

**Myanmar Government and Stakeholders
Contributions to Post-2015 Framework for
Disaster Risk Reduction (HFA2)**

**Submitted to
UNISDR**

Introduction

Myanmar is prone to multi-hazards and it is ranked among countries which are vulnerable due to climate change impacts. During the last decade, especially after the country was severely affected by Cyclone Nargis in 2008, the government at national and local levels, the civil society and the communities initiated disaster risk reduction programmes and activities. However, there is still much to be done for building disaster resilience in a systematic and sustainable way as well as to get the participation of the stakeholders including the communities, private sector and development actors. Myanmar undertook reporting on National HFA 1 implementation for 2009-2011, and 2011-2013. The self-assessment report of HFA Progress Monitor notes that the country has been progressed in many areas with mixed results of Score 2 and 3¹ relatively at the same level as many of its peers in the region.

Myanmar is now at the historic turning point due to its on-going political, economic reform process as well as public administration and private sector reforms which embarked since 2010. Accordingly, the investments in different development sectors are increasing. Disaster risk reduction becomes much more important not only for disaster preparedness and emergency response aspects, but for integrating DRR for sustainable development planning and addressing the underlying risk drivers as well as enabling the systems and communities to address long term risk posed by climate change

Recommendation of Key Areas for HFA-2

As a contribution from Myanmar, National Consultation Workshop on Hyogo Framework for Action 2, was organized by Relief and Resettlement Department, co-facilitated by Disaster Risk Reduction working Group Myanmar, on 10 April 2014 in Nay Pyi Taw. The workshop was participated by the national level departments from the development sectors, the representative from sub-national level and city development committees, academic institutions, professional societies, UN agencies, international and local Non-government organizations, Red Cross, media, etc.

For the Post-2015 DRR framework, the different stakeholders² of Myanmar deem that all the seven areas are critical to address disaster resilience, while noting that priorities areas are inter-connected to each other in one or another way. Based on the country's hazard profile, its experience and current capacities and gaps for disaster resilience, Myanmar identifies following (4) priority areas. Further the participants recommended priority area of Women and Gender Equity to be a cross cutting issue to be addressed in all the areas instead as a standalone area.

The key priority areas identified by Myanmar

- 1) Building community resilience – turning vulnerability into resilience
- 2) Sustainable development, climate change and disaster risk reduction integration
- 5) Reducing exposure/underlying risk factors, and key area
- 6) Strengthening risk governance and accountability.

The outputs of the Myanmar HFA2 Consultation are presented in the following session.

1) Building community resilience – turning vulnerability into resilience

Key Question:

1. *What actions are required to build the resilience of communities?*

¹ HFA Score: 2- some progress, but without systematic policy and/or institutional commitment and Scale 3- Institutional commitment attained, but achievements are neither comprehensive nor substantial

Underlying questions:

- a) How to develop a long term and sustainable national strategy for enabling community resilience?
- i. What elements (policies/approaches/actions) have contributed to strengthening community resilience?
 - ii. Promulgation of Disaster Management Law (2013) and Myanmar Action Plan on Disaster Risk Reduction (2012) emphasized strengthening community resilience. Which elements have been effective? What improvements are required? What else needs to be done?
- Myanmar Action Plan on Disaster Risk Reduction (MAPDRR) is developed as a comprehensive framework for building disaster resilience in the country; however, an implementation mechanism is required to effectively implement MAPDRR.
 - There is still a gap to secure participation of the different stakeholders for disaster risk reduction measures
 - Local institutions need to be strengthen to take a lead role in disaster risk management and identify means to scale up CBDRM in the vulnerable communities
 - Community-based Disaster Risk Management (CBDRM) policy needs to be developed to guide implementation of disaster risk management at the local level in harmony with the national institutions and the plans.
 - CBDRM practices and activities could be disseminated to the beneficiaries through IECs in ethnic languages, different media channels. They should be also accessible by the disable people.
- b) What are the instruments for reducing vulnerability and building local resilience? (e.g. social protection, community engagement, access and right to information, CBDRM etc. including disaster preparedness, post-disaster reconstruction)
- i. How have they been used?
- The agencies develop the CBDRM tools which are tailored to be compatible with local context.
- ii. How can they be strengthened?
- Disaster risk reduction knowledge and practices should be introduced the children since their early age. CBDRM should be included in school curriculum and DRR Educationprogramme should be scaled up and sustained.
- c) How can the role of children, youth, women, people with disability and other vulnerable groups be enhanced in resilience building?
- Developing Village Action Plan in CBDRM process should consider all the role of children, youth, women, people with disability and other vulnerable groups; their vulnerability as well as capability. Inclusiveness could be more applicable and addressed at the grass root level. In addition, the development interventions linking with CBDRM measures should address the needs of the vulnerable groups in resilience building
- d) Historically, what have been some of the traditional resilience practices that communities in risk prone areas have adopted, and how can this local indigenous knowledge be better integrated?
- Experience and studies shows that local communities have strong social network and are connected to local civil society organizations. The traditional practices should be analysed and strengthened. The applicable sound practices should be integrated into CBDRM programme.

