community-based disaster risk management projects are weak and integration of disaster and climate risk in the formal development planning process is yet to be given full attention. Sectoral legislation and regulations are needed to comprehensively address disaster risk reduction planning. Mandatory guidance for sectoral ministries could accelerate disaster risk management through sectoral disaster and climate risk-informed planning implementation and monitoring.

Despite weak coordination there is a common vision for community empowerment for sustainable development, which can be a strong entry point to introduce nationwide risk-informed planning through bringing all actors in a common framework.

The building blocks for more effective risk informed decentralized planning are established:

- **Resource investment.** The government, development partners and civil society organizations are investing resources into local level planning and projects to address local development needs and priorities but the coverage is small.
- **Risk information.** Risk information in the form of multi hazard assessments, maps and increasingly climate and weather forecasting data is becoming available but needs to be translated into understandable formats.
- **Participatory Risk assessment tools.** Tools and approaches for local level risk assessments and local development planning processes are available and evidence from piloting activities has demonstrated the effectiveness of different tools
- **Advocacy Platforms.** Platforms including the DRR Working group, MCCA and development partner consortiums and knowledge networks exist and can be leveraged to bring all the expertise to the table to advocate for a common planning procedure and framework

## Recommendations

To improve the integration of disaster and climatic risks into government development strategies, action plans and projects that contribute to strengthening resilience to shocks and stresses, a number of key recommendations are provided. These recommendations target different stakeholders inclusive of government and line departments, development partners, service providers and the private sector.

**General Recommendation:**

- Resilience building initiatives stock taking and inventory of resilience activities and measures with technical specifications will improve understand of what tools, approaches and activities are being used and identify best practice.
- Increased knowledge management and learning from experiences will ensure that successes and challenges are fully integrated into new planning processes and project implementation.
- Increased knowledge and awareness of community members, local government and service providers (including private sector) is essential to better understand risk through development of skills to interpret risk information into decision making.
- Further engagement of the private sector will ensure more resilient infrastructure and development activities that will withstand future disasters, climate change and wider shocks and stresses.
- Improved generation and consolidation of risks data and hazards information and skills development to translate into actions will increase access to different stakeholders to emerging risk information including weather and climate forecasts. Validation and verification between sources of data will also reduce uncertainty in predictions.
- Improved linkages and coordination between Climate Change and Disaster Risk Reduction sectors will help improve understanding of linkages between these closely associated but often separately managed sectors.
- Increased knowledge and awareness of volunteers will embed risk planning into communities by having a champion based within the village structure.
- Development of Data base of Development Plans and risk inclusive planning processes

**Recommendations for development Partners**

- Improved coordination and sharing between development partners (Dialogue and cooperation and tools and approaches) will bring together the many different development partner projects which have led to overburden and confusion amongst communities and government departments.
- Better development partner coordination, dialogue and cooperation. Key development partners need to develop better mechanisms for harmonizing activities and developing coordinated understanding and evidence of best practice in resilience. Further donors supporting different projects should take a lead in coordinating activities, approaches and advocacy messages on generating evidence and disseminating advocacy messages can be achieved through a round table platform and increased dialogues between donors and implementers.

**Recommendations for Government**

- Better Linkage between planning levels will ensure sub national planning frameworks are being developed around community needs and requirements and that local development funds are being adequately channeled into resilience building activities and resilient services.
- Integration and sharing of risk information in Township coordination committees will support dissemination of information about risks across local line departments and sectors.
- Strategic guidance for risk management into sector and thematic development strategies and programmes should come with legislative mandates to incorporate risk into development plans at all levels.
- Improved access to Hazard and risk information: Information from DMH and other hazard and risk data generators needs to be made available to all government departments and communities including Village development Committees.
- Harmonisation of risk assessment tools and methodologies and government ownership and leadership of the process will help to coordinate all the different development partner initiatives.
- Assigning appropriate line agency responsibility for risk informed development tasks and activities and supporting establishment of Village Development Committees for village plans will clarify roles and responsibilities for planning at different levels.
- Developing guidance for risk management into sector and thematic development strategies and programmes will support mainstreaming risk into national and local processes
- Further establishment of Village Development Committees will improve coordination of risk informed village plans

### **The Way Forward**

The researchers recommend a linked approach where local development can be strengthened through clear coordination and collaboration between communities, local governments, sector line departments, the private sector and nongovernmental organizations. Clear mandates and responsibilities need to be assigned and enforced to ensure the results of development investments are resilient to climate change and disasters through a framework for risk-informed planning for all development interventions in Myanmar.

The government must assume the leadership role for countrywide coverage of the risk-informed planning process using participatory tools and methods. However it needs to be acknowledged that to reach more than 63,000 villages in Myanmar will take significant time. Development partners can support government to develop a national initiative to be pilot tested in a limited geographic area before scaling the risk-informed planning process on a countrywide scale based on the results of the pilot initiatives.

Throughout this process rapidly changing contexts need to be acknowledged. Communities are no longer static bodies and increasing migration, reliance on remittances and significantly changing livelihoods patterns from farming to off farm livelihoods are changing community dynamics and patterns. Community development plans of the future will require a much better understanding of changing socio economic conditions and development requirements and an adaptive management approach needs to be adopted where plans are updated regularly to suite changing contexts and conditions



## Abbreviation

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
BRACED	Building Resilience and Adaptation to Climate Extremes and Disasters
CCA	Climate Change Adaptation
CSA	Climate-Smart Agriculture
DEC	Department of Environmental Conservation
DMH	Department of Meteorology and Hydrology
DP	Development Partners
DRD	Department of Rural Development
DRM	Disaster Risk Management
DRR	Disaster Risk
DRRWG	Disaster Risk Reduction Working Group
DVC	Village Development Committees
EIA	Environmental Impact Assessment
GAD	General Administrative Department
GIS	Geographic Information Systems
IFRC	International Federation of Red Cross and Red Crescent Societies
IMS	Information Management System
INFORM	Index for Risk Management
INGO	International Non-Government Organization
LIFT	Livelihoods and Food Security Trust Fund
MCCA	Myanmar Climate Change Alliance
MCCA	Myanmar Climate Change Alliance
MDPA	Myanmar Disaster Preparedness Agency
MoNREC	Ministry of Natural Resources and Environmental Conservation
MRCS	Myanmar Red Cross Society
MSWRR	Ministry of Social Welfare, Relief and Resettlement
NDMC	Natural Disaster Management Committees
NGO	Non-Government Organization
PD	Planning Department
RRD	Relief and Resettlement Department
SFDRR	Sendai Framework for Disaster Risk Reduction
TMC	Township Management Committee
TPIC	Township Planning and Implementation Committee
VTA	Village Tract Administrator
WB	World Bank

# 1. Introduction

## 1.1. Background

Myanmar is highly vulnerable to hydro meteorological and seismic hazards, as exemplified by the devastating Cyclone Nargis of 2008. There are many frequent hazards affecting different parts of the country including cyclones, storm surges, floods, tsunami, landslides, earthquakes, drought, fires and forest fires. The highly active tectonic plate boundary passing through Myanmar puts major parts of the country are at risk from earthquakes and Tsunamis. Myanmar's geographic position exposes its 60 million inhabitants to a variety of natural hazards<sup>1</sup>. The low-lying south coast was in May 2008 by Cyclone Nargis, which caused the country's worst natural disaster, killing 140,000 people<sup>2</sup>.

Myanmar is currently ranked 1<sup>st</sup> at risk country in the Asia and Pacific and 10<sup>th</sup> at risk country in the world<sup>3</sup>. German watch's Climate Risk Index 2015 ranked Myanmar as the second most vulnerable to climate change country in the world, after Honduras.

## 1.2. Climate hazards/extreme weather events in Myanmar

Myanmar's climate is changing and climate variability already affects communities and socio-economic sectors around the country. Some climate change impacts are already observable and there is broad scientific consensus that further change will occur. Even with significant global Climate mitigation (activities and technologies that reduce greenhouse gas emissions), economic sectors, local communities and natural ecosystems in Myanmar will be strongly affected by climate change as a result of the emissions already in the atmosphere<sup>4</sup>.

Climate change impact in Myanmar include drought which has a negative impact on agriculture, water, energy and public health sectors especially in the rain-shadow (arid to semi-arid) central belt of the country and central dry zone. Temperature and rainfall pattern changes are expected to impact upon agricultural yields, and create severe water shortages, particularly during El Nino cycles with decreased river flows impacting upon irrigation and domestic water supplies. Variable reduced rainfall patterns may reduce potential for harnessing energy for electricity and power

---

<sup>1</sup> [The Sagaing Fault, Myanmar \(Burma\), http://www.sagaingfault.info/](http://www.sagaingfault.info/)

<sup>2</sup> UN OCHA, Natural Hazard profile 2002-2012  
<http://reliefweb.int/sites/reliefweb.int/files/resources/Myanmar-Natural%20Disasters-2002-2012.pdf>

<sup>3</sup> The Global Climate Risk Index 2016 analyses to what extent countries have been affected by the impacts of weather-related loss events (storms, floods, heat waves etc.). The most recent data available – from 2013 and 1994–2013 – were taken into account. The countries affected most in 2013 were the Philippines, Cambodia and India. For the period from 1994 to 2013 Honduras, Myanmar and Haiti rank highest.

<sup>4</sup> Myanmar National Adaptation Program of Action ( NAPA), Executive Summary

while at the same time, increase wildfire outbreaks. Fires that will be difficult to contain with depleting water resources and at the same time create haze pollution resulting in increased health risks.

Cyclones/strong winds can negatively impact upon agriculture (crops and livestock), fisheries (marine), water, energy and public health with affected coastal areas, mainly the Rakhine Coastal State, Ayeyarwady Delta and Mon State. These meteorological hazards contribute to storm surges (higher than 3m), heavy rains and strong winds cause intense runoff and soil erosion, damaging agricultural land and crops, ecosystems (e.g. coral reefs and mangrove/coastal forests/ river ecosystems), contributing to loss of life, displaced communities and destroyed livelihoods. Furthermore available potable water supplies are at risk to saline water intrusion, which compounds upon existing water scarcity resulting in an increase in food- and water-borne diseases

Extreme temperature impacts on Myanmar's economy are likely through impacts on the agriculture sector (livestock and crops), fisheries, water, energy and industry, and public health through reduced water availability, aggravated drought events, decrease agricultural production, increase pest and disease outbreaks.

Studies have predicted that the average global temperature may increase by 1.4–5.8 °C and there would be substantial reduction in fresh water resources and agricultural yield by the end of the 21st century<sup>5</sup>. Though saltwater intrusion is a naturally occurring process, it can also be influenced by human activity. When coastal communities use wells to pump fresh drinking water to the surface, it often makes the problem of saltwater intrusion worse.

Water and food security are the key challenges under climate change scenarios as both are highly vulnerable to continuously changing climatic patterns. Due to limited access for local communities to food, drinking water and other basic services, poverty, morbidity, malnutrition and mortality increases.

There is an urgent need for Myanmar's communities and economic sectors to adapt to climate change and variability as actual and potential impacts are becoming more evident. Climate change heralds a change in intensity and frequency of extreme weather events including cyclones, floods and droughts and is driving temperature increases resulting in heat waves, sea level raise impacting on coastal flooding and salinity intrusion in surface and ground water.

**Fourth Assessment Report of Intergovernmental Panel on Climate Change (IPCC)** mentioned how CCA is a key area that evidence clearly suggests must be incorporated into national and local level government planning processes particularly in the water and agricultural departments. Climate

---

<sup>5</sup> Climate change and challenges of water and food security, International Journal of Sustainable Built Environment, Volume 3, Issue 1, June 2014, Pages 153–165,

change adaptation includes: “initiatives and measures to reduce vulnerability of human and natural system to actual and expected climate change”.<sup>6</sup>

Poor and disadvantage groups of people are often most vulnerable to disasters and climate change and therefore the worst affected. When vulnerable people, property, and systems are exposed to multiple hazards, traditional coping strategies become overwhelmed. Where communities may become accustomed to single hazards such as seasonal flooding by developing mechanisms for protecting their assets, climate change impacts such as temperature increase and droughts effecting agricultural productivity may put farmers and communities beyond their coping capacity. Repeated loss of housing, assets and livelihood options prevent families from leaving poverty behind. To seize the momentum of progress, and safeguard of all past development gains, a system to be developed for integrating resilience building components in all future development programmes and investments is required.

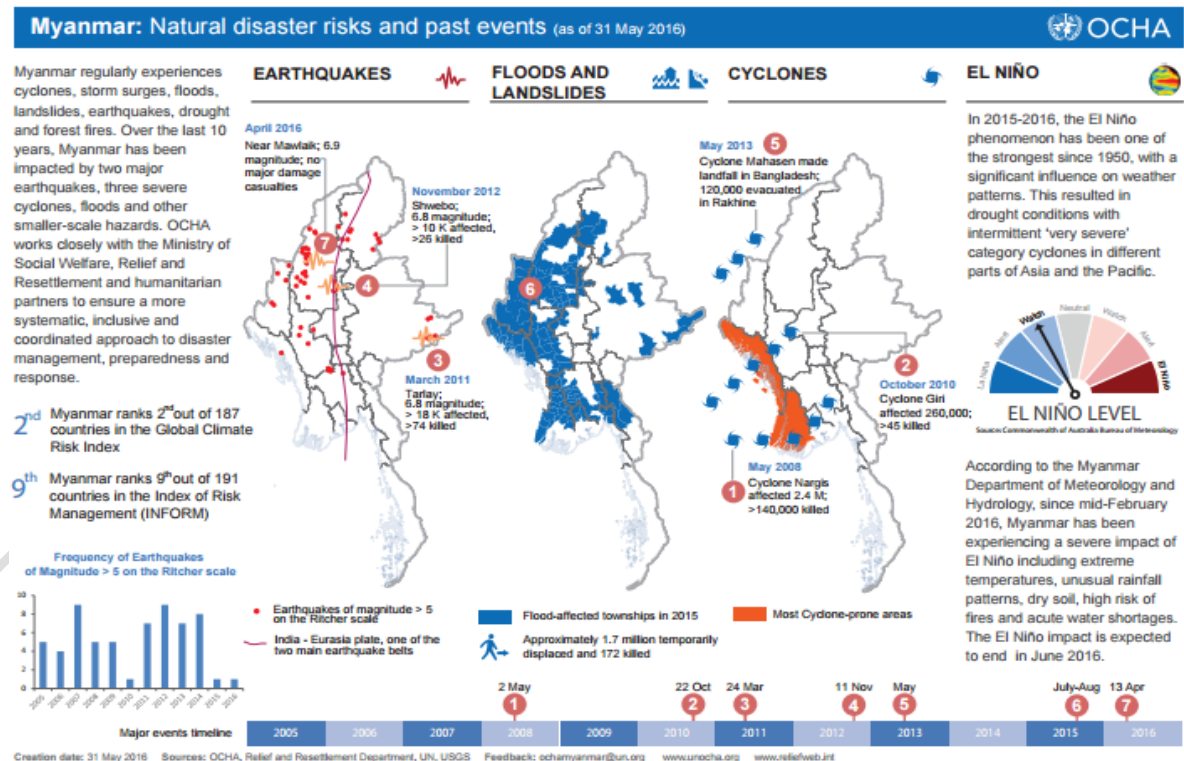


Figure 1: Myanmar: Natural Disaster and past events as of May 2016

Source: Map from UN Office for the Coordination of Humanitarian Affairs

<sup>6</sup> Myanmar National Adaptation Program of Action ( NAPA)

### **1.3. Risk informed development planning**

Since Cyclone Nargis hit Myanmar in 2008, the country has made significant progress in supporting communities to plan and be better prepared for natural disasters and climate change. Lessons from the field of implementing community disaster risk reduction, livelihoods and resilience planning are highlighting the need for increased harmonization between planning for community development to support rural development and poverty reduction efforts and those looking to strengthen resilience to shocks and stresses that may affect the development pathways of communities.

It is recognised that communities have significant abilities to organize themselves to support one another in times of emergency without external assistance. The capabilities of communities to prepare and develop community plans and actions to increase their resilience have improved upon support from external development agencies that have introduced disaster community based preparedness mechanisms. However many of these programmes have a limited life cycle normally between 2-5yrs.

Local and national governments, national and international agencies, civil society organizations are involved in supporting communities in Myanmar to plan and manage development programmes that build resilience to climatic extremes.

To sustain community resilience, beyond project approaches, planning for risk needs to be embedded into formal planning systems and procedures designed and implemented by Government Ministries and Departments. As risk will vary from community to community, interventions to increase resilience will also be unique to physical and socio-economic environments. Consequently, risk informed planning systems need to be decentralized and have the ability to identify risk at a local level within the village administrative structure.

Increased climatic extremes present risks that are a major challenge to sustainable economic growth and poverty reduction in Myanmar. Communities will also be exposed to other disturbances that may affect their development plans and goals. A number of ongoing armed conflicts in different areas of Myanmar will impact in the community resilience and the ability to develop comprehensive development plans. Other disturbances may include changing socio-economic conditions brought about by Myanmar's rapidly changing economic landscape. Poorly planned development may also impact on health and environmental conditions for communities. It is important, therefore, that community resilience be built from a number of different sources.

The resilience of an individual, or group or an institution depends on their ability to anticipate risk, their capacity to adapt to changing conditions and the ability to absorb shocks and stresses in order to be able to recover to a similar or higher level than before the event. Resilience is connected with levels of access to information, services and alternative coping options.

Efforts are already underway to create synergies between disaster mitigation and climate change adaptation planning. Adaptation to climate change will identify long-term responses to deal with anticipated long-term effects of climate change on lives and livelihoods of people as well as social

and natural systems of a country or a region. Disaster Risk Reduction (DRR) measures tend to identify more immediate fast onset disaster risk such as cyclones, storms and earthquakes. A combined risk assessment supports identification of both climate and disaster risks and can be easily adapted to understand wider socio-economic, environmental and wider disturbances.

For the purpose of this study the term “*risk*” will be used to refer to multiple shocks and stresses including hydro-meteorological, seismic, economic, conflict and environmental hazards that may impact on community development that may impact on community development.

It is increasingly important that risk information be integrated into relevant national policies and strategies as well as into socio-economic development planning processes, natural resources management and livelihoods promotion efforts. The impacts of natural disasters, climate change and wider risks on poverty reduction and sustainable development goals, need to be better understood to be able to mitigate risks in development initiatives where people's life, livelihoods and assets are at risk.

Planning for risk is not solely the responsibility of the government. It is a shared responsibility that needs to be guided by national strategies and policies. Professional and academic organisations can support in developing more robust risk information and supporting local institutions including government, civil society and community planners and leaders to understand and incorporate risk information into decision making. International development partners play a key interim role in providing financial and technical resources as well as technology and knowledge transfer from other regions with similar contexts.

Currently Disaster Risk Management (DRM), climate change adaptation and community resilience is assessed at the local level involving local communities using risk and vulnerability assessment and risk reduction planning tools. At present many of these are carried out with community participation by local and international NGO's.

Concurrently the Government of Myanmar are developing and implementing more decentralized community development planning processes. If the development plans are not based on the risk assessment and risk analysis project interventions may not reach operational lifetimes if impacted by unanticipated risks. Poorly planned development activities may also exacerbate hazards and risks increase community vulnerabilities.

## 1.4. The Context of the Study

This study was commissioned by The BRACED Alliance, which, is a partnership of 6 agencies, including Plan International Myanmar (working in partnership with Community Development Association), Action Aid, World Vision, BBC Media Action, Myanmar Environment Institute (MEI) and UN Habitat..



Figure 2: BRACED Myanmar Resilience Framework

The BRACED Myanmar Alliance’s resilience model aims to empower communities to take leadership in determining their local priorities for Disaster Risk Reduction and Climate Change Adaptation. The model promotes a participatory, inclusive and comprehensive process for resilience building, addressing country gaps and needs.

## 1.5. Objective of the Study

The objective of this study is to assess Myanmar’s decentralized local government planning systems and how risk information is generated, disseminated, analysed and utilized in decision making. Based on report findings, a series of recommendations will be provided as to how sub national planning processes, may possibly be improved by capitalizing on available risk information to make them disaster and climate risks informed to protect development assets. The full Terms of Reference (TOR) are in Annex- 8.1.

The study assesses existing decentralized local government planning procedures focusing on development plans prepared by different government departments and ministries in Myanmar and recommends practical steps to strengthen the planning process to ensuring that development plans are disaster and climate risk informed.

The result of this study intends to highlight the present planning process, practice of disaster and climate risk integration in development plans and scope of risk informed planning within the existing policy and framework of the government. The findings of the study will also be useful for development partners in the promotion of risk inclusive planning and to develop coordinated advocacy to the government to develop a culture, process and tools for risk informed local level planning. This information will also help mobilize resources for a more risk informed planning and implementation of development plans.

## **2. Methodology**

A mixed methodology approach was applied for collection of information required for the study. Experiential learning was the key approach adopted by the researchers. It was applied in all the group discussions with community representatives, field staff members and individual interviews. The evaluation objectives were broken down into a set of questions presented in the report. Careful attention was paid to present planning process followed by various line agencies at the township level.

The research methods included: Focus Group Discussion/community consultations with the key stakeholders at the village level; key stakeholder interviews inclusive of government personnel, representatives of international NGOs and development partners working in Myanmar. Please see annex 3 for a full list of respondents. The researchers reviewed a wide variety of documents and literature, as listed in the reference section.

### **2.1. Study Area Selection**

For community consultations and focus group discussion, Labutta was selected where the BRACED Myanmar Alliance resilience assessment process was undertaken by Action Aid Myanmar, because there are strong community linkages and empowerment process established both in this township, and at the 2 rural village sites visited by the research team. In addition, the officials of Labutta Township are well informed about the BRACED Alliance program.

Labutta Township and the selected villages were significantly impacted by cyclone Nargis and have had significant disaster risk reduction work carried out over recent years. The second site at Dagon Seikan Township in Yangon was also selected as a study sample, where BRACED Alliance has carried out community based resilience work over recent years.

The study took place in two villages. These are (i) Aung Hlaing Village and (ii) Minglar Thaung Tan village in Labutta from Ayeyarwady Region and two township. The study population was comprised of people from the vulnerable communities in Cyclone Nargis affected area in Labutta. In Labutta Village level consultations were done. Labutta & Dagon Seikan Township were selected for individual interview and key government officials from General Administration Department (GAD), Agricultural Department (AD), Department of Rural Development (DRD), Department of Meteorology and Hydrology (DMH), Relief and Resettlement Department (DRD), and Planning Department were interviewed.



## 2.2. Study Questions

There is a need for a better understanding of the local government planning process in Myanmar and constraints in decentralized risk-informed planning approach. To get the clear view the following research questions were asked:

1. To what extent do current village level development planning procedures acknowledge risks from climate change and disaster related shocks and stresses?
2. What are the connecting points between risk assessments undertaken for climate and disaster projects and community driven development plans?
3. What is the level of access, interest, capacity and motivation of government departments and relevant decision makers at sub-national and local level to institutionalize climate and disaster risks into formal decentralized planning mechanisms?
4. What practical steps can Myanmar take to strengthen local government planning process to make climate and disaster risk informed?

## 2.3. Sources of Information and Information collection Methods

To answer the above questions several methods and tools were used to gather information from different sources. All these respondents are the major stakeholder for disaster management in Myanmar. List of Respondents given in Annex-3.

The following study matrix shows the key questions, indicators, data collection methods and the sources of the data and information.

Table 4: Study Matrix

Study Questions	Indicator , Data	Collection Methods	Data source
<b>To what extent to current village level development planning procedures acknowledge risks from climate change and disasters related shocks and stresses?</b>	<ul style="list-style-type: none"> <li>- Disaster Risk</li> <li>- Climate Change Risk</li> <li>- Conflict risk</li> <li>- Economic Volatility</li> <li>- Social Protection</li> <li>- Urbanization</li> </ul>	<ul style="list-style-type: none"> <li>- Structured Observation</li> <li>- F2F (Face to Face) Interview</li> <li>- Focus Group Discussions at townships/villages</li> <li>- Review relevant literatures including government policies, procedures and practices</li> </ul>	<ul style="list-style-type: none"> <li>- 2 Villages in coastal areas. village tracts Administrator, Village Tract DMC members</li> <li>- Township level:-GAD, DRD, DMH, RRD, Agriculture, &amp; Planning Department.</li> </ul>
<b>What are the connecting points between risk assessments undertaken for climate and disaster projects and community driven development plans?</b>	<ul style="list-style-type: none"> <li>- Project driven risk assessment</li> <li>- Policies ensure risk assessment</li> <li>- How the assessed Risks addressed</li> </ul>	<ul style="list-style-type: none"> <li>- Review of secondary literatures both qualitative and quantitative reports form GO &amp; others</li> <li>- Draw a line in between the</li> </ul>	<ul style="list-style-type: none"> <li>- Key officials from Govt. LGI and CSO</li> </ul>

	through action Resilience programme	community and the ADP and DRR Plans - Undertake VENN exercises and/or FGD to assess the current planning process and how the DRR things are getting mainstreamed in the ADP- Interview	
<b>Access level of interest, capacity and motivation of government departments and relevant decision makers at sub national and local level to institutionalize climate and disaster risks into formal decentralized planning mechanisms?</b>	<ul style="list-style-type: none"> <li>- Interest of LGIs</li> <li>- Capacities of LGIs</li> <li>- Decision making process at sub national level</li> <li>- Institutional arrangement of LGIs</li> <li>- Stakeholders analysis</li> </ul>	<ul style="list-style-type: none"> <li>- Interview the people/agencies involved to understand their roles, responsibilities and needs - Use KII/SSI Tools</li> </ul>	<ul style="list-style-type: none"> <li>- Officials of government Departments, Ministries like DRD, RRD, MoeCAF, DM&amp;H, PD</li> <li>- Officials of Local Government Units</li> <li>- Representatives of UN Agencies /DPs</li> </ul>
<b>Recommend practical steps for Myanmar to strengthen local government planning process to make climate and disaster risk informed.</b>	<ul style="list-style-type: none"> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- Analysis of data / information collected from different sources</li> </ul>	<ul style="list-style-type: none"> <li>-</li> </ul>

### 2.3.1. Desk Review

The researchers reviewed a wide variety of documents and literature. These includes project documents, project manuals, planning tools, risk and vulnerability assessment tools, progress reports, materials developed by the project, laws, policies, framework, procedures, and guidelines of various projects and interventions. Websites of various government departments were also accessed to gain comprehensive understanding on government planning process in Myanmar. A list of the documents reviewed are provided in the Reference Section.

### 2.3.2. Focus Group Discussion

In local level planning process risk and vulnerability assessments are an essential component. This process involves local stakeholder groups to come together and prepare a consensual risk reduction strategy (action plan) through identification, assessment and analysis of hazard specific risks in different vulnerable sectors in their communities. Two Focus Group Discussions were conducted with the participation from the representatives of various informal and semi-formal groups and village tract administration. A checklist for FGD was developed and used. The Checklist for FGD are presented in Annex 4 and the Findings from the FGDs are given in Annex 5.

### **2.3.3. Key Informant Interview- Government**

The team conducted key informant interviews at Township, District and Union level with the officials of key government departments. The departments were: Department of Rural Development (DRD), Relief and Resettlement Department, Environmental Conservation Department, Department of Meteorology and Hydrology and the Planning Department. Meetings were also conducted with some of the key organization who have a major stake in the disaster risk assessment and climate change adaptation in Myanmar. Those agencies are providing financial and technical support including capacity building of communities and government departments working at different levels. Semi-structured interview questions were used for the interview. Interview questions were given in Annex 6 and Summary of Findings of township level interview in Annex-7.

#### **2.3.1. UN & INGO Staff Interviews**

As a supplementary information gathering method, the researchers interviewed a small number of UN and INGO staff that had received BRACED Alliance technical support or operate activities through risk informed planning. The summary of the study findings were shared with UN and INGO staff.

The meeting schedule is given in Annex- 8.

### **2.4. Validation and Triangulation**

Triangulation and data validation was undertaken utilizing different information sources. Data collected from villages and village tract level were shared and validated at the township and district level and finally shared at the union level.

### **2.5. Data Management and Analysis**

Findings of FGDs were recorded and prepared as a report. Findings from interview and desk review were processed manually. All the data have been reviewed and analyzed and converted as findings of the report.

### **2.6. Duration of the Study**

Total duration of the study for 15 days for the International Consultant and 20 days for National Consultant. The detailed work plan is included at the end of the report. The work plan of the study is given in Annex-9.

### **2.7. Share the draft Report**

At the end, a draft report was presented to the BRACED Alliance members. Feedback and suggestions from the BRACED Alliance have been incorporated into this report.

## 2.8. Limitations

The study faced a number of limitations that should be addressed in further studies to improve the robustness of results. The number of the responding villages were relatively small and are not necessarily representative of all communities in Myanmar that face a diversity of environmental, socio-economic and cultural issues. Due to time limitations for this study, only two villages were selected from the BRACED Alliance operating areas, where there is experience of risk-informed planning process. The study size in terms of number of sites visited was limited, however, does provide an in depth picture of planning procedures at local level which was verified in wider stakeholder interviews.

The consultants met with a number of international organizations working in Myanmar to supplement information on the local planning process. A multi-stakeholder meeting or meeting DRR working group to validate the findings would have further allowed validation of findings but was not possible in the time frame.

The desk review found limited sources, studies and research pieces focusing on risk-informed planning in formal process in Myanmar. This study will make recommendations for further research and studies required to fill the knowledge gaps in this area.

## 3. Mapping the Current Planning Processes

### 3.1. Administrative System in Myanmar

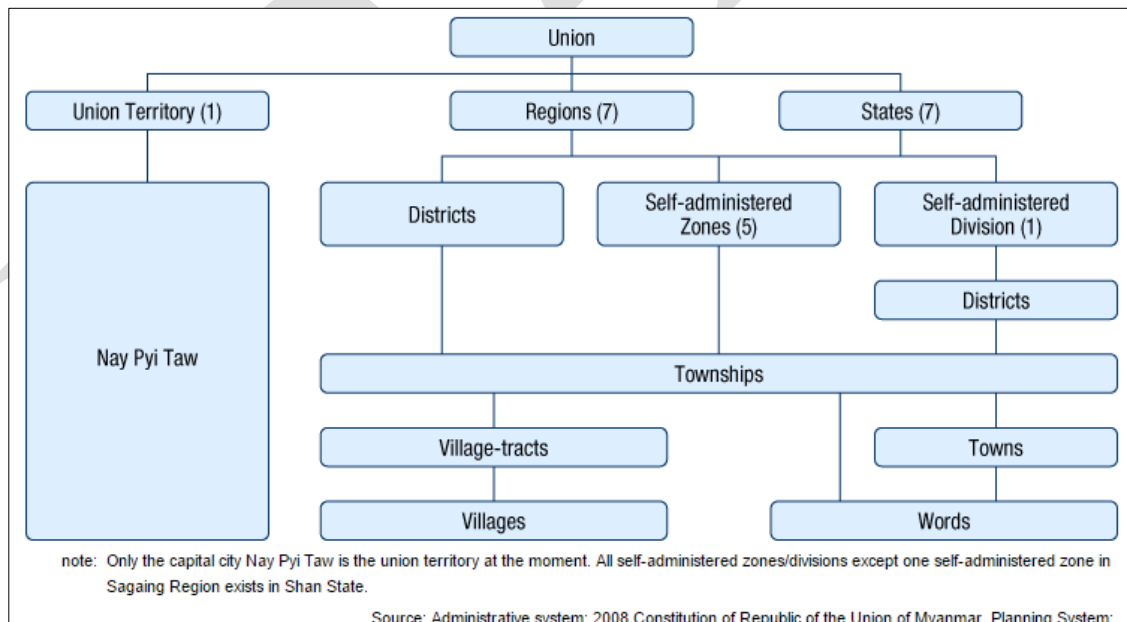


Figure 3: Diagram of administrative set up in Myanmar

The administrative structure of Myanmar is outlined in its 2008 Constitution and there are 14 states and regions each with their own government and elected parliament. Below the state and

region government there are 76 Districts, 330 townships, 84 sub townships, 413 towns, 3133 wards, 13620 village tracts and 63938 villages<sup>7</sup>.

### 3.2. Spatial Planning System at the National Level

Spatial planning systems<sup>8</sup> refer to methods and approaches used by the public and private sector to influence the distribution of people and activities in across various scales. Spatial planning can be defined as the coordination of practices and policies affecting spatial organization. Spatial planning can cover land use, urban, regional, transport and environmental planning. Other related areas are also important, including economic and community planning. Spatial planning takes place on local, regional, national and inter-national levels and often results in the creation of a spatial plan<sup>9</sup>.

In Myanmar, development plans are developed at different tiers of the government. Lowest level planning are conducted at the Township level by consolidating village level sub- projects (in rural areas) and ward level sub- projects (in urban areas). These are: irrigation, market development for expanding market penetration and expansion of village produce, grants to poorest households or families for access to electric power in villages where the village community has installed connection to national grid through their own initiative. This approach has guided the ongoing village development planning exercise. Presently, a national approach or model has been developed together with **Guidelines for Village Development Planning in Myanmar and a Manual for Conducting Village Planning**.

*Table 5: Major Authorities Relating to Spatial Policy in Myanmar Source: An overview of spatial policy in Asian and European countries<sup>10</sup>*

Program name or administrative field	Organizations/
National Comprehensive Development Plan (Long-Term Twenty-Year Plan)	Ministry of National Planning and Economic Development
Short-Term Five-Year Plan	
National Spatial Development Plan	Ministry of Construction
Comprehensive Development Plan for Yangon Region	Government of Yangon Region
Strategic Urban Development Plan of the Greater Yangon	

7 GAD homepage <http://www.gad.gov.mm/en/content/total-list-districts-townships-sub-townships-towns-wards-village-tracts-andvillages-regions#overlay-context=my/content/>

8 From Wikipedia

9 Co-evolutions of planning and design: Risks and benefits of design perspectives in planning systems. *Planning Theory*, 12(2), 177-198

<sup>10</sup> An overview of Spatial policy in Asian and European countries, Ministry of Land, Infrastructure, Transport and Tourism, Japan, Available at [https://www.mlit.go.jp/kokudokeikaku/international/spw/general/myanmar/index\\_e.html](https://www.mlit.go.jp/kokudokeikaku/international/spw/general/myanmar/index_e.html)

Table 6: Development planning at different level Source: An overview of spatial policy in Asian and European countries, *Ibid*

Level	Spatial Plan	Socio-economic Development Plan
National level	National Spatial Development Plan	National Comprehensive Development Plan (Long-Term Twenty-Year Plan)
		Short-Term Five-Year Plan
Regional / State level	Regional Spatial Development Plan	National Comprehensive Development Plan (Regional Plan)
Township level	Spatial Development Plan for Township	Five year Plan (Township plan)

### 3.3. National & Sectoral Plans

Myanmar has a history of national and sector development plans and it has introduced new medium and long-term planning tools with its liberalizing reforms. The Framework for Economic and Social Reforms (FESR) identified policy priorities for the period 2012 to 2015. It acts as a bridge between the Fifth Five-Year Plan (2011-12 to 2015-16) and the National Comprehensive Development Plan (2011-31).

The Ministry of National Planning and Finance coordinates and drafts the FESR after consulting with other Ministries and Departments<sup>11</sup>. It reflects the commitment of the government to socio-economic reform goals in the near future in:

- tax and public finance,
- monetary policy and finance,
- trade and investment,
- private sector development,
- health and education,
- food security and agriculture,
- governance and transparency,
- mobile phones and the Internet,
- infrastructure,
- Government effectiveness and efficiency.

---

<sup>11</sup> Policy Challenges in Implementing National Development Plans in Myanmar. This Note is an extract from the Economic Outlook for Southeast Asia, China and India 2015: Strengthening Institutional Capacity, <http://dx.doi.org/10.1787/saeo-2015-en>.

This study has identified these public service sectors as most relevant to resilience in Myanmar: Healthcare financing, Education financing, Conditional cash transfers, Agriculture extension services, food security, government loans to farmers; and under the Infrastructure development Employment guarantee schemes, electricity generation, and Transportation infrastructure

Generally, the Five-Year Plan reflects the government's priority sectors and identifies where investment will be made. These plans are executed through various development funds based on the local priority needs.