- e) Who should be responsible for building resilience at the local level?
 - i. Who should they be accountable to?
 - DRR is everyone's business. Each and every stakeholder group, including the government and communities should be accountable to strengthen disaster resilience.
 - The disaster management committees at different levels are responsible to implement disaster risk reduction measures, while ensuring participation of different stakeholders.

2) Sustainable development, climate change and disaster risk reduction integration

Key question:

2) Where, at what level and how has the integration of DRR, climate change and sustainable development proved more efficient and effective?

Underlying questions:

- a) What are the barriers for achieving integration at the national and local levels and how have they been addressed?
 - A national level policy on integration of DRR and CCA in the development sectors is still lacking. A focal department should be identified to oversee and guide all sectors for DRR and CCA mainstreaming.
 - There is lack of clarity among stakeholders on the inter-linkages between DRR and CCA.
- b) What are the instruments available that are/could be used to facilitate integration?
 - The country is in the process of developing National Comprehensive Development Plan. DRR and CCA integration into development sectors could be materialized in the development plans at national and sub-national levels. To address this Ministry of National Planning and Economic Development and the Relief and Resettlement Department with support from ADPC is in the process of developing guidelines and training programme for Mainstreaming DRM and CRM into the planning process.
 - Guidelines on mainstreaming DRR for some selected sectors (health, education, rural housing) are available but need to apply them in implementation of the development projects. The guidelines need to be updated.
 - Myanmar National Building Code and Land use Planning Guidelines formulated by Ministry of Construction aims to facilitate integration
 - Long term capacity building through proposed National Disaster Management Training Center can enhance the knowledge and understanding of stakeholders to facilitate integration at all levels
- c) How can existing instruments be better used or scaled up to facilitate integration?
 - Though the need for mainstreaming DRR and CCA is conceptualized, the specific policy directives, guidelines need to be adopted by the government for better use and scaling up available knowledge and existing instruments.
 - Trans-boundary risks need to be addressed through regional and multi-national cooperation mechanism. The instruments of the countries should be integrated and harmonized to be applicable across the countries.
- d) Who should be responsible for the different aspects of integration?
 - Stakeholders at different levels including policy makers, decision makers, departments, development agencies, civil society organizations, communities, and individuals should be responsible for the different aspects of integration.

5) Reducing exposure/underlying risk factors

Key Question:

How can decision-making be improved to reduce human and economic exposure systematically?