### **3.4. States and Regional Planning**

States and Regions have the power to legislate on and administer 'local plans'. In order to promote economic and social development, they can provide their own investments from the Region or State funds and small loans. The line departments act as service delivery units at the local level, in the areas of health, education, and many aspects of infrastructure development. These departments follow primarily a vertical chain of command via the districts, State/Region departments and ultimately to the Union Ministries. There is currently little horizontal coordination where reallocation of resources and joint decision making between departments at the township level is made.

For Regional & State level a Project Planning, and Implementation Committee is chaired by Minister for the respective line ministry related to a specific project. The officer of region/state Planning Department is secretary, officer of Department of Rural Development of region/state is joint secretary, officers of different line departments at region/state level, representatives of private sector and one elder of the region/ states<sup>12</sup> are the Members.

This committee is responsible to (i) assess local development plan before submission to region/state planning commission, (ii) arrange priority projects that support development of people, (iii) undertake assurance of data and information at village/ ward level for development planning and implementation in the region/state, (iv) assess cost effectiveness of the local development project, (v) supervise agencies in the area for preparation of development plan (vi) Monitor and supervise implementation of projects.

Policy challenges for implementing national plans in Myanmar are as follows<sup>13</sup>:

---

<sup>12</sup> Myanmar Government's Order, 13- 2016 issued by President's Office, Republic of Unions of Myanmar

<sup>13</sup> Policy challenges of implementing the national plan in Myanmar, This Note is an extract from the Economic Outlook for Southeast Asia, China and India 2015: Strengthening Institutional Capacity, <http://dx.doi.org/10.1787/saeo-2015-en>.

- Monitoring and evaluation: a lack of reliable indicators, measurable goals and measurements of government performance to make planning and monitoring effective, particularly in regulatory reform and public finance.
- Insufficient policy and guidance for planning and budgeting, which includes appropriate financial supports in agriculture and education.
- Insufficient co-operation with the private sector through PPPs and civil society, to enable business start-ups and leverage ongoing development work being implemented by civil society.

The Project Planning, and Implementation Committee is an important body to ensure that climate and disaster risk consideration are addressed in development plans funds are adequately channeled to manage risks.

### **3.5. Township Level Plan**

Decentralized local government planning has been initiated by the government since April 2011 following government commitment to alleviate poverty and increase income growth amongst the rural population. The Township development planning process is led by the GAD and is technically supported by the Planning Department of the Ministry of National Planning and Finance (as Secretary of the Township Management Committee, TMC) and the Department of Rural Development (as Joint Secretary of the TMC). Township plans present sector-wise production or delivery targets on an annual basis for health, water, sanitation, agriculture, infrastructure etc. A large number of rural Townships have completed Township Development Plan (TDP) five years development plan in 2015 covering all sectoral activities.

The TDP does not attempt to identify the main development challenges from disaster and climate risks, or identify possible actions to address these challenges or risks to communities or development projects. No criteria related to risk or impacts on communities for selection of projects currently exist<sup>14</sup>.

The TDP is however a solid start to local planning with significant opportunities for improvements in institutional mechanisms and process. There is scope for expanding stakeholder consultation and improving technical data inputs related to socio economic data and scientific risk data about climate change and disasters. Improved vulnerability and risk analysis are required in township and

---

<sup>14</sup> Mapping the State of Local Governance in Myanmar - UNDP Myanmar 2015. Indicates that the plan only describes targets for various sectors e.g. crops in the agricultural section, animal and animal products in another section and electricity targets. From those types of target based production plans it is difficult to imagine what participation in township level planning actually means. It thus remains far away from an integrated or area-based planning process.



village plans to identify and incorporate risk reduction actions (covering prevention, mitigation, adaptation and preparedness).

The 'township administration' consists of de-concentrated (each department are controlled by their own ministry and each have different policy and procedure) ministry departments from either union or state/region level.

The township and ward/village tract committees established in 2013, play an important role in the planning process. Under the new administrative system, the township administrative officer will form a township administrative [management] committee and sub-committees with township level officials from other government agencies, community leaders, and representatives from civil society, business, and professional associations. They are responsible to manage law and order, security, the rule of law, and economic and social issues in the township. The township committee will collectively discuss and make decisions on all matters that used to be handled by [a] few township officers. The committee will then collectively implement the decisions. Similar administrative reforms will be undertaken at the district level as well.

**The Planning Department (PD)** develops five year Township Development Plans under the coordination of GAD in consultation with other technical line departments and village tract/ward Administrators. PD mostly collect required information from village tract /ward administrators. However, currently there is no analysis of disaster, climate and other risks in the township development plan. The Township Disaster Management Plan does address disaster risk but currently not climate risk. In the current system GAD and PD rely on Village Tract Administrator and Clerk of Village Tract Administrator's Office for planning and implementation of township development issues<sup>15</sup>.

**The Township Planning Office / Department of Planning (DoP)**, under the Union Ministry of Planning and Economic Development, is responsible for collecting data and information required to inform the national development planning process. Township Planning Office translate national production targets into local targets, and monitor progress towards achieving these targets throughout the year. Most departments at the township level have no planning responsibilities related to operational budgets.

---

<sup>15</sup> Summary Findings from the Interview of the officials of line department at Dagon Seik Kan Township, Yangon Region

### 3.6. Village / Village Tract Level Plan

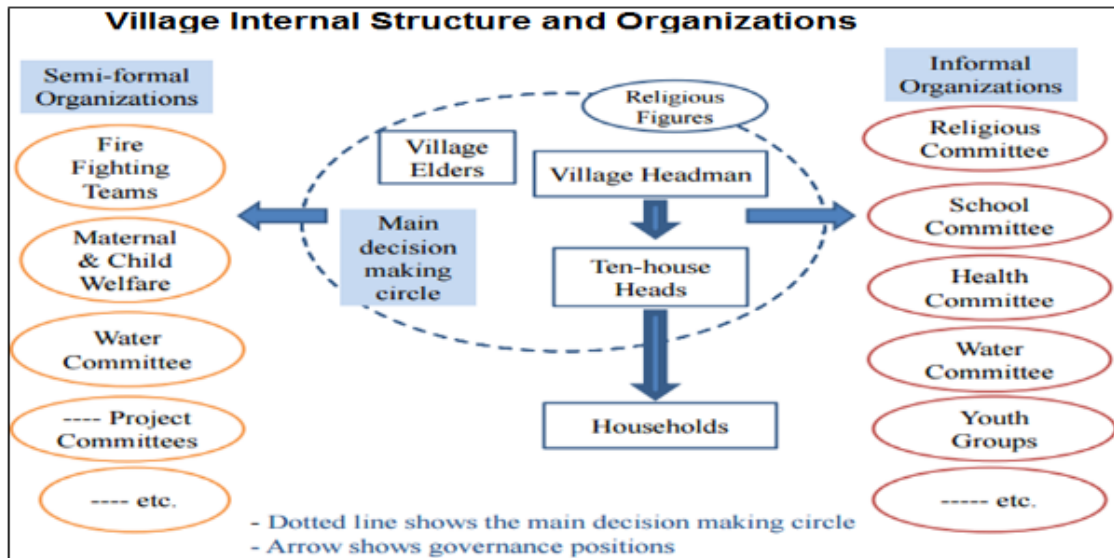


Figure 3: Village internal structure and organization

The lowest tier of the official government administrative structure in Myanmar is the Village Tract Administration in rural areas and the Ward Administration in urban areas. There are various semi-formal and informal organizations in each village which provides support to village development activities and provide inputs for preparation of development plans initiated by government departments and development organizations. The formation of these committees are initiated by various agencies / department to serve specific projects or activities which result in duplication where the same person often represents in many committees. It is therefore difficult to attend all planned meetings.

At the village level there is no regular and systematic village development planning process. Annually GAD decides on priority actions and informs the village leaders through Village Tract Administration about the plan. The village selection criteria are the affordability of the contributions of the villagers for the project implementation and village unity. These criteria do not fit with the disaster and climate change criteria for prioritization which would focus more on exposure to hazards and levels of vulnerability.

The result is that “*Village plans*” are prepared in selected villages only where the above criteria are fulfilled and funds are available and allocated by GAD. Besides the ADP allocations, there are other small funds like Community Development Fund (CDF), Poverty Reduction Fund (PRF), Rural Development Fund (RDF) and others are used for implementation of small scale community development projects. But those funds have their own criteria for identification of small projects and they do not consider disaster risk as a factor for planning and investment decisions. Disaster risk and climate change consideration are given in those plans which are formulated by the development organizations working for disaster risk reduction and climate change adaptation or community based disaster risk reduction project or climate resilience projects. There is though

significant scope to incorporate disaster and climate risk consideration in any development plan prepared by any of the line departments of the government.

### 3.7. Committees involved in Planning

Resulting from the President’s orders in 2012, a number of complementary committees have emerged at the district, township and village tract levels. These are primarily management committees, development support committees, and farmland management bodies.

#### Major committees ostensibly functioning at subnational levels

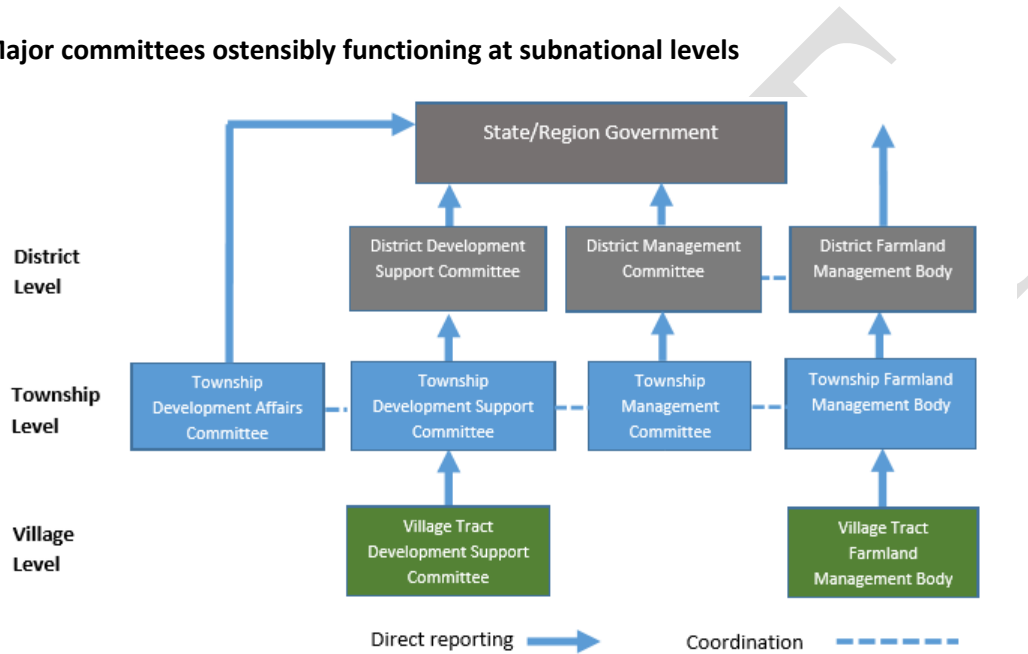


Figure 4: Approximation of major committees ostensibly functioning at subnational levels. Source: Kyi Pyar Chit Saw and Matthew Arnold: *Administering the State in Myanmar: An Overview of the General Administration Department*

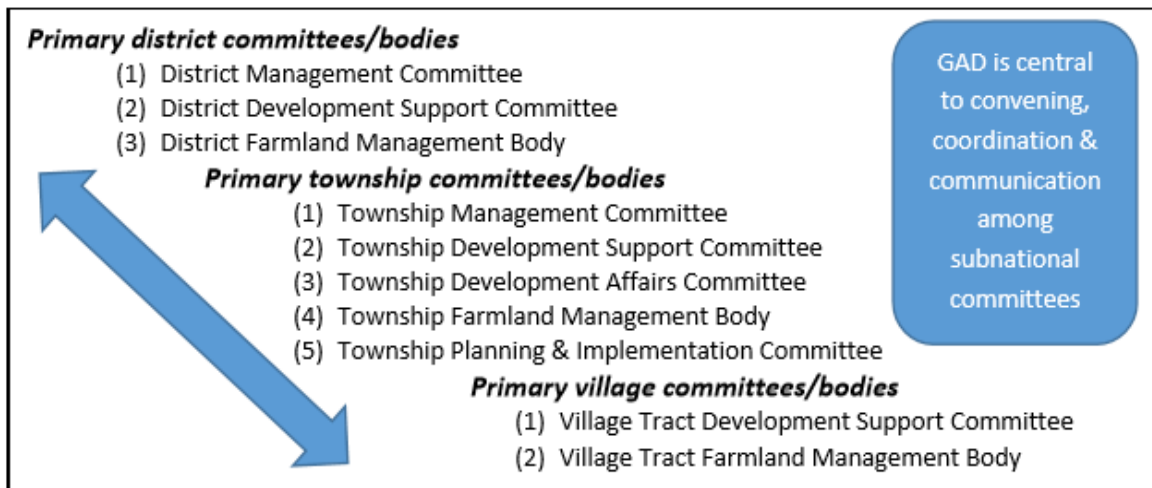


Figure 6: Subnational development and management committees. Source: The Asia Foundation; *Administrating the state in Myanmar, an overview of the General administration Department.*

The composition, roles and functions of these assorted committees vary. The GAD plays a central role in convening, coordinating and communicating the discussions, recommendations and decisions of these assorted committees within the state administration, and particularly up to the state and region governments. This has become an increasingly complex task as the assorted committees are involved in prioritizing projects for multiple local development funds, all of which require numerous consultations with a plethora of government actors, other committees, and approval from both district administrators and state and region governments or Union ministries.

**Functions of Township Planning and Implementation Committee (TPIC)** chairs by Township Planning Officer (TPO) plays a vital role in the formal planning process, collecting and feeding information “bottom-up” from the village level in the form of a township plan, which is sent on to the district and the State/Region Planning Implementation Committee for review and consultation with the relevant line departments. Government injects elements of participation and bottom-up inputs into the local planning processes, but the TPIC is not involved with any funding decisions or implementation activities. In the meeting they discuss only about the activities run by departments’ fund. Each township receive a small amount of fund (38 lack kyats) under Annual Development Program (ADP). They can only provide fund for a selected number of village due to shortage of funds.

**Functions of Township Management Committee (TMC)**, comprises members from the line department co-ordinates with other stakeholders, line-ministries, other committees at township level and to make decisions on township development needs, particularly focused development projects financed by the funds that are available for development projects, such as the Constituency Development Fund or the Poverty Reduction Fund.

**Information sharing among village and township:** at present there are provisions for 2 coordination meetings at the township level where all the village tract administrators and all line departments attend. In these meetings the line departments provide necessary information, and

the Village Tract Administrators share this information to the village elder persons when they go back to the village tract. But the Village Tract Administrator is one person with a clerk in his office who is unable to disseminate all the necessary information to all villages. The village elders are also not able to arrange meeting with the Village Tract Administrator. Whilst, the Village Tract Administrator is on salary others are on a voluntary basis. This means that effective information dissemination is not yet in practice. There is limited scientific information on future climate change related risks available at township level which adds to the lack of knowledge dissemination. As a result, those information are not sufficient for the villagers if they want to prepare development projects considering disaster and climate change related risks and vulnerability at the time of planning. To achieve this more details information regarding weather, water, rain, cyclone, and drought is required from the relevant departments. This is currently lacking both at the village and village tract level.

**GAD** requests the Village Tract Administrator to submit proposals for a selected villages. The village selection is based on the affordability of the contributions of the villagers for the project implementation and unity of the villagers<sup>16</sup>. By using these two criteria, GAD select which village and village tract is eligible the department budget for a given year.

A variety of development “funds” exist within the funding windows and budgets for implementation of small scale development project for various communities under the management of specific ministries and departments. Some of these local development funds with a ubiquitous presence across Myanmar and their management are largely an internal process of a given ministry. Planning for those small funds also have different process and integration of disaster risk and future climate change impacts are not yet considered in an integrated manner<sup>17</sup>.

---

<sup>16</sup> This is come up from the discussion with the GAD official and Planning Department at Labuta.

<sup>17</sup> Local Development Funds in Myanmar An Initial Review Bart Robertson, Cindy Joelene and Lauren Dunn, CSED, Action Aid, The Asia Foundation, October 2015

Table 4: Selection of Localised development funds in Myanmar

Development Fund	Description
<b>Constituency Development Fund (CDF)</b>	<p>Constituency Development Fund (CDF) is one of the useful funding window for disaster preparedness and adaptation of climate change through construction &amp; maintenance of small-scale infrastructure and other development projects like (1) Water Supply (2) Building and Repair of Roads and Bridges in Rural Areas (3) “Other essential tasks”. CDF guidelines are outlined in law. The primary purpose of the CDF is to support the construction and maintenance of small-scale infrastructure and development projects.</p> <p>The CDF has a total of 33 billion kyats. This is equally divided between Myanmar’s 330 townships for a total of 100 million kyats per township. Under the current version of the law, the fund is managed by the Central Committee for Development Affairs (CCD) at the Union level and the Township Development Implementation Committee (TDIC) at the township level. The TDIC is a committee formed solely for the management of the CDF. The funding cycle of the project is one year budgeting cycle. Submission of project proposals in August; though, anecdotally funding is often distributed in February. Projects must be completed by the end of March. The current law falls short of providing guidelines for community needs gathering and criteria for project selection<sup>18</sup>.</p>

---

<sup>18</sup> Ibid.

<p>Poverty Reduction Fund (PRF)</p>	<p>The Poverty Reduction Fund was launched to eradicate poverty. The fund aims to support poverty reduction in eight priority areas, (1) Agricultural production sector; (2) Livestock breeding and fish and meat production; (3) Rural productivity and cottage industries; (4) Micro saving and credit enterprises; (5) Rural cooperative tasks; (6) Rural socio-economy; (7) Rural energy; (8) Environmental conservation. Chief Minister of each state and region has final discretion over fund allocation; however, the TMC, TMSC and TMAC are often included in project selection and implementation.</p> <p>Funding size:</p> <ul style="list-style-type: none"> <li>• 2013/14 fiscal year, 1 billion kyats to each Region and State, except: 3 billion to Chin</li> <li>• 2014/15 fiscal year, 1 billion kyats to each Region and State except: 5 billion to Chin, 15 billion to Kachin, 15 billion to Rakhine, and 4 billion to Shan</li> <li>• Although there is no set standard for project size, the PRF tends to fund projects above 5 million kyats and below 150 million kyats.</li> </ul> <p>There are no definitive guidelines for how the TDSC and VTDC are supposed to identify community needs; though, input is often solicited from community members directly or from Village Tract Administrators (VTAs) and Ward Administrators (WAs). Guidelines and standard operation procedure regarding risk resilience consideration have not yet developed for planning and implementation of Poverty Reduction Fund.</p>
<p>Rural Development Fund (RDF)</p>	<p>Rural Development Fund support projects in rural areas. The objective of RDF is to reduce the inequality between rural and urban populations by improving the social, economic and physical quality of life in rural areas. These objectives are carried out through four main priority areas; agriculture land development, communications, health, education, and other social economic development. The RDF is much smaller than CDF and PRF and primarily managed under the General Administration Department (GAD). The budget for the RDF is approved in the Union Budget Law. Every township receives some level of funding from the RDF. Budget allocations from the Union depend on the number of projects that are submitted.</p> <p>Every township receives some level of funding from the RDF, the project size is between 10-20 million kyats. The small size of the RDF means that projects are small, and difficult for projects to meet local needs.</p> <p>Project proposals are compiled by the GAD and submitted for discussion to the four committees at the township level (i.e. TDSC, TMAC, TMC, and the Township Project Implantation Committee [TPIC]). Most of the projects ask to make for contributions from the beneficiaries. As these projects are small, contracting companies is not common, and most of the work is undertaken directly by community members</p>

Green Emerald Fund (GEF)	<p>DRD launched the Green Emerald Fund in FY 2014- 15, with the goal of establishing revolving funds for entrepreneurial activities at the village level. Allocation is MMK 30,000,000 per village for livelihood development purpose. The township DRD officer is responsible for village identification and selection, although final selection requires the approval of the chief minister and the director of the DRD for a given state or region. The Fund distributes a significant amount of development financing (a maximum of 30 million kyats per village) over a small population. While concentrated funding is not intrinsically negative, people living in a small village may receive more credit than what is needed, and those living in larger villages may feel unfairly treated</p>
<p><b>National Driven Project</b>      <b>Community Development</b></p>	<p>The National Community Driven Development Project (NCDDP) is funded by the World Bank and executed by DRD to support people centered development and enable poor rural communities to benefit from improved access to infrastructure and services. This project has introduces planning process at (i) the Union level, (ii) Township level and (iii) Village Tract and village level. DRD transfers block grants directly to village tracts and operating expenses to DRD township offices. Village and Village Tract Project Support Committees are responsible for sub-project selection and implementation. This project is in the early stages of implementation, but plans exist to dramatically expand their coverage area.</p> <p>This project has no specific focus on integration of the disaster and climate risk in the planning process, though during selection of the infrastructure projects, they give the priorities on some of the infrastructures which can protect damages and loss of lives and assets from disaster.</p>

### 3.7.1. Participatory Village Development Plan (VDP)

The Government of Myanmar elected by 2010 has been implementing its policy “Poverty Reduction and Rural Development” since the beginning of its five years (2010 – 2015) term.

Department of Rural Development (DRD) under Ministry of Livestock, Fisheries and Rural Development has been mandated to undertake implementation of rural development programmes as a focal department.

Aligning with Nay Pyi law Accord for effective development cooperation, people-centered policy and approach, DRD developed rural development strategic framework since March 2014. Rural development policy embodies five strategies for setting up a framework of the course of action in alleviating poverty; (a) targeting strategy (b) synergistic intervention strategy (c) sustainable financing strategy (d) collaborative strategy and (e) good governance process strategy.



For translating the strategic framework into actionable plans, a village planning in 63,988 villages across the country is planned<sup>19</sup>

1. National poverty alleviation and rural development initiative requires organizational approach for implementing projects that have direct impact on rural economic growth and poverty reduction of the rural population.
2. VDP will also allow villagers to have comprehensive perspective of their current development situation and the strategy that can be adopted fully their development potential.
3. Resources available from multiple funding windows – e.g. union budget allocated to ministries, Member of Parliament budget, region/state budget, external aid and other funding sources - can be coordinated and allocated more effectively and efficiently that responds to priority needs of villagers and resulting rural economic growth.
4. In this way, national policy emphasis on “bottom-up” planning and budgeting will be made operational precisely because funding allocation will be organized to meet priority of VDPs.

### **I. Strategic Approach**

Several government organizations and international development organizations (UN, WB, INGO) have carried out some form of village planning using participatory approaches and models including participatory tools to mobilise and empower village communities. Much of the work has been carried out since 2008.

These experiences provide useful lessons and contributions. However, initiatives were implemented as “pilot” interventions without a clearly defined strategy for scaling up to cover all 63,899 villages in the country. In any case, it is government that must assume leadership role for countrywide coverage of the VDP process using participatory tools and methods.

This prompted Ministry for Livestock, Fisheries and Rural Development to take a national initiative to Develop a national approach or model by leveraging in-country and international experience; and pilot test the national model before rolling out the nationally driven model or approach for village development planning in an way to cover the entire rural area.

### **II. Content of Village Development**

A village development plan provides a socio economic profiles highlighting the current development situation in each village. Identification of potential, development barriers and challenges help to identify development goals and objectives. These are shaped into a community development plan with implementation arrangements, financing plans and monitoring and maintenance plans for community implementation schemes.

---

<sup>19</sup> Dr Zar Ni Minn, (2015) Village Development Planning – Myanmar “Rationale and Strategic Approach for a National Model for Participatory Village Development Planning in Myanmar” <http://www.lift-fund.org/sites/ift-fund.org/files/uploads/Events/VDP%20Workshop-%20Rationale%20by%20Dr%20Zar%20Ni%20Minn.pdf>

Under the Livelihood and Food Security Trust Fund (LIFT) program A Manual for Formulation of a Village Development Plan<sup>20</sup> (VDP) has been developed. This manual guides the practitioners for preparation of VDP. It provides detailed information on the type and range of data and information to be collected, analysed and transmit in to a plan.

The village development planning process encourages participation of all socio-economic groups in the planning exercise. Village communities receive and advice and technical support (by the township planning teams) to adopt tested organisational methods and processes, tools and instruments that would facilitate opportunity and active participation of all villagers.

As highlighted in the VDP manual (LIFT, 2015), the participatory process collects significant socio economic data which is also collected during many resilience assessment processes including: data, information and knowledge on:

- farm & off farm activities,
- Access to markets
- Access to finance and services (availability and access to banking and other forms of financial services from township level financial institutions; project based financial services (of donors, etc.)
- Education and literacy rates
- Accessibility to health care services and facilities for common diseases, health care services and facilities;
- Access to safe drinking water from various sources, availability of drinking water:
- Transport infrastructure; access and quality

Various tool and instrument used for gathering the data and information are also found to be similar to those used in disaster and Climate change vulnerability processes including Village mapping, Seasonal calendar Institutional and organisational assessment, Stakeholder Venn diagram etc.

It was found that the process does include some risk information on the participatory process during a vulnerability Assessment comprising of:

- Food Security status of poor and very poor households
- Indebtedness of poorer households
- Vulnerability of specific people such as elder person who are above 60 years old without family care, disable person without social and family care, women head households with large family size and poor
- Type of risk exposure.

However the risk assessment process was not comprehensive in terms of specific tools and templates to look deeper into potential risks from climate change, disasters or other shocks and stresses including

---

<sup>20</sup> Manual for Formulation of a Village Development Plan in Myanmar ( Version 3, 27 October 2015), Ministry of Livestock, Fisheries and Rural Development, Department of Rural Development, Republic of the Union of Myanmar

conflict, environmental change etc. There is significant opportunity to expand the risk assessment and vulnerability components.

### 3.8. Non-Government Initiatives

Participatory village development planning has been initiated by different development organizations in Myanmar since 1995. Following Cyclone Nargis, a number of organizations have implemented village development projects following different approaches. These models have not been successful in being taken to scale to cover villages across the country. Several government department and also international development organization (UN, WB, INGO) have carried out some forms of village planning using participatory approaches and models including participatory tools to mobilize and empower village communities. They typically focus on building resilience through capacity building, awareness raising and mainstreaming across multiple sectors. Some of these programmes include:

- **DFID** have supported the development of Myanmar Action Plan for DRR (MAPDRR) and are currently providing funding to the **BRACED Myanmar Alliance program**. Programmes are implemented by 6 partner organizations coordinated by Plan International Myanmar undertaking multi shock resilience assessments across 155 villages in 8 townships. BRACED is also looking to support risk informed planning at township and national level through better access to climate and weather information and capacity support to relevant institutions to be more responsive and active in community resilience planning. Evidence and learnings support advocacy efforts to a number of policies and strategies.
- **IFRC** is supporting Myanmar Red Cross Society (MRCS) for Development of Community Disaster Risk Reduction (DRR) Action Plan in 170 Villages. The IFRC follow a participatory risk and vulnerability assessment.
- **The Myanmar Climate Change Alliance (MCCA)** program has been designed to strengthen capacity in Government, private sector and civil society actors and to facilitate the Government in the preparation of a national strategy for climate change that will result in sectoral strategies and actions to address climate change. It also supports the development of appropriate institutional structures within Myanmar to implement climate change projects and programmes. The overall objective on MCCA is to mainstream climate change into the Myanmar policy development and reform agenda.
- **Myanmar Consortium for community resilience (MCCR)** is an ActionAid-led multi-agency consortium working on DRR in Myanmar. It consists of six agencies who work to increase the safety and resilience of coastal and urban communities through Disaster Risk Reduction (DRR) efforts through Inclusive community-based Disaster Risk Reduction (DRR), Strengthening of institutional mechanisms for disaster management, City level hazard mapping and earthquake risk assessments, Small-scale disaster mitigation activities at community level and in schools, Information, education and communication, Advocacy and linkages with the national DRR Working Group, Union Government of Myanmar and other key stakeholders.
- **Myanmar Flood and Landslides Emergency Recovery Project** was designed to support resilient rehabilitation and reconstruction of infrastructure in disaster-affected areas using principles of building back better to avoid recreation of vulnerabilities that contributed to the floods and

landslides. Critical infrastructure will be rebuilt to a higher standard to reduce the risk of their destruction from future events. The project will rebuild public and community infrastructure, including roads and bridges that have been damaged or destroyed by the floods and landslides, using labor-intensive approaches to create employment and income generation opportunities for the affected communities.

- Under Component 1: *(Climate resilience)* the project will finance elevating flood prone road sections, drainage improvement, slope stabilization, landslide protection, and bio-engineering techniques.
- Under Component 2: *(Climate resilience)* A build-back-better approach will be taken, with sound engineering designs, sufficient drainage, and greening approaches applied to enhance the resilience.
- Under Component 3: *(Emergency Response)* the project will support the recovery of the agriculture, fisheries and livestock sectors through essential goods for farm households from disaster-affected Regions and States, including storage and construction materials, vehicles, medicine, small industrial machinery, seeds, animal feed, and fuel products.

### **3.9. Institutional Arrangements for development planning**

Different departments and institutions are mandated for preparation, review and approve developments at different levels some of which are highlighted in the table below.

*Table 5: institutional responsibilities for development planning*

Department	Roles and responsibilities
Department of Rural Development (DRD)	<p>Department of Rural Development (DRD), Ministry of Agriculture, Livestock and Irrigation managed most of the development funds and involve in planning process including decision-making; links to budgeting; coordination; accountability and capacity challenges. LDFs are an intergovernmental fiscal transfer, which provide development funding directly to local government and communities. LDFs typically fund small-scale infrastructure projects such as small bridges and connecting roads between villages. Drainage and irrigation projects are also common. DRD also implements many emergency recovery projects trough out the country. DRD is one of the potential agency to support and introduce risk informed planning and mainstream disaster and climate risk informed decentralized planning in Myanmar.</p>
The Relief and Resettlement Department (RRD)	<p>RRD has endorsed the Risk Assessment Roadmap prepared with technical assistance from Asian Disaster Preparedness Center<sup>21</sup>. The Roadmap outlines a step-by-step, structured process for risk identification and assessment. It identifies the expertise, capabilities, resources, and means of coordination that will be required to ensure an efficient implementation of the Roadmap. “The Roadmap aims to increase the country’s capacity to make risk-informed decisions and implement resilient development plans at various levels of governance.” The roadmap needs to be linked with mainstream development planning process for effective uses of resources and more productive outcome.</p>
Department of Meteorology and Hydrology (DMH)	<p>Disaster risk reduction requires a better understanding of risks from multi-hazards. Skills and capacities to interpret and integrate risk understanding and projections into decision-making requires open exchange and dissemination of easily accessible, up-to-date, comprehensible, non-sensitive<sup>22</sup> risk information, complemented by science-based data.</p> <p>Department of Meteorology and Hydrology (DMH) is the mandated agency of the government to generate risk information. DMH generates a range of weather and climate-related data and information. For efficient planning and preparedness programmes access to real-time reliable data is required.</p>

<sup>21</sup> <http://www.adpc.net/igo/contents/Media/media-news.asp?pid=936>

<sup>22</sup> This refers to information that is already a matter of public record or knowledge. With regard to government and private organizations, access to or release of such information may be requested by any member of the public, or organization. The accessibility of government-held public records is an important part of government transparency, accountability to its citizens, and the values of democracy.

	<p>DMH generates data and presents it in a number formats including:</p> <ul style="list-style-type: none"> <li>• Daily Weather Forecasts,</li> <li>• 10 days forecast;</li> <li>• Monthly weather forecast;</li> <li>• Monthly water level forecast;</li> <li>• Monsoon weather forecast - early / mid / late and winter monsoon</li> <li>• Water level forecast</li> <li>• Special weather bulletin,</li> <li>• Early warnings,</li> <li>• Seasonal prediction of flood,</li> <li>• Water level, cyclone, storm surge, heavy rainfall.</li> </ul> <p>This information is disseminated via radio, TV, fax and mobile, newspapers. This information is important for long term planning in projects and sectoral activities sensitive to climate variations and changes (e.g. agriculture). More scientific data and information is required for risk informed planning.</p> <p>According to the discussion with the village level committees and line departments risk information is not consistently being accessed by intended recipients at the village and township level. It seems that the required risk data are not available and are not being properly analyzed due to lack of skills to interpret. Long term planning decisions must be based on these scientific data and require additional skills to interpret and translate into decisions.</p>
<p>Environmental Conservation Department (ECD)</p>	<p>The Environmental Conservation Department, is responsible for implementing National Environmental Policy, strategy, framework, planning and action plan for the integration of environmental consideration into the national sustainable development process. It also manages natural resources conservation and sustainable utilisation, the pollution control on water, air and land for the sustainable environment. And also to co-operate with other government organisations, civil society, private sectors and international organisations concerning with environmental management. So it is one of the potential agency to support risk informed local level planning to preparation of policies and technical guidance for risk assessment, risk analysis, risk reduction and mitigation.</p>

National Planning Commission	<p>According to the Myanmar Government's Order<sup>23</sup>, Planning Commission has been established at National Level aimed to improve socio-economic condition of the citizen through supervision of government and private cooperative activities; to assess and decide feasibilities of projects and programmes; to protect inefficient utilization of government fund in the implementation of the projects and program. The Commission is responsible for (i) Guiding integrated development programming (ii) guiding financing options for development planning.</p>
Regional and State level Planning Commission	<p>The Region/State Planning Commission – chaired by Chief Minister of Region/ State was formed to assess and approve development programmes<sup>24</sup>, The Secretary of Region/State Government is a secretary of the commission and Ministers for respective ministries are members.</p> <p>Responsibilities of the commission are (i) check and approve local development plan if those are in line with government policy; (ii) assess and approve project that need to be planned into short, medium and long term development plan; (iii) assess and endorse the projects that are implemented with foreign investment if those are in line with government policy; (iv) review the projects that are contributing to socio-economic development of region/state; (v) Guide development stakeholder agencies for effective planning and resource utilization and etc.</p>

### 3.10. Disaster Management, Climate Change & Resilience Framework

Disaster risk management, climate change adaptation and resilience are national priorities in Myanmar. For disaster management and climate change adaptation in Myanmar, legal and institutional frameworks that have been developed include:

*Table 6 National laws and frameworks relevant to Climate change, DRR and resilience*

<sup>23</sup> Myanmar Government's Order no 11- 2016 issued by President's Office, Republic of Unions of Myanmar

<sup>24</sup> Myanmar Government's Order, 12- 2016 issued by President's Office, Republic of Unions of Myanmar

Relevant Framework or strategy	policy or Description
Myanmar Disaster Management Law (DM Law, 2013)	Myanmar Disaster Management Law was developed by the Relief and Resettlement Department (RRD), under the Ministry of Social Welfare, Relief and Resettlement (MSWRR). The Law has been approved by the Union Government and distributed to all the respective authorities to properly establish frameworks for DRM activities nationwide. DM laws define the priorities, institutional mandates and other aspects of a national DRM system.
The Myanmar Action Plan for Disaster Risk Reduction (MAPDRR)	<p>MAPDRR-2009-2015 describes the institutional framework for disaster preparedness in Myanmar. The overall goal of the action plan is to “make Myanmar safer and more resilient against natural hazards, thus protecting lives, livelihood and developmental gains<sup>25</sup>”. Specifically, Component 2 of MAPDRR requires the conduct of Hazard, Vulnerability and Risk Assessment, on which the effective implementation of the other seven components will be based. This component further underlines the importance of conducting vulnerability and risk assessment at various levels and generating the following risk assessment outputs: (i) Hazard and vulnerability atlas of Myanmar (ii) Landslide hazard zonation map (iii) Flood risk map (iv). Drought prone area map (v) Cyclone and storm surge map (vi) Seismic zonation map (vii) Wider usage of fire hazard zonation map.</p> <p>Disaster Management project stocktaking findings<sup>26</sup> indicates that total, 88 projects have been profiled, of which 49 are ongoing projects and remaining 39 projects are completed. The past and ongoing projects have been categorized into 7 themes and an overview of theme-wise projects is at Table 4.</p>
Myanmar National Framework for Community Disaster Resilience	The framework (Draft for Consultation, June 2016) intends to propose coherent approaches for pursuing disaster resilience at the community level, which includes engagement of communities in identifying the selection of risk reduction activities, adopting a risk-informed basis for decision making, and strengthening risk governance through improved institutional arrangements across sectors. The framework also identifies within different sectors and themes the opportunities for taking actions that would contribute to strengthening community disaster resilience <sup>27</sup> .
Myanmar Climate Change Strategy and Action Plan (MCCSAP)	MCCSAP presents a roadmap to guide Myanmar’s strategic response to address climate related risk and opportunities over the next 15 years and beyond. The strategy and action plan aims to support key actors <sup>28</sup> in their decision making at



	the national and local level to response to the challenges and opportunities associated with climate change
Myanmar's Climate-Smart Agriculture (CSA) Strategy	Myanmar's Climate-Smart Agriculture (CSA) Strategy is a roadmap to resilience and sustainability has been prepared as a follow up on the commitment <sup>29</sup> of the government at the 24th ASEAN Summit in May 2014. CSA focuses on three pillars in tackling climate change: food security, adaptation, and mitigation.
National Disaster Preparedness Central Committee	National Disaster Preparedness Management Central Committee is the highest body overseeing disaster management and is chaired by the Vice President. There is a National Disaster Preparedness Management Working Committee under the Central Committee with eleven sub-committees. Likewise, State and Regional level Natural Disaster Management Committees have been formed, along with District, Township and Village Tract Disaster Management Committees, which aim to carry out effective disaster management activities at their respective scales. According to the views of the RRD director, these committees are functional.
DRR Working Group Strategic Framework 2013-2018	<p>The DRR WG network of agencies with a high level of commitment, broad participation, and strong engagement with government line departments, including the Relief and Resettlement Department. 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. The work plan has been revised and adapted annually by the working group's members.</p> <p>The DRR WG has evolved significantly in recent years, from a sharing platform mainly focused on community based DRR programming to a network working on</p>

<sup>25</sup> The Myanmar Action Plan for Disaster Risk Reduction 2009-2015, notes that climate change is likely to increase the incidence of floods and droughts (in both the coastal and dry zones of the country), as well as the intensity of windstorms in Myanmar, and that disaster risk planning must therefore take these factors into account.