Underlying questions:

- a) How can risk information be strengthened and better used to inform decisions regarding:
 - The disaster loss and damage data of the past disasters could provide useful information for Land use, urban and spatial planning, investment decisions for public and private investment, post disaster reconstruction, and to prepare/improve existing safeguard policies, instruments and practices.
 - Risk assessments should be conducted to identify the vulnerability and disaster risk. The information should be disseminated to the investors, development planning agencies and sector departments.
- c) What are the barriers for incorporating risk into investment plans (public and private)
 - A systematic recording of risk information and data, a system of sharing/ accessing/ dissemination of risk information to the public and private sector are required.
 - The data in different domains should be disaggregated in terms of gender, age, etc.
 - The institutional and human resources capacity needs to be strengthened at different level.
- d) How these barriers can be overcome in currently existing and future development plans (eg. urban development plans)?
 - Capacity building in terms of building up institutional, human resources, equipment and materials will improve the availability of risk information, analysis and interpretation of risk information and application for reducing underlying risk factors at different levels.
 - Policies, laws, guidelines and practices for reducing underlying risk factors should be adopted in different sectors.
 - Private sector participation and application of risk information should be enhanced.
 - A national database on risk information is required.
- e) Who should be responsible for reducing exposure to disasters?
 - The stakeholders in different sectors, policy makers, development planner and implementing departments/agencies at different levels are responsible for reducing exposure to disasters.
 - Community people should also be aware the risk and should incorporate risk reduction measures in their daily community level works.

6) Strengthening risk governance and accountability.

Key Question:

How to strengthen risk governance mechanisms and accountabilities for DRR and resilience building?

Underlying questions:

- a) What are the main gaps in the existing risk governance models/mechanisms at national, local and regional levels for effective DRR, especially at the local level? What are the required measures to fill these gaps?
 - The newly enacted Disaster Management Law provides the framework for Risk Governance in Myanmar and the institutional mechanism for DRR at local level needs to be strengthened.

- The disaster management mechanism should be well functioning for disaster risk reduction at all time, and for oversight of integration of DRR and CCA in development sectors. How about linking with planning mechanism?
 - The cities are growing rapidly and there is no specific disaster management mechanism for the big cities in Myanmar who have different risks and risk contexts.
 - There are only limited numbers of experts on disaster risk management and climate change adaptation in the country.
 - The existing Standing order (2009) should be updated and applied by the ministry and departments. It should also link to the contingency/emergency plans of the non-government agencies and civil society organizations.
- b) How can we define an accountability framework for DRR, what should be the main components for an effective accountability framework be?
- Different stakeholders at different levels should be accountable for disaster risk reduction. The government departments and the communities, the private sector and the stakeholders should be accountable in different components of disaster risk management. There should have clear linkages horizontally and vertically among the roles of the stakeholders in disaster management. Community people should be accountable for prevention, mitigation and participation in disaster and emergency preparedness, response and recovery. The designed officials, departments and agencies should take responsibility and accountability for their specific roles in disaster management, while making sure participation of the relevant stakeholders.
 - In order to have an effective accountability framework, public awareness and education programmes, building the sense of accountability in disaster management through school curriculum, and dialogue with private sector will be required.
 - The specific responsibilities should be laid out and legalized.
 - The fund and other resources should be made available for the designated departments. Development actors to fulfill their responsibility and take accountability.
 - A monitoring and evaluation framework should be developed for disaster risk management/reduction implementation.
 - It should identify the responsible entity for the different components/ plans/ implementation, the targets, indicators and the reporting mechanism.
 - Monitoring and evaluation mechanism should be involved by the multi-stakeholders.

Summary of recommendations are as follows based on selected 4 key areas;

- Institutional arrangement on disaster risk management at national, region/state, district/township, village tract level with specified responsibilities of DRR needs to be strengthened.
- Policy and institutional provisions to enhance community participation in DRR is required.
- Addressing the issues of vulnerable groups should have practical implications at community level.
- Establish disaster risk management fund at national and local level, with clear guidelines and procedures for use of fund, implementation and monitoring, reporting.
- private sector participation in DRR activities and mobilize resources in support of assisting to carry out action plan during preparation period, emergency time, as well include during rehabilitation period.