<sup>26</sup> The Myanmar Action Plan for Disaster Risk Reduction (MAPDRR) 2009-2015, Page 7

<sup>27</sup> According to the Myanmar National Framework for Community Disaster Resilience, the entry points in different sectors and themes will differ and range from planning processes, local funding mechanisms, large-scale government investments, and other governance aspects including strengthening coordination and enhancing capacity at all levels. Over time, more entry points may emerge where appetite and opportunity for strengthening community disaster resilience converge. In reality, the whole of government, partners, and communities have a role to play in strengthening resilience to disasters and climate change.

<sup>28</sup> Public and private sector, donors, civil society actors, vulnerable households and communities

<sup>29</sup> During the 24th ASEAN Summit in May 2014, Myanmar committed to apply CSA to contribute to regional food security and environmental protection.

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. Successful pockets of joint work such as the Disaster Management Course or the Disaster Management Law regulations also acted as an eye-opener for the DRR WG, testifying to the potential to harness its collective power for a greater impact on DRR.

This Strategic Framework will guide the collective efforts of the DRR WG over the next five years. The Strategic Framework focuses on activities that will be conducted by the DRR WG as a whole, building on the collective voice and combined expertise and resources of this diverse mix of agencies. The document does not intend to prescribe or encompass the work of each and every member of the DRR WG. This explains why the emphasis of the Strategic Plan is mostly at Union level (though regional DRR WG's are also emerging including in Mon state and Rakhine), with a clear priority given to policy work and institutional strengthening. This Strategic Framework will guide the collective efforts of the DRR WG over the next five years.

Table 7: Overview of Past and Present DRR projects in Myanmar, Source: MAPDRR

S/N	Theme	Lead Agency			Status of Project		Total Projects
		Govt	UN Agencies	INGOs/ NGOs/ PA*	Completed	On-going	
1	Policy, Institutional arrangements and further institutional development	8	1	2	7	4	11
2	Hazard, vulnerability and risk assessment	2	2	4	4	4	8
3	Multi- hazard Early Warning Systems	9	2	2	8	5	13
4	Preparedness and Response Programs at National, State/ Division & Township levels	8	-	6	6	8	14
5	Mainstreaming of Disaster Risk Reduction into Development and Mitigation	7	2	9	7	11	18
6	Community based Disaster Preparedness and Risk Reduction	-	1	7	2	6	8
7	Public Awareness, Education and Training	9	2	5	5	11	16
<b>TOTAL</b>		<b>43</b>	<b>10</b>	<b>35</b>	<b>39</b>	<b>49</b>	<b>88</b>

### 3.10.1. **Committees for Disaster Management**

Committees are constituted at National, State/ Regional, Township and Village level. Township Disaster Management Committee (TDMC) is the main body for disaster risk management and there are 10 sub-committees constituted for effective execution of disaster risk management activities including DRR and DM activities based on needs according to the local context and situation of the Township. There are 10 sub committees. These are Information; International Relation; Search and Rescue; Collecting of Preliminary Damages News and Emergency Aids; Confirmation of Damage and Losses; Transport and Route Clearance; Disaster Risk Reduction and Building of Emergency Tents; Health Care; Rehabilitation and Reconstruction; Security Disaster Reduction and Emergency Tents.

## 4. Findings and Analysis

The Previous chapters have provided an overview of existing institutional mechanisms for risk assessments and community development planning including identification of funding mechanisms, and agencies (government and non-government) that are active in community development and risk planning.

This chapter aims to draw together this information and start to identify a roadmap for where to engage to improve risk planning at different levels.

### 4.1. Legal and policy framework for planning

In Myanmar there are laws for prevention of natural disaster and post disaster response operation. According to the legal provision, it is the responsibility of Village Tract Administrator to assist in design and implementation of works relating to rural development and poverty reduction<sup>30</sup>. Section 13 (bb) of the Village Tract and Ward Law 2012 indicates that carrying out the prevention in advance of natural disasters such as fire, water, wind and earth quake and the relief and resettlement work if struck by natural disaster is the responsibility of the Village Tract Administrator (VTA). VTA is also responsible for monitoring development projects; helping with rural development and poverty reduction; and maintaining irrigation works.

The Myanmar Disaster Management Law- 2012 regulates the disaster risk management in the country. This law is predominantly focused on emergency planning and response, however the law seems more focused on response and less in prevention and risk reduction activities. Under the legal provisions there is lots of scope and opportunities to improve actions for managing disaster risk and mainstreaming disaster risk reduction and climate change issues in the formal planning process.

Sectoral legislations and regulations do not yet include disaster risk reduction and climate change planning as mandatory for the sectoral ministries. Legislation would help the acceleration of risk management and resilience through the preparation of sectoral disaster and climate risk-informed planning implementation and monitoring systems.

Government Departments and Ministries as highlighted in the previous chapter are mandated to perform functions and duties to ensure effective and expeditious implementation of disaster risk reduction activities. However, there is a lack of policy that regulates the incorporation of disaster and climate change risks into all development plans prepared by government departments and sectoral ministries. The gaps in legislative and regulatory frameworks can be removed through

---

<sup>30</sup> The 2012 Village Tract and Ward Law provided for the election of Village Tract/Ward Administrators (VT/WA) while retaining the traditional mandate and functions of this position and only a marginal role for the VT/WAs to act as elected representatives of the people in their tracts/wards. This law give the responsibilities of maintaining irrigation canal, embankments, rivers, canals, water-recourses, drainage, well and ponds, mechanized wells, shallow wells dug by way of hand pressing and springs in the ward or village-tract and informing to take action to the relevant of the destructions.

creation of new regulation to introduce risk-informed planning. DRD should work to standardize planning procedures, approvals, and budgetary allocations for resilience related activities. As the government has taken a significant number of initiatives for people-oriented planning process both at the village and township level through various local development funds and donor funded projects a policy guidance to encourage incorporation of risk information in planning processes is essential.

#### **4.2. Standardizations of planning process**

Information regarding climate change and disasters related shocks and stresses, some of which are documented in this study, have been only recently been included in development planning in Myanmar. These issues were highlighted as significant in the aftermath of Cyclone Nargis, which caused colossal damage to critical livelihood assets of poor and rural population in the cyclone-affected areas of the south of Yangon region and a large part of Ayeyarwady region.

After Nargis, many standard DRM interventions were undertaken, including establishing Township Disaster Management Committee and Village Disaster Management Committee, the establishment of search and rescue teams and the development of early warning systems. Various Development funds and INGOs and their local partners are involved in supporting communities in development planning and implementation of the local plan related to disaster risk reduction and some that relate to wider development and livelihoods processes.

A number of NGOs are piloting risk-informed local planning, however, use a wide variety of different tools and approaches. Many projects only cover a small number of villages, and often do not provide sufficient resources for full implementation of community plans. Many of the approaches use very similar process steps and tools, however, are presented in different formats. This can cause confusion among government and external stakeholders that may have to review and identify which tools are the most appropriate.

#### **4.3. Integration of disaster and climate resilience in community development**

A bottom-up village development planning process is being pursued by the Department of Rural Development through various projects. In some projects DRD allows the villagers to identify their needs and articulate their development “vision” through the formulation of a village development plan. These projects also provide grant support to implement one or more priorities identified by the villagers in their plan. But in the project manual, they do not explicitly address or provide tools and frameworks to assess disaster and climate change related risk and vulnerability or encourage the use of scientific climate and weather information and data as a basis for preparation of the plan.

The union government’s rural development-related programmes that have elements of community participation provide a critical opportunity for integration and scaling up resilience programming. As communities are involved in the identification of their problem through various participatory actions and analysis, the community risk assessment regarding disaster and future

risk associated with climate change, environment, conflict and other shocks can be integrated into the planning tools.

#### **4.4. Knowledge and Information Sharing**

At present local communities, are not fully aware of the legal provisions and planning systems (e.g.: National Climate Change Strategy and Action Plan; Disaster Management Action Plan; Disaster Management Act, and Rules; Myanmar's National Adaptation Programme of Action to Climate Change; National Water Policy; Land Use Policy; Myanmar Special Economic Zone Law. The Environmental Impact Assessment Procedure; National Biodiversity Strategy and Action Plan; Needs Assessment for Effective Implementation of the Environmental Conservation Law; Building code etc.). As a result, the communities involved in planning process could not link the plans with the legal provisions.

#### **4.5. Multi-sectoral involvement**

The RRD is mandated to work on disaster risk reduction but they do not have a strong presence in all districts and township, and most of the RRD has focused in disaster response and recovery program and less emphasis on risk reduction activities. RRD is now focusing on developing risk and hazard information, organizing for disaster response and building awareness at the community level.

DRD do have a strong presence at the township level and their township staff are actively engaged in assisting village communities to conduct respective Village Development Plans and are organizing the community-driven implementation of projects under different funds and projects but they are not mandated for mainstreaming DRR and CCA in the formal Planning process. There is a scope of linking both types of the program for harmonized risk-informed plan.

Community-based Disaster Risk Management (CBDRM), Climate Change Adaptation and broader resilience programmes in Myanmar use various techniques and tools for disaster and climate risk assessments and analysis. Whilst there is some good coordination at the national level through the DRR WG, optimal coordination between the development projects and community-based disaster risk management projects at local level and integration of disaster and climate risk in the whole development planning process is yet to be given full attention. There is a need for stronger coordination between the DRR and CC sectors both in terms of project delivery and strategy and policy development.

All sectoral ministries, line departments and community led projects need to be involved in disaster and climate risk-informed planning in Myanmar.

The village development plans developed by DRD include some coverage of climate-related risk and vulnerabilities as it is multi-sectoral in coverage. During preparation of the Village Development Plan, data is collected on problems in the village which include disaster and climate risk related information in the village profile, however the study team did not find the evidence of comprehensive risk and vulnerability analysis in the village development plans. Follow-up work and

support can be done by the mandated institutions like RRD for deeper risk assessment and analysis based on scientific information. Advocacy for inclusion of disaster and climate change risk analysis in the planning tools.

Development planning at the local level currently is significantly dependent on external funding. Often plans are not being implemented due to the shortage of required funding. There is also a lack of resources committed to disaster risk reduction, CCA, and resilience throughout the country. If the disaster, climate risks, and wider risks are assessed properly through the preparation of risk-informed plans and investment are made to construct the disaster and climate-proof infrastructure and to build skills for improving resilience this will significantly contribute to community resilience and ensure more sustainable development activities in communities.

Several risk assessment projects has been under taken in Myanmar and so there is availability of a fair amount of risk data including:

- Seismic hazard assessment of Yangon City, 2015
- Earthquake risk assessment of Pyay City, 2015,
- Earthquake risk assessment of Bago, Taungoo and Sagaing City, 2013, by MGS, MES, MEC and UN-Habitat ;
- Earthquake Risk Assessment of Mandalay, 2012 by ADPC/DMH/ MEC;
- Multi Hazard Risk Assessment of Rakhine State of Myanmar, 2011, UNDP/ ADPC/ MES
- Multi Hazard Risk Assessment of Nargis-affected Area, January 2011, UNDP/ TARU/ INRM/ MSR; - Hazard Profiling of Myanmar, 2009, ADPC;
- Deterministic and Probabilistic Seismic Zoning Map of Myanmar, 2008 and 2012- Myanmar Earthquake Committee and - Flood Hazard Mapping of Lower Chindwin River Basin, 2005, DOH India<sup>31</sup>.

Risk Assessments have also been undertaken at the local level mostly as part of Community-based Disaster Risk Management (CBDRM) and resilience programmes in disaster prone areas, in the delta region during the Nargis Recovery period and Rakhine State after Cyclone Giri. However, CBDRM programmes represent only a little percentage of the local risk assessments which should be done at various levels in the country. As per 3W (who, what, where) information of the Myanmar Information Management Unit (MIMU), 1178 villages/wards (1.65% of all villages/wards in the country) have been covered by CBDRM programmes of different agencies so far<sup>32</sup>.

#### **4.6. Capacity Building**

With the support of DRR Working Group, the RRD conducted disaster management courses in twelve States and Regions to improve local government authorities' capacity to respond to

---

<sup>31</sup> Risk Assessment Roadmap Myanmar, by RRD with support from ADPC and Unicef; [http://www.adpc.net/igo/category/ID937/doc/2015-x1SFw3-ADPC-Myanmar\\_Risk\\_Assessment\\_Roadmap.pdf](http://www.adpc.net/igo/category/ID937/doc/2015-x1SFw3-ADPC-Myanmar_Risk_Assessment_Roadmap.pdf)

<sup>32</sup> 8 [www.themimu.info/3w/index.php](http://www.themimu.info/3w/index.php).

disasters. This is a good initiative to build the knowledge of government officials at all levels, however needs to significantly scaled up. Further work needs to go into ensuring that skills and behaviors are adopted into working practices of local authorities as a result of the training.

DRAFT



## 5. Conclusion

As a result of changes in policy, decentralization of governance structures and sub-national development, local planning processes are gaining momentum in Myanmar. However, a number of barriers still exist that inhibit effective decentralized risk informed planning processes for achieving more tangible and sustainable impact. These include:

- inadequate capacity and resources to understand and implement DRR actions, climate change adaptation,
- Insufficient coordination among a wide range of actors ,
- weak communication between various levels of government and organizations working in this field

A robust advocacy initiative is required for the integration of DRR and climate change in development planning and allocation of dedicated resources.

Based on the findings of this study, it was understood that there are many isolated and standalone projects of sectoral ministries, international organizations and local NGOs which have elements of participatory planning and the first stages of consideration of risk. Development Partners are supporting Myanmar government and communities in the preparation of development plans for addressing their needs and priorities, but they do not follow a common procedure for assessing needs, vulnerability, and socio-economic analysis and as a result, plans vary from one donor or development fund to another.

Communities are also receiving different messages from different organizations. Each entreaty apply their own style of working, though they do have a common vision for community empowerment for sustainable development. This can be a good start up to introduce nationwide disaster and climate risk-informed planning through bringing all actors in a common framework.

The building blocks for more effective risk informed decentralized planning are established:

<p><b>Resource investment:</b> Government, development partners and international agencies are investing resources into local planning and projects to address local development and resilience needs and priority but coverage is small</p> <p>(e.g Rural development funds, MAPDRR, The National Community Driven Development Project (NCDDP), Participatory Village Development Plan (VDP), BRACED, MCCR etc)</p>	<p><b>Risk information:</b> in the form of multi hazard assessments, maps and increasingly climate and weather forecasting data is becoming available</p> <p>( Climate Profiles and projections, Multi hazard risk assessments and community/Township risk assessments)</p>
<p><b>Advocacy Platforms:</b> Platforms including the DRR Committees, DRRWG, MCCA and development partner consortiums and knowledge networks exist and can be leveraged to bring all the expertise to the table to advocate for a common planning procedure and framework &amp; provide technical assistance to develop the capacity of the state and non-state actors in Myanmar</p>	<p><b>Risk assessment participatory tools:</b> Tools and approaches for local level risk assessments and local development planning processes are available and evidence from piloting activities has demonstrated the effectiveness of different tools though coordination between approaches is weak and a more unified or consolidated effort is required to scale up the interventions</p> <p>(BRACED, VDP, ICRA etc)</p>

## 6. Recommendations

Based on the findings of the study, analysis of the data and information the following recommendations have been proposed:

Table 8: Key Recommendations and conclusions of the study

Recommendations		Descriptions
<b>General Recommendations</b>		
<b>Resilience taking:</b>	<b>Activity</b> <b>Stock</b>	<p>A quick stock taking study on who is doing what and where for disaster risk reduction, climate change adaptation and resilience in Myanmar would be a first step. This should be built out of existing efforts already undertaken by the DRRWG Community Based DRR task force and will give a comprehensive picture of risk informed planning in Myanmar. Stocktaking exercises of planning tools, coverage and available resources have already been undertaken under BRACED and MCCR and can be consolidated and expanded.</p> <p>The study can be expanded further to include consultations with communities and private sector to review and discuss relevant laws, policies, framework and action plans of the government related to planning, disaster management, environment, rural development. A compendium on laws and policies regarding local level planning and disaster risk reduction</p>

	<p>programmes can be developed for officials, Planners, practitioners and media. DRRWG would be the ideal partner for this action</p>
<p><b>Inventory of resilience building activities and measures and technical specifications:</b></p>	<p>An inventory of tools and approaches for resilience building including examples of interventions that strengthen community resilience (hard infrastructure and softer capacities skills, assets and resources) could be developed. Technical specifications for resilient technology and infrastructure with guidance for planners and implementers would help to encourage more resilient approaches amongst service provider including private sector companies. Information can be captured from township administration, RRD, DRD and other line departments who prepare their sectoral investment plans identifying appropriate interventions as well as from more targeted resilience programmes initiated by development partners.</p> <p>To facilitate the integration of risk reduction elements in infrastructure facilities, Department of Rural Development, Relief and Resettlement Department, Irrigation Department, Public Works can develop a set of guidelines and technical specifications for various types of resilient infrastructure such as roads, bridges, overhead water tanks, public buildings, etc. can be used for preparation of their sectoral investment plans and programmes.</p>
<p><b>Increased knowledge management and learning from experiences</b></p>	<p>Experienced natural disasters have imparted significant lessons albeit at a very high cost of life and property. If those lessons do not lead to learning and knowledge generation then it is a very heavy cost to bear especially when there is high probability of recurrence of similar scale and types of disasters. Individual projects and wider government development processes must better address key lessons from experience of programming. Learning feedback mechanisms should be developed to inform the development of new projects and programmes. Mechanisms can include wider sharing of disaster impact statistics, studies and reviews, project evaluations and reviews, and establishment of peer to peer learning platforms that encourage formal and informal sharing of experiences.</p> <p>Myanmar can also learn from experience of other countries (example Cyclone Preparedness Programme and Community Risk Assessments in Bangladesh, which builds the capacity of the people and communities to reduce their risk and vulnerabilities and coordinate response from the government.</p>
<p><b>Increased knowledge and awareness of community members, local government and service providers (including private sector):</b></p>	<p>Development partners and experts should assist the government in preparation of a training curriculums, manuals and capacity strengthening courses for different target audiences including local communities, government department staff and for service providers including the private sector who may support provision of resilience services. The risk-informed planning could also be integrated into the training curriculum of government officials in their foundation training.</p>

	<p>Trainings should result in improved knowledge of multiple shocks and stresses, familiarity with tools and approaches for assessing risk and skills to use risk information in decision making and planning. The training sessions should focus in changing mind sets including topics on</p> <ul style="list-style-type: none"> <li>(i) Managing disaster risk and understanding high levels of uncertainty in projections and forecasts including use of scientific information and data for risk assessment, risk analysis and long term impact prediction.</li> <li>(ii) Assessment approaches and tools to support understanding of risk and risk dynamics in relation to social, economic, and environmental aspects of people’s lives and livelihoods</li> <li>(iii) Community actions to reduce risks within the larger context of local development priorities that target communities, households and individuals.</li> </ul> <p>The trainings can build off curriculum development activities already taking place under the DRRWG. The Disaster Management Research and Training Institute could be the lead organization for this training program. DRR training Centre, Contributors may include: RRD, DRD, DMH, ECD, Interested donors, Alliance and Coalitions. Linkages with academic institutions can also be built to strengthen formal training and development of pedagogy for the sector.</p> <p>To increase the technical capacity of Township level government staff (from RRD, DRD, DMH, and ECD) appropriate tools and approaches that will increase assistance to communities in planning and implementation development plan should be introduced. A training programme would need to be phased to cover 305 rural townships and 64,000 villages. The training program can be governed under “Myanmar national framework for community disaster resilience”, instead of dissipating scarce development funds by allocating them to multiple agencies without a cohesive “programme framework”.</p>
<p><b>Improved generation and Consolidation of risk data and hazard information and skills development to translate into actions:</b></p>	<p>Robust scientific data on hazards and risks needs to be generated and translated into usable formats for planners, managers and administrators to make sound risk informed decisions. Specific skills are required to analyze risks and decide upon appropriate counter-measures which requires ready data and information. For example, to understand the full short and long-term implications of floods and to plan accordingly requires the analysis of combined data on meteorology, topography, soil characteristics, vegetation, hydrology, settlements, infrastructure, transportation, population, socio-economics and material resources. This information comes from many different sources and at present it is difficult to access and consolidate in Myanmar.</p>

	<p>Operational meteorologists normally work with graphical representations of data and information. "Charts" are used to display large volumes of observational data and global simulations of the atmosphere. When forecast are developed for communities, it is important to extract pertinent information from these charts and recast them into a structured text and other simple visual presentations. Further capacity strengthening of DMH will improve generation of time and location specific data and facilitate the dissemination of the data and information to the wider population.</p> <p>A more coordinated Information Management System for climate and weather information is additional required to better manage the generation and dissemination of risk information. An information management unit would help coordinate and consolidate data and information. Some platforms already exist including MIMU however for scientific weather and climate information DMH should be the technical agency to generate information and RRD could host the Information Management System. This could be linked to MIMU systems. Further data and information inputs should be provided by projects and programmes that are generating additional data. For example The MCCA's climate change vulnerability assessments provide detailed township level climate projections and spatial data of a number of townships and BRACED community resilience assessments and climate profiles can provide strong local level information on hazards and risks.</p> <p>To maximize effective use of space and satellite information, including geographic information systems (GIS) which are essential for risk-informed planning, complex models and scientific data should be presented in understandable formats including maps. INGOs having expertise in this field should also support the relevant government departments and training institution for their capacity building to better utilize GIS.</p>
<p><b>Improve linkages and coordination between Climate change and Disaster Risk Reduction sectors</b></p>	<p>It is important to move towards a more comprehensive resilience approach that incorporates understanding of a wide variety of shocks and stresses and their impacts.</p> <p>Climate change risk information and skills to translate into decision making must be integrated into training programmes and capacity development activities already being initiated by DRR sector. Officials, planners and contractors /investors should understand the possible impacts of climate change on their project and the linkage with natural disasters. Further engagement with planners, investors and business will support integration of climate and disaster risk information into plans and identification of interventions to mitigate these risks. Climate change issues should also be incorporated into existing training programmes and education curriculums. Government training centre for disaster management, and other professional institutes can be approached to incorporate a training course</p>

	<p>on risk informed planning. DRR working group, MCCA can lead the process of development the training course based on the needs assessment.</p>
<p><b>Increased knowledge and awareness of volunteers/community champions:</b></p>	<p>The Government should increase training of community volunteers, in particular, youth volunteers, from across States and Regions and enable them to support villages during the preparation of the development plan. This is already being initiated under a programme of RRD and a number of other programmes including the Myanmar Red Cross Society.</p> <p>If volunteers are trained on climate change related issues, they will able to transfer their climate risk related knowledge to wider community members to be considered in preparation of local development plans and identification of resilience activities. In projects supported by development partners it is recommended to establish volunteers or community champions who will facilitate and support community planning. These champions should be embedded within communities and provide support beyond a single project activity.</p>
<p><b>Development of Data base of Development Plans and risk inclusive planning processes</b></p>	<p>All completed village plans (or summaries) could be stored in a web based Information Management System as a resource directory for preservation and dissemination to the wider users including <b>Planners, Practitioners, partners and Policymakers</b>. This data base should be user friendly and accessible in all search engines and can be filtered by the type, location, number of beneficiaries, expected benefits, investments and strategy, methodology of implementation, funding sources, available training and resource materials including, manuals, tools, guidelines etc. This database can also be used as a resource depository for the government, INGOs, NGOs working in Myanmar. This would be and useful instrument to introduction, expansion and scaling up the risk informed planning. Findings from other studies like risk and vulnerability assessment, relevant Laws, polices and frameworks, other relevant data</p>
<p><b>Harmonisation of Risk Assessment tools and methodologies:</b></p>	<p>A government led and approved set of guiding principles for risk informed development plans would help define the approaches and tools used by various development partners who would be required to follow those instructions while supporting local planning initiatives. It is recommended that DRD/RRD/GAD and potentially the ECD of MoNREC review the stocktaking exercises recommended above and further collect and review the existing tools and process used by different donor funded community based disaster management and resilience projects. Linkages with rural development planning should be identified and guidance provided to development partners to coordinate tools and approaches. The government could convene a joint meeting supported with development partners to identify the guiding process steps and principles for risk informed development plans based on the lessons learned from past and current projects. Existing frameworks including the BRACED Alliance Myanmar for disaster and climate change risk informed planning in Myanmar can be reviewed and modified to a harmonized national planning tools into a format</p>

for local development plans. The DRRWG<sup>33</sup> can initiate the process as immediate action.

Common process steps should be identified and a set of guiding principles should be developed that all actors undertaking community assessment work need to follow. The flowing process and steps can be refined for developing risk informed planning:

1. Pre- Planning Tasks: Community outreach, sensitization and secondary information review (both scientific and socio-economic). Plans should build off of exiting information and data. Key questions should be set and appropriate tools selected for data collection on hazard exposure and impact identification, vulnerable people and sector identification and capacity assessments. Robust risk information highlighted in recommendation 6.10 should be used for this assessment.
2. Community assessment data collection, analysis and validation: A wide variety of tools can be used for this process including Transact Walk, Focus Group Discussions, Social Mapping, Seasonal Calendar of Hazards and Livelihood Options, Hazard Mapping and Key Informants Interview. Tools should be selected that collect data to answer questions set in step 1. Findings should be validated with community groups and initial activities selected for community development and resilience strengthening
3. Prioritisation of community activities and development of community action plans:  
The community action plan can include a long “wish” list of community development programmes and activities, however, a screening and prioritization exercise will help narrow down what activities will be tackled first. A number of prioritization tools can be used to remove bias in activity selection and encourage inclusion in the process. A clear strategy identifying timelines, budgets and responsibilities should be developed to guide implementation.
4. Resilience action plan implementation and monitoring  
The plan should be widely shared amongst community members to ensure that actions and responsibilities are shared. Submission of the

---

<sup>33</sup> Myanmar Disaster Risk Reduction Working Group with members, including UN agencies, the Red Cross and international and local NGOs have four key areas: (i) strengthening institutions; (ii) community-based disaster preparedness and mitigation; (iii) building knowledge and awareness, and (iv) mainstreaming DRR into development sectors. <http://www.wcdrr.org/sasakawa/nominees/3973>,

	<p>plan to the Village Tract Administrator for onward submission to the Township Administrator for review and approval will encourage integration into formal plans and budgeting processes. There also need to be monitoring mechanisms at community level and by government counterparts to ensure activities are implemented in line with the plans, finances are being utilised appropriately and impact targets are being achieved,</p>
--	--

**Recommendations for Development Partners**

<p><b>Improved coordination and sharing between development partners (Data, Tools and Approaches):</b></p>	<p>The Department of Rural Development is scaling up a strategy for village development planning and community driven implementation through DRD funded by “the World Bank” and “UNOPS”. This could be a strong entry point for more comprehensive risk informed planning to be integrated into village planning. To develop risk assessments the programme should review existing risk informed planning processes developed by INGOs / BRACED Alliance, DRR WG and MCCA. BRACED Alliance risk assessment tools and process for risk informed planning was developed out of a review of many different tools and approaches and is relevant for multiple shocks and stresses. It has further been piloted effectively across a number of townships and villages of Myanmar. These tools and process could be adapted in the preparation of Village Development Plan (VDP) or customized and modified rather than making new investments for developing and introducing new tools and methods. Other tools that look at inclusion of vulnerable groups have been developed by MCCR and can be reviewed to address wider inclusion issues.</p>
--	---

<p><b>Improved coordination and sharing between development partners (Dialogue and cooperation):</b></p>	<p>A key finding and recommendation from this study has highlighted a wide variety of development activities being implemented in the same areas and working with the same government departments on similar projects using different approaches and tools. Without careful coordination this runs a significant risk of duplication, disturbance and burden placed on communities for time and engagement and in some cases conflicting activities being proposed to communities. Key development partners including LIFT, UN Agencies, the BRACED Alliance, MCCR, MCCA need to develop better mechanisms for harmonizing activities and developing coordinated understanding and evidence of best practice in resilience. Further donors supporting different projects should take a lead in coordinating activities, approaches and advocacy messages. It is recommended that a roundtable on resilience is established that brings key actors together to better define and refine understanding of resilience and to offer opportunities for better coordination and cooperation. Components of cooperation should include: research and studies; capacity building;</p>
--	---



	<p>knowledge management; harmonized planning framework development; monitoring and lessons learnt documentation.</p> <p>This group can be developed out of existing networks and working groups including the DRRWG and The MCCA. This should be an issue based group and learning platform that invites external experts and stakeholders from outside the traditional group structures to engage in a wider dialogue to identify linkages and interconnections between sectors.</p>
<p><b>Better coordination on generating evidence and disseminating advocacy messages:</b></p>	<p>An output of the roundtable platform should be documentation of evidence and best practice of risk informed planning and coordinated advocacy messages. These should be used for a coordinated dialogue with the relevant Ministries / Departments for introduction of risk informed planning in policy guidelines.</p>
<p><b>Recommendations for Government Departments</b></p>	
<p><b>Better Linkage between planning levels</b></p>	<p>In Myanmar, Village and Township are the primary level for preparation of development plans. Disaster and climate change risk informed planning should be initiated at various levels through Township Planning and Implementation committees and Village and Ward level planning committees. Development partners, INGOs / NGO and Civil Society organizations jointly can engage in dialogue and advocacy with policy makers of the government at these levels. Village tract administrators should also be consulted and engaged in any village level activities to leverage findings across the village tract and to encourage information sharing between village and township authorities.</p> <p>Prioritizing resilience-building measures and resilient development activities at the community level will require matching between bottom-up planning and top-down programmes. Medium term village development plans and accompanying annual village investment programmes must be coordinated and consolidated with township development plans and budgets to encourage funds from union budget and international donors to be channeled to risk informed development activities based on community needs.</p> <p>In the immediate term, this process can be facilitated by NGO's and civil society working on development projects to create spaces for dialogue between communities and township authorities. It can also be scaled on the back of the village development planning process under DRD. Programmes that develop community skills to develop and submit community proposals to local government will also empower communities to submit needs based plans for be included in formal planning processes</p>
<p><b>Integration of risk information into Township coordination committees</b></p>	<p>Integration of disaster risk consideration into regular local development planning, require institutional coordination &amp; mechanisms at local levels. There are Township Management Committee, Township Planning and Implementation Committee and Township Disaster Risk Management Committee (DRMC). These should work jointly to make the development</p>

	<p>plans disaster and climate risk proof. A framework where the committees can prepare better resilience investment plans and long term intervention will likely require higher level legislative direction.</p>
<p><b>Improved access to Hazard and risk information:</b></p>	<p>There is currently insufficient access for village development committees to scientific information for climate change, weather prediction and future vulnerabilities associated with the climate risk. Those accessible information are also not much reliable. Community plans therefore are lacking sufficient consideration of science for mitigation measures and adaptation techniques. Information from DMH needs to be made available to VDC's. Organizations working with communities should build skills and knowledge on climate and weather science. INGOs and development partners have shown to be effective intermediaries in translation of climate science into decision making and projects such as MCCA can provide capacity building training and technical support on climate data management. MCCA can support the development off the above mentioned information management platform to ensure climate information is integrated and accessible to all relevant stakeholders including government, NGOs, academic institutions and researchers. Different Climate knowledge networks and wider platforms already collect, generate, process, preserve and disseminate disaster and climate related data, however operation of networks should gradually be handed over to relevant government departments such as DMH</p>
<p><b>Develop guidance for risk management into sector and thematic development strategies and programmes:</b></p>	<p>A guidelines or manual for integrating disaster and wider risk reduction and management aimed at future sector and thematic programmes and projects will support mainstreaming risk into national and local processes. DRR Working group can initiate this task in coordination with wider development partners including LIFT, but this will require national consensus and analysis of future programming. Sectoral risk management and risk governance will also contribute towards implementation of Sendai Framework for Disaster Risk Reduction 2015-30.</p> <p>Expansion of coverage of preparation of more bottom-up village development planning in all geographic locations will require more risk informed, area specific risk and vulnerability information to be made available to the communities. More IEC materials needs to be prepared by the relevant department and also simplified version of Myanmar Climate Change and Strategic Action Plan to be published in local language and made available to the communities.</p>
<p><b>Support establishment of Village Development Committees for coordination of risk informed village plans:</b></p>	<p>For preparation of the village level risk informed development plan the Village Development Committee (VDC), should be responsible for coordinating and organising planning, project formulation or development, project implementation, resource mobilization, and monitoring and evaluation of plan, programme and project.</p>

	<p>Formation of a VDC will depend on the existing institutional arrangements in the village for coordinating village development affairs. If an existing organisation is responsible for overall development affairs, it is important to work with this organisation and build on its capacity to ensure it has adequate functions of a VDC (as outlined below). The VDC should take up the following roles:</p> <ul style="list-style-type: none"> <li>○ Develop risk informed village development plan with participation of villagers.</li> <li>○ Facilitation of Pre- Planning Tasks, data collection and analysis ( external support may be required to undertake comprehensive assessments)</li> <li>○ Facilitate activity prioritisation and development of the community action plan</li> <li>○ Submission of the plan to the Village Tract Administrator.</li> <li>○ Facilitate and coordinate formation of management committee for specific village development activities or schemes such as operation of village paddy bank, group based savings and loan scheme, village electrification, village road scheme, etc.</li> <li>○ Mobilise resources (financial and technical) and organise provision of such assistance to the various management committees (of village development schemes).</li> <li>○ Open and operate bank account for managing village development funds.</li> <li>○ Assume responsibility for transparency and accountability of all funds mobilised through villagers’ contribution or from external sources. In this regard, ensure up to date financial record and reporting of receipt and utilisation of fund.</li> <li>○ Coordinate and organise monitoring, assessment and evaluation of village development plan, annual programme and individual project or development scheme.</li> </ul>
<p><b>Assign appropriate line agencies responsibility for risk informed development tasks and activities:</b></p>	<p>In the current rural development planning processes, disaster and climate risk analysis are not a pre-condition of project approval for by DRD and Township Planning and Implementation Committee. There needs to be further clarification of mandates and roles in the planning process where DRD is currently responsible for preparation of community sectoral project planning and RRD is the mandated organization for disaster risk management. It is recommended that DRD is given responsibility for introduction of risk informed planning in its existing planning procedure.</p>
<p><b>Further engagement of the private sector</b></p>	<p>Develop partnership with private sector organizations to introduce the concept of risk-informed decentralize planning for better resilience.</p>

## 7. Way forward

### 7.1. Implementation Entry Points

This study has found that 3 types of planning approaches exist in Myanmar; Projects of Government / Local Government, Sectoral Department investment programmes and Community based development / support programmes implemented by various agencies. There are some synergies among the three approaches; however, evidence does not show that they apply proper risk and vulnerability assessment and risk analysis during the preparation of the project plans. There are, however, many small localized initiatives incorporating risk information into planning processes being implemented through various organisations. Considerable more coordination and collaboration needs to be initiated to allow for more effective risk informed planning and upscaling the current planning processes.

The study recommends a linked approach highlighted in figure 5<sup>34</sup>, where local government tiers coordinate their planning mechanisms so that they feed into one another. Development can be strengthened through clear coordination and collaboration between communities, local governments, sector line departments, the private sector and nongovernmental organizations. Clear mandates and responsibilities need to be assigned and enforced to ensure the results of development investments are resilient to climate change and disasters through a framework for risk-informed planning for all development interventions in Myanmar.

Building greater consensus between government departments and wider civil society and private actors, based on existing knowledge and experience, to improve mutual learning, use existing resources and to scaling up the program for better performance and results.

### 7.2. Replication and Scaling Up

Different I/NGOs developed risk reduction framework, tools and guidelines and being used by their own project and programmes without a policy on how to scale up the successful programmes though out the country. Development partners can support RRD, DRD and GAD for development

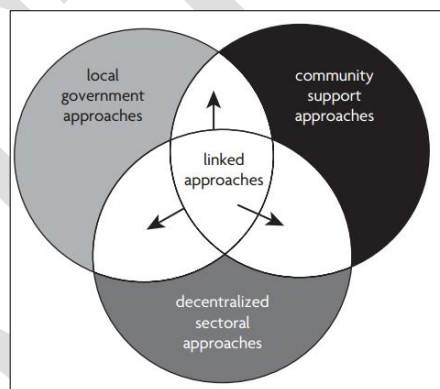


Figure 7: Linked Approach,

---

<sup>34</sup>. Helling, Serrano and Warren 2005

a model for risk assessment and in capacity strengthening for government departments and communities on the use of risk assessment tools in project planning.

However the government must assume the leadership role for countrywide coverage of the risk-informed planning process using participatory tools and methods. It should be acknowledged that to reach the more than 63,000 villages in Myanmar this could be a slow process. Development partners can support government to take a national initiative to:

- (i) Develop a national approach or model by leveraging in country and international experience and then
- (ii) Pilot test the national model in limited geographic area and
- (iii) Roll out an organized approach to carry out the risk-informed planning process on a countrywide scale based on the results of the pilot initiatives.

BRACED Alliance, MCCA, DRRWG, other INGOs / various forums and Alliance can take part in scaling up programmes and also integrate risk considerations in their regular programmes with stronger coordination and leadership from government departments.

Throughout the planning process, rapidly changing contexts need to be acknowledged. Communities are no longer static bodies and increasing migration, reliance on remittances and significantly changing livelihoods patterns from farming to off farm livelihoods are changing community dynamics and patterns. This calls for a thorough re-analysis and understanding of interlinkages and connections between geographies. Community development plans of the future will require a much better understanding of changing socio economic conditions and development requirements. Whilst not addressed specifically in this report this is a key recommendation for future study.

## 8. References

Action Aid; Village Book: Community led planning and development processes, Available at [http://actionaid.org/sites/files/actionaid/village\\_book\\_training\\_manual\\_english\\_0.pdf](http://actionaid.org/sites/files/actionaid/village_book_training_manual_english_0.pdf)

Action Aid (2015) Village Development Planning – Myanmar “Rationale and Strategic Approach for a National Model for Participatory Village Development Planning in Myanmar” Paper presented at a workshop on VDP in Myanmar 09 June 2015, Available at <http://www.lift-fund.org/sites/lift-fund.org/files/uploads/Events/VDP%20Workshop-%20Rationale%20by%20Dr%20Zar%20Ni%20Minn.pdf>

ADB (2016), ADB’s Involvement in Strengthening Disaster Resilience in Myanmar, Consultation Workshop with civil Society Organizations, 4 July 2016

ADB, Mekong Biz, Australian Government (2016) Myanmar Indicative Private Sector Development Framework and Action Plan, with support from, Accessed at [http://www.dica.gov.mm/sites/dica.gov.mm/files/document-files/psd\\_framework\\_final\\_01\\_apr\\_english.pdf](http://www.dica.gov.mm/sites/dica.gov.mm/files/document-files/psd_framework_final_01_apr_english.pdf)

ADPC et al, Myanmar Community Based Disaster Risk Management (CBDRM) Manual, Available at [http://www.adpc.net/v2007/IKM/ONLINE%20DOCUMENTS/downloads/2009/CBDRM\\_eng.pdf](http://www.adpc.net/v2007/IKM/ONLINE%20DOCUMENTS/downloads/2009/CBDRM_eng.pdf)

ADPC, (2009), Institutional Framework for Disaster Management in Myanmar, Available at [http://www.preventionweb.net/files/14637\\_14637Binding1.pdf](http://www.preventionweb.net/files/14637_14637Binding1.pdf)

ADPC and UNICEF (2015) Risk Assessment Roadmap Myanmar, by RRD with support from; [http://www.adpc.net/igo/category/ID937/doc/2015-x1SFw3-ADPC-Myanmar\\_Risk\\_Assessment\\_Roadmap.pdf](http://www.adpc.net/igo/category/ID937/doc/2015-x1SFw3-ADPC-Myanmar_Risk_Assessment_Roadmap.pdf)

The Asia Foundation (2014) Administrating the state in Myanmar, an overview of the General administration Department <https://asiafoundation.org/resources/pdfs/GADEnglish.pdf>

BRACED Myanmar Alliance (2015) Community Resilience Assessment and Action Handbook, Accessed at <http://www.braced.org/contentAsset/raw-data/127f0e24-a44a-4468-abca-96db853f6558/attachmentFile>

Department of Meteorology and Hydrology, Ministry of Transport of Union of the Republic of Myanmar, (2012), Myanmar’s National Adaptation Programme of Action (NAPA) to Climate Change, Available at <http://unfccc.int/resource/docs/napa/mmr01.pdf>

Dr Zar Ni Minn, (2015) Village Development Planning – Myanmar “Rationale and Strategic Approach for a National Model for Participatory Village Development Planning in Myanmar” <http://www.lift-fund.org/sites/lift-fund.org/files/uploads/Events/VDP%20Workshop-%20Rationale%20by%20Dr%20Zar%20Ni%20Minn.pdf>

European Union Development (2014) Cooperation Instrument, Multiannual Indicative Programme (2014-2020) Myanmar, [https://eeas.europa.eu/delegations/myanmar/documents/eu\\_myanmar/eu-multi-annual-indicative-programme-2014-2020\\_en.pdf](https://eeas.europa.eu/delegations/myanmar/documents/eu_myanmar/eu-multi-annual-indicative-programme-2014-2020_en.pdf)

Global Climate Risk Index (2015) Briefing Paper, Who Suffers Most from Extreme Weather Events? Weather-related Loss Events in 2013 and 1994 to 2013, <https://germanwatch.org/en/download/10333.pdf>

LIFT (2015) Manual for Formulation of a Village Development Plan in Myanmar (Version 3, 27 October 2015), Ministry of Livestock, Fisheries and Rural Development, Department of Rural Development, Republic of the Union of Myanmar

Ministry of Land Infrastructure, transport and Tourism, Japan; An overview of Spatial policy in Asian and European countries, Ministry of Land, Infrastructure, Transport and Tourism, Japan, Available at [https://www.mlit.go.jp/kokudokeikaku/international/spw/general/myanmar/index\\_e.html](https://www.mlit.go.jp/kokudokeikaku/international/spw/general/myanmar/index_e.html)

Ministry of Livestock Fisheries and Rural Development; Rural Development Strategy for Poverty Reduction, Concept Note (Draft), Available at [http://www.themimu.info/sites/themimu.info/files/documents/Core\\_Doc\\_Rural\\_Development\\_Strategic\\_Framework\\_-\\_5th\\_Draft.pdf](http://www.themimu.info/sites/themimu.info/files/documents/Core_Doc_Rural_Development_Strategic_Framework_-_5th_Draft.pdf)

Ministry of Social Welfare, Relief and Resettlement (2009), The Government of the Union of Myanmar (2009) Myanmar Action Plan for Disaster Risk Reduction 2009-2015, , Accessed at [http://www.preventionweb.net/files/18657\\_myanmaractionplanondisasterriskredu.pdf](http://www.preventionweb.net/files/18657_myanmaractionplanondisasterriskredu.pdf)

Ministry of Social Welfare, Relief and Resettlement (2016) Myanmar National Framework for Community Disaster Resilience, Final Draft for Consultation, June

Anil Kumar Misra (2014) Climate change and challenges of water and food security, International Journal of Sustainable Built Environment, Volume 3, Issue 1, June 2014, Pages 153–165, Available at <http://www.sciencedirect.com/science/article/pii/S221260901400020X>

Hamish Nixon and Cindy Joelene (2014), Fiscal Decentralization in Myanmar: Towards a Roadmap for Reform Available at <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/10026.pdf>

OECD (2015) Policy Challenges in Implementing National Development Plans in Myanmar: Available at <http://www.oecd.org/dev/asia-pacific/Myanmar.pdf> .

OECD Development Centre (2015) This Note is an extract from the Economic Outlook for Southeast Asia, China and India 2015: Strengthening Institutional Capacity, <http://dx.doi.org/10.1787/saoe-2015-en>.

Planning for climate change Coalition (2012) guidance for local authorities, April 2012, Available at [http://www.rtpi.org.uk/media/505555/planning\\_for\\_climate\\_change\\_guidance\\_for\\_local\\_authorities\\_rtpi\\_endorsed\\_1\\_2012.pdf](http://www.rtpi.org.uk/media/505555/planning_for_climate_change_guidance_for_local_authorities_rtpi_endorsed_1_2012.pdf)

Republic of the Union of Myanmar, (2016) Myanmar Flood and Landslides Emergency Recovery Project, Environmental and Social Management Framework (ESMF), Accessed at [http://drdmyanmar.org/DRD\\_documents/233272257.pdf](http://drdmyanmar.org/DRD_documents/233272257.pdf)

Republic of the Union of Myanmar (2014) Myanmar National Social Protection Strategic Plan, Accessed at: <http://www.social-protection.org/gimi/gess/RessourcePDF.action?ressource.ressourceId=50377>

Republic of the Union of Myanmar (2013) Natural Disaster Management Law No. 21, (31st July, 2013), Accessed at [http://www.themimu.info/sites/themimu.info/files/documents/Ref\\_Doc\\_Natural\\_Disaster\\_Management\\_Law\\_31Jul2013.pdf](http://www.themimu.info/sites/themimu.info/files/documents/Ref_Doc_Natural_Disaster_Management_Law_31Jul2013.pdf)

Bart Robertson Cindy Joelene and Lauren Dunn (2015) Local Development Funds in Myanmar, An Initial Review, Accessed at [http://www.actionaid.org/sites/files/actionaid/local\\_development\\_funds\\_in\\_myanmar\\_-\\_an\\_initial\\_review\\_by\\_bart\\_robertson\\_cindy\\_joelene\\_and\\_lauren\\_dunn.pdf](http://www.actionaid.org/sites/files/actionaid/local_development_funds_in_myanmar_-_an_initial_review_by_bart_robertson_cindy_joelene_and_lauren_dunn.pdf)

UN Habitat/UNEP (2016) Myanmar Climate Change Strategy and Action Plan (MCCSAP) 2016-2030, Final Draft, Ministry of Natural Resources and Environmental Conservation, Republic of the Union of Myanmar, version 11, July 2016 Accessed at <http://myanmarccalliance.org/en/mccsap/>

UNDP Myanmar (2015) Local Governance Mapping in Myanmar, Background and Methodology, Available at <http://www.mm.undp.org/content/myanmar/en/home/library/poverty/TheStateofLocalGovernanceChin/mapping-the-state-of-local-governance-in-myanmar--background-and.html>

UNDP Myanmar, Local Governance Mapping, Mapping the State of Local Governance in Myanmar, Background and methodology, Available at [http://reliefweb.int/sites/reliefweb.int/files/resources/UNDP\\_MM\\_%20Local\\_Governance\\_Mapping\\_in\\_Myanmar\\_Background\\_and\\_Methodology.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/UNDP_MM_%20Local_Governance_Mapping_in_Myanmar_Background_and_Methodology.pdf)

UNISDR (2015) Sendai Framework for Disaster Risk Reduction 2015–2030, Available at [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

The World Bank (2010) Local and Community Driven Development, Moving to Scale in Theory and Practice, Accessed at: <https://openknowledge.worldbank.org/bitstream/handle/10986/2418/533000PUB0comm1B1Oficial0Use0Only1.pdf?sequence=1>



## **Annex-1: Terms of Reference**

### **Study on: Building Disaster and Climate Risk Informed Decentralized Local Government Planning in Myanmar**

#### **Background**

Myanmar, the second most vulnerable country to climate extremes globally, is at a moment of unprecedented institutional, economic and social change. Since Cyclone Nargis hit Myanmar in 2008, the country has made significant progress in supporting communities to plan and be better prepared for natural disasters and climate change. Lessons from the field of implementing community disaster risk reduction and resilience planning are highlighting the need for increased harmonization between planning for community development to support rural development and poverty reduction efforts and those looking to strengthen resilience to shocks and stresses that may affect the development pathways of communities.

Myanmar is vulnerable to a variety of different types of natural disasters and climate change impacts including Cyclone, Storm surge, Floods, Landslide, Earthquake, Tsunami, Drought, Fire and Forest Fire<sup>1</sup>. Myanmar National Adaptation Programme of action (NAPA) has also documented observed climate change in Myanmar and highlighted how there is a scientific consensus that impacts will worsen over the coming years. The national development space in Myanmar is in a process of transitioning from a more centralized planning process to decentralized local government planning process, more power is likely to be devolved to sub national institutions and ultimately communities to be able to plan and make decisions about how they should develop. Much of the policy supporting community driven development is being led by the Department for Rural Development (DRD) under the Ministry of Livestock Fisheries and Rural Development (MLFRD). This includes a push for village development planning led by communities. This will be supported by a number of local development funds being made available in the form of constituency, poverty reduction and rural development funds.

At the same time there are a significant number of projects being implemented across Myanmar supporting communities to understand risks from natural disasters and/or climate change and to develop plans that mitigate the risks or support adaptation to changing conditions. It is widely recognized that these project approaches, driven by civil society often lack the sustainability required to enable communities to continue activities after the end of the project lifecycle<sup>6</sup>. This often results in communities abandoning long term plans and forgetting skills and knowledge developed through projects.

DFID is funding an Alliance led by Plan International for a three year grant to implement the Building Resilience and Adaptation to Climate Extremes and Disasters (BRACED) programme in Myanmar. The Alliance is implementing a comprehensive resilience building model which includes a robust M&E framework and a Community Resilience Assessment and Planning Framework across 8 townships of Myanmar. The BRACED Myanmar project has a particular emphasis on building the resilience of women and children to climate extremes.

The BRACED Myanmar Alliance is looking to support local government institutes to incorporate risk into the development planning process and is looking to better understand the formal planning environment and the existing tools and approaches for risk informed planning at local level.

#### **Objective of the Study:**

To assess existing decentralized local government planning procedures in Myanmar and recommend practical steps to strengthen the planning process to make them disaster and climate risks informed.

#### **Key questions to be answered by the study:**

- 1) To what extent to current village level development planning procedures acknowledge risks from climate change and disasters related shocks and stresses?
- 2) What are the connecting points between risk assessments undertaken for climate and disaster projects and community driven development plans?

- 3) Access level of interest, capacity and motivation of government departments and relevant decision makers at sub national and local level to institutionalize climate and disaster risks into formal decentralized planning mechanisms? 4. Recommend practical steps for Myanmar to strengthen local government planning process to make climate and disaster risk informed.

The ECHAM Model of Global Warming Experiment on Climate Changes in Myanmar during 21st century shows that annual, (April, May) temperature of Myanmar will increase throughout the 21st century; At the same time, projected rainfall for the South Western Monsoon period is also expected to increase for Myanmar during 21st Century. Predicted Length of Rainy Season will be shorter than Normal (144 Days) during Early 21st Century, Middle 21st Century and End period of 21st Century.

It is expected that this piece of research will highlight the synergies between the different planning processes and map out the key roles and responsibilities for integrating risk into the plans. A series of recommendations are expected to establish a road map for how different government and nongovernment actors can initiate the institutionalization of risk planning into regular development planning.

**Research methodology**

- Review relevant literatures including government policies, procedures and practices
  - Review of secondary literatures both qualitative and quantitative reports from both government and non-government agencies.
  - Mapping the current planning processes and the connecting point between formal planning and project driven risk assessments and plans.
  - Focus Group Discussions at townships/villages.
  - Key Informant Interviews with relevant national and township level government institutions and relevant actors from national/international organization working in Myanmar.
- Key informants will include but not be limited to staff and stakeholders from the following agencies, departments and organizations:

**Government stakeholders:**

- Department of Rural development under the Ministry of Livestock Fisheries and Rural Development. DRD are leading a number of the village development planning processes and rural development funds.
  - The Relief and Resettlement Department under the Ministry of Social Welfare and Relief and Resettlement
  - The environmental conservation department; Ministry of environmental Conservation and Forestry (MoeCAF). MoECAF are leading the development of the National Climate Change Strategy
  - Department of Meteorology and Hydrology
- Local level government departments including the General Administrative Department GAD under Ministry of Home Affairs

**Non-government stakeholders:**

- DRR Working Group Members
- MCCR Secretariat and Members
- Bilateral donors – including DFID, UNDP, UNICEF, FAO, WFP

**Deliverables:**

- Inception report: detail step by step research methodology and clear timeline for the desired outputs
- Draft report: incorporating study methodology, evidence based findings, conclusion and recommendations
- Final report: presented in professional publishable quality standards and format that incorporates study methodology, evidence based findings, conclusion and practical recommendations.

Study Team composition: Study team will consist maximum two persons having following qualifications and experiences: Study Team Leader (International or National)

- Master's degree environment, disaster, social science or relevant discipline
- At least 7 years field experience in policy analysis on environment, climate change and disaster reliance – required.

- Strong experience in analyzing decentralized local government planning procedure and integration of disaster and climate change issues – highly desired.
- Past experience as team leader for similar assignment.
- Experience of working on disaster and climate change policy issues in developing countries with special focus on South Asia or South East Asia context - highly desired.
- Proven research and report writing skills maintaining international standards – required.
- Fluent in English

Note: Team Leader is expected to work in Yangon having visit to Naypyidaw. S/he is not expected to visit field locations.

Study Team Member (National)

- Master's degree environment, disaster, social science or relevant discipline At least 7 years field experience in analyzing decentralized local government policies and planning procedure and integration of disaster and climate change issues – required. Strong experience in policy analysis on environment, climate change and disaster reliance – highly desired.
- Past experience as team member for similar assignment.
- Proven research and report writing skills– required
- First-hand experience of working with government institutions and international agencies in Myanmar on policy research.
- Fluent in English and Myanmar language

Note: Team Member (national) is expected to work in Yangon having visit to Naypyidaw. S/he is also expected visit 2 townships for KII and FGDs

## **Annex-2: Hazard Events in Myanmar 2006- 2016**

**April 2006 (Cyclone Mala):** Cyclone Mala hit the Rakhine state and north of Ayeyarwady delta in April of 2006 and left behind damages worth no less than 6.7 million USD.

**May 2008 (Cyclone Nargis):** The Cyclone Nargis left some 140,000 people dead and missing in the Ayeyarwady delta region and Yangon. An estimated 2.4 million people lost partially or completely, their homes and livelihoods. Cyclone Nargis severely affected the country's agriculture sector with losses equivalent to 80,000 tons and damaging 251,000 tons of stored crops, across 34,000 hectares of cropland.

**October 2010 (Cyclone Giri):** At least 45 people were killed, over 100,000 people became homeless and some 260,000 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.

**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.

**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 and the number of casualties has been estimated to be around 162.

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

**November 2012 (6.8 Earthquake in northern Myanmar) :**At least 17 people were killed and 11 injured, with 1437 houses, 138 schools, 391 pagodas and 200 monasteries damaged due to the earthquake.

**May 2013 (Tropical Storm Mahasen):** Some 120,000 people in Rakhine were evacuated to safer locations in advance of a predictable cyclone with support from the Government. While the storm eventually impacted Bangladesh, the impact on Myanmar was limited.

**June 2015 (Floods and Landslides):** 125 people were killed and some 1.7 million people were temporarily displaced by floods and landslides. Almost all of the displaced people had returned to their villages of origin by the end of September.

**July 2015 ( Cyclone Komen) :** Bringing strong winds and additional heavy rains to the country, which resulted in widespread flooding across 12 of the country's 14 states and regions (Ayeyarwady, Bago, Chin, Kachin, Kayin, Magway, Mandalay, Mon, Rakhine, Sagaing, Shan, Yangon).

**June 2016 (Heavy rain & floods):** 14 deaths, 4 000 homes damaged, 26000 people were affected, several bridges were damaged and traffic disruptions in Katha district.

### Annex-3: List of Respondents Interviewed

UNION LEVEL
<ul style="list-style-type: none"> <li>▪ Director, Planning and International, Department of Rural Development (DRD), Ministry of Livestock Fisheries and Rural Development</li> <li>▪ Director, Communication and Research, Relief and Resettlement Department (RRD), Ministry of Social Welfare and Relief and Resettlement</li> <li>▪ Assistant Director, Department of Environmental Conservation (DEC), Ministry of and Forestry</li> <li>▪ Two Assistant Directors , Department of Meteorology and Hydrology</li> <li>▪ Deputy Director General, Planning Department, Ministry of Planning and Finance</li> <li>▪ Director and three Deputy Directors, Planning Department, Ministry of Planning and Finance</li> </ul>
TOWNSHIP / DISTRICT LEVEL: Labutta
<ul style="list-style-type: none"> <li>▪ Deputy Township Officer, General Administrative Department (GAD),</li> <li>▪ Officer, Department of Rural development (DRD)</li> <li>▪ Township Officer District Officer, Planning Department (PD)</li> <li>▪ Assistant Director, Relief and Resettlement Department (RRD)</li> </ul>
TOWNSHIP / DISTRICT LEVEL Dagon Seik Kan Township of Yangon
<ul style="list-style-type: none"> <li>▪ Chairman of General Administrative Department, (GAD)</li> <li>▪ Deputy Staff Officer of GAD,</li> <li>▪ Officer of Planning Department,</li> <li>▪ Officer of Communication and Public Relation Department</li> <li>▪ Staff Officer of Department of Agriculture, Eastern District, Yangon.</li> </ul>
VILLAGE / VILLAGE TRACT LEVEL
<ul style="list-style-type: none"> <li>▪ Members Village Disaster Management Committee and other groups</li> <li>▪ Members Community Based Organizations</li> <li>▪ Women Self Help Group Members</li> <li>▪ Mambers of Framers Group</li> <li>▪ Selected Community</li> <li>▪ Beneficiaries of BRACED project</li> <li>▪ Members of Village Tract Disaster Management Committee</li> <li>▪ Village Tract Administrator office</li> </ul>
NON GOVERNMENT AGENCIES
<ul style="list-style-type: none"> <li>▪ Pasquale Capizi, MCCA Myanmar Climate Change Alliance (MCCA)</li> <li>▪ Araceli Lloret - Disaster Risk Reduction/Disaster Management Delegate IFRC, Myanmar</li> <li>▪ Maurice Schill, Programme Coordinator, Livelihoods and Food Security Trust Fund, Myanmar</li> <li>▪ Harald Kreuzscher, Programme Officer, Livelihoods and Food Security Trust Fund, Myanmar</li> <li>▪ Shashank Misra DRR programme manager, UN Habitat, Myanmar</li> </ul>

## Annex-4: Checklist for Focus Group Discussion

Objectives of FGD are to collect village level development governance related data and information and knowledge pieces; disaster risk management related data and information and management practices. Expected output of the discussion are (i) development governance system of the village, (ii) knowledge and awareness of the disaster management and (iii) issues of village development process at village level.

Analysis; Tool	Question
<p>Development organisation (development governance)</p> <p>Organisations, institutions and groups are working in or outside the community</p> <p>Institutions and groups which the villagers consider to be important,</p> <p>Development planning system</p> <p>FGD</p>	<p>Which organisations, institutions or groups are working in or outside the village community; and what are their functions?</p> <p>Which institutions and groups do the villagers regard as most important, and why?</p> <p>Who initiated formation or operation of the organisations?</p> <p>How many members (male and female) are there in respective organizations or groups?</p> <p>What are the relationships between different groups in the community? Are there any difficulties and conflict?</p> <p>What are the issues (and their causes) pertaining to decision making in the community?</p> <p>Do the local community involved in identifying the local hazardous, risks and vulnerabilities they face?</p> <p>How the local government plan local development schemes at the local level?</p> <p>Do they involve community and other government departments in risk assessment, prioritization of the development actions and investment decisions?</p> <p>How the local government develop the detailed risk reduction strategy (Prevention/ Mitigation Measures / Preparedness)?</p> <p>What needs to be done to improve organisational systems in the village for risk assessment, prioritization, and investment decisions?</p>
<p>Environment and natural resources management including disaster risk reduction measures</p> <p>Issues and risk tendency</p> <p>Risk management system</p> <p>Tool</p> <p>FGD with village CBOs</p>	<p>What changes noticed by the villagers in:</p> <p>(i)flooding, (ii) rainfall, (iii) drought (monga), (iv) cyclone, (v) tornado, (vi) storms, (vii) river bank erosion and (viii) salinity intrusion in the last few years. The issues could one or more of the following: soil degradation or fertility problem, pest and disease and what mitigation measures are practiced by farmers, waste management, natural disasters such as flood, fire, storm, drought, chilling, livestock disease outbreak, and other similar issues/problems)</p> <p>What is the extent of risk of each of the problems and issues identified; and why?</p> <p>What kind of arrangements in the village to manage disaster risks</p>

## Annex-5: Findings of FGDs on Village Level Planning Process

### FGD 1: Aung Hlaing Village, Thit Pote Village Tract, Pyinsalu Sub-Township, Labutta Township

Research team conducts focus group meeting with representatives of village administrative groups, village disaster management committee and some village elders of Aung Hlaing village and also visit to some HHs on 6 October 2016 to study village development planning methodology and processes and status disaster risks for the village and consideration of the risk in formal village development planning.

#### Findings

- Village Household – 520
- Type of occupation of the village – Fishing is main occupation and there are also grocery shops, paddy growing and some fish brokerage business.
- Fishing cannot carry out well from May to August due to bad weather condition.
- External organizations and projects work for village development
  - UNDP – Recovery Project after Cyclone Nargis
  - Mitta Foundation (LNGO) – Establishment of Mangrove forest
  - ActionAid - DIPECHO project (2012-2015); Building Resilience and Adaptation to Climate Extremes and Disasters (BRACED) programme (existing)
  - Government project – Water pond construction (100 sqft)
- Key Organizations in the village
  - Religious group – religious matter
  - Parents and teacher Association – education
  - Youth group for village development – all round village development
  - Health committee
  - Village Disaster Management Committee
  - Village Administrative person (100 HH head and 10 HH heads)
  - Village head used to lead to communicate with government agencies for village administrative & development
  - Comprehensive village development plan and organization system to undertake holistic village development activities have not been found in the village.

#### Issues

- Strom, Flood, landslide at river bank and lack of safe drinking water are major hazard for the village community.
- Villagers only access cyclone shelter located in Thit Pote village nearby but it is not enough space for village community.
- Saline intrusion into paddy field make paddy yield decrease. Village households used to expense about Myanmar Kyat (MMK) 800 per day per HH for eight months expect rainy season.
- They prepare small schemes considering the disaster and climate risk, under the international donor supported program which are disaster and risk focus organization/ programmes

#### Villagers' recommendations and proposals

- They have needs to support for construction of wide enough cyclone shelter and for raising high of embankment village pond that would be used shelter for animals and people.
- Technical and financial support for establishment of water supply system for drinking water such as rainwater collection tank, testing feasibility of underground water
- Technical support for establishment of some form of village apex body to undertake holistic village development planning and implementation purpose.

- Information and technology regarding services of technical line departments and fund availability.

**FGD 2: Minglar Thaug Tan Village, Thit Pote Village Tract, Pyinsalu Sub-Township, Labutta Township**

Research team conducts focus group meeting with representatives of village administrative groups, village disaster management committee and some village elders of Minglar Thaug Tan village and also visit to some HHs on 6 October 2016 to study village development planning methodology and processes and status disaster risks for the village and consideration of the risk in formal village development planning.

Finding

- Village Household – 200
- Type of occupation of the village – Fishing is the main occupation and others are casual labour and some farmers.
- Fishing cannot carry out well from May to August due to bad weather condition.
- External organizations and projects work for village development
  - UNDP – Recovery Project after Cyclone Nargis
  - Mitta Foundation (LNGO) – Establishment of Mangrove forest
  - ActionAid - DIPECHO project (2012-2015); Building Resilience and Adaptation to Climate Extremes and Disasters (BRACED) programme (existing)
  - E-Cross organization

Key Organizations in the village

- Religious group – religious matter
- Parents and teacher Association – education
- Youth group for village development – all round village development
- Health committee
- Village Disaster Management Committee
- Village Administrative person (100 HH head and 10 HH heads)
- Village head used to lead to communicate with government agencies for village administrative and development matters
- Comprehensive village development plan and organization system to undertake holistic village development activities have not been found in the village.

Issues

- Storm, Flood, difficult access to health are major hazard for the village community.
- Villagers’ access one cyclone shelter located in the village but it is not enough space and facilities for village community.
- Difficult accessibility to technical line departments for services and information,
- They face a lot of program, but those are not well address as there is no funding from the government and external agencies to meet up their needs.
- Access to health service particularly for pregnant women is critical.
- Lack of access to clear information between village and Township levels through village tract administrators.

Villagers’ recommendations and proposals

- Building capacity of Village Administrator’s office particularly organizing information from respective villages and sharing information to respective villages after attending Township meeting properly.
- Financial and Technical support for construction of wide enough cyclone shelter and for raising high of embankment village pond that would be used shelter for animals and people.



- Technical and financial support for establishment of water supply system for drinking water such as rainwater collection tank, testing feasibility of underground water
- Technical support for establishment of some form of village apex body to undertake holistic village development planning and implementation purpose.
- Information and technology regarding services of technical line departments and fund availability.

## **Annex-6: Questionnaires for Interview**

### **Questionnaires for Interview Township level Officers**

- 1) What are the role of respective technical line departments for village/township formal planning and implementation and DRR related planning and implementation?
- 2) Did GAD coordinate the Township Development process? If so, in what specific ways!
- 3) What steps are taken for preparation of development plans at local level? Do they consider local hazards / risk and vulnerability assessed properly?
- 4) How they prioritize their sub projects, what are the specific indicators for schemes / projects / activity selection?
- 5) Planning Department (PD) must have taken the responsibility to do the technical work. In this regard, how did the PD get the sectoral strategies and programmes of the TDP done? Did they obtain written inputs from all departments and Then Township PD collated them and put together in to a TDP? Any appraisals of the inputs from various departments were done under technical leadership of the PD?
- 6) What's there any structured discussion or consultations between Township Management Committee and the following institutions:
  - Public enterprises at the township level
  - NGOs and CSOs
  - Private sector such as representatives of businesses like chamber of commerce
  - Banking institutions including govt. banks like MADB, MEB, etc., private sector banks, Microfinance institutions, donor programmes?
- 7) How did they know the needs of specific villages when village development plans were not yet available? Did they just randomly allocate priorities without a methodical planning and appraisal process?
- 8) What do they think about improving the socioeconomic data set for Township Development Plan (TDP)?
- 9) How do they see integration of township level development perspective so that this can reinforce rural development efforts? For instance, environment management issues are township wide and such issues must be first tackled at the township level. Similarly disaster management issues such as early warning system.
- 10) How does the TDP planning process deal with issues of policy matters. In VDP, there is a section on "macro Policy and Programmatic Dimension of Village Development Issues". Couldn't such a chapter be included in the TDP so that policy feedback can be channeled to the union level through the TDP process? And in this regard, the TDP would incorporate the policy issues addressed in each of the VDPs at their respective township.

### **Questionnaires for Interview at Union level**

- 1) How the sectoral legislation and regulation inserted risk informed local planning? What is the mechanism to implement those provisions? If there is no provisions, then how it can be created?
- 2) What are the role of respective technical line departments for village/township formal planning and implementation and DRR related planning and implementation?
- 3) How the central offices ensure that inputs are provided properly
- 4) Who coordinate the sectoral activity and program planning in integrating whole development planning into a unified disaster management priority at the local Level?

DRAFT

## Annex-7: Summary Findings from the Interview

### Dagon Seik Kan Township, Yangon Region

- There are five villages and sixteen wards under Dagon Seik Kan Township of Yangon region.
- Most of the residents are employed as staff/labor in factories, and different kinds of shops and restaurants in Yangon city and some are agriculture labor.
- Not all line departments are in the Township, for instance, Department of Rural Development, Relief and Resettlement Department, Livestock Department, Agriculture Department and etc are not in the Township. Most Departments are at the District level.
- Township Management Committee (TMC), Township Development Planning and Implementation Committee (TPIC) are key organizations for development of the Township. Even though two committees are in the Township, GAD is key organization to lead development matters of the Township.
- Planning Department (PD) develops five years Township Development Plan under coordination of GAD and consultation with other technical line departments and village tract/ward Administrators. PD mostly collect required information from village tract /ward administrators. But there is no analysis and measures related to disaster risk reduction in five years township development plan. Five years Township Development Plan and Township Disaster Risk Management Plan are in separate.
- GAD and PD rely on Village Tract Administrator and Clerk of Village Tract Administrator's Office for planning and implementation of township development issues.
- Potential hazards are flood from Bago Stream but flood duration is short, some cases of human trafficking and typhoon. But all are not so serious. Informal settlement is an issue for vulnerable to different kinds of risk.
- Priority projects, according to recommendation of respondents are construction/renovation of sluice gate and embankment to prevent saline water intrusion to paddy farms and improvement of roads in the Township, development of small scale enterprise.

## Annex-8: Work Schedule

Dates	Time	Organization/ Person
1-5 October 2016		Desk Review & Submission of Inception Report
6 October 2016	1:00 pm to 3:00 pm	Village representatives of Aung Hlaing village of Labuta Township
	4:00 pm to 5:30 pm	Village representatives of Aung Hlaing village of Labutta Township
7 October 2016	1:30 to 3:00 pm	Deputy officer of GAD, and Head of offices at 'Township and District level.
	3:00 – 4:00 pm	Officer of Department of Metrology and Hydrology, Labutta District
	4:20 to 5:30 pm	Officer of Department of Rural Development, Labutta Township
10 October 2016	9:30 to 10:30 am	Deputy Director of Environmental Conservation Department
	11:00 to 12:00 am	Director of Relief and Resettlement Department, Nay Pyi Taw
	1:00 to 2:00 pm	Department of Metrology and Hydrology Department, Nay Pyi Taw
11 October 2016	9:30 to 10:30 am	Director of Department of Rural Development, Nay Pyi Taw
	11:00 to 12:00 am	Deputy Director General and Directors of Planning Department, Nay Pyi Taw
12 October 2016	11:30 to 12:00 am	Lunch meeting with Pasquale Capizi MCCA
13 October 2016	10:00 – 11:00 am	Araceli Lloret – Disaster Risk Reduction/Disaster Management Delegate IFRC, Myanmar Country Office
	2:00 – 3:00 pm	LIFT team/UNOPS
14 October 2016	2:00 to 3:00 pm	Hashank Misra DRR programme manager, UN-Habitat
21 October 2016	9:30 to 10:30	GAD, Planning Department, Agricultural Department at Dagon Seikkan Township
30 October 2016		Submission of Draft Report
30 November 2016		Submission of Final Report