- A national level policy on integration of DRR and CCA in the development sectors should be in place. A focal department should be identified to oversee and guide all sectors for DRR and CCA mainstreaming.
- Guidelines on mainstreaming DRR for key sectors should be developed /updated. The application of the guidelines should be institutionalized.
- Risk assessment information should be accessible by, disseminated to the development actors, public and private sector, the communities for risk sensitive investment decisions and development planning.
- Risk information should be integrated into regional and global database so that trans-boundary disaster management activities could be based upon it.
- Cross-cutting issues including for gender and for the vulnerable groups should be addressed at the local level intervention. Clear provisions and guidelines should be set.
- Urban sector is growing and there are new risk in urban setting along with increasing extreme weather events and climate change. A specific city disaster management mechanism should be established to address urban risks.
- The government departments and the communities, the private sector and the stakeholders should be accountable in different components of disaster risk management. In order to have an effective accountability framework, public awareness and education programmes, building the sense of accountability in disaster management through school curriculum should be promoted.
- Dialogue with private sector should be promoted for their active involvement and participation.
- A monitoring and evaluation framework should be developed for disaster risk management/reduction implementation. It should identify the responsible entity for the different components/plans/implementation, the targets, indicators and the reporting mechanism.
- Monitoring and evaluation mechanism should be involved by the multi-stakeholders.

Reflections on HFA 1 and any relevant points for HFA 2

- HFA 1 has good impacts in Myanmar especially to conceptualized disaster risk reduction as a national and local priority, and as a development issues. It also has laid down the foundation for building up disaster risk reduction policies and mechanisms in a broader DRR context, beyond emergency preparedness and response. Myanmar was able to implement disaster risk reduction intervention under the HFA framework, and the interventions have considerably increased during the HFA1 Cycle.
- The proposed 7 areas for HFA 2 cover the HFA 1 priorities. There should have more specific means and mechanisms to translate the concept into practice and implementation in HFA2 Cycle.
- A strong monitoring and evaluation mechanism should be included in HFA2, based on the HFA1 experience.
- HFA 2 framework should also consider conflict issues to be addressed, along with DRR and CCA.



Concept Note
National Consultation on Hyogo Framework for Action 2
Venue: Royal Ace Hotel, Nay Pyi Taw
Date: 10.4.2014

Background:

Myanmar is one of the 168 countries that endorsed the Hyogo Framework for Action (HFA) 2005 – 2015: “Building the Resilience of Nations and Communities to Disasters”. Myanmar is also a signatory of “ASEAN Agreement on Disaster Management and Emergency Response” (AADMER) which has entered into force on 24 December 2009. AADMER is also first legally-binding HFA-related instrument in the world, providing a regional comprehensive framework to strengthen preventive, monitoring and mitigation measures to reduce disaster losses while also strengthening cooperation, coordination, technical assistance, and resource mobilization in all aspects of disaster management.

As a signatory to HFA and AADMER, Myanmar has taken some proactive step in implementing the five priority areas of HFA with varying level of progress. Myanmar has been regularly reporting its HFA implementation progress for 2009-2011 (in 2011) and 2011-2013 (in 2012) and the progress so far has been at mixed levels with score of scale 2 (some progress, but without systematic policy and/or institutional commitment) and 3 (Institutional commitment attained, but achievements are neither comprehensive nor substantial), in a scale of 1 to 5, with 1 representing ‘minor’ achievement and 5 indicating ‘comprehensive’ achievement.

The Hyogo Framework for Action (HFA1) will conclude in 2015. In December 2012, UN General Assembly requested UNISDR to review the implementation of HFA over its 10 year term and develop a post 2015 framework for disaster risk reduction (referred to as Hyogo Framework for Action 2 or HFA2).

Hyogo Framework for Action 2 (HFA2) Consultation in Myanmar:

In response, UNISDR through its partners had series of consultation process, at various levels for developing a Post-2015 Framework for Disaster Risk Reduction (HFA2) -Phase I (March 2012- May 2013), and currently Phase II of consultations are undertaken at various levels and stakeholders to have more in depth discussions on broad issues raised in Phase I, and to identify the main elements, principles, targets, indicators, implementation and monitoring mechanisms to inform HFA2 (*refer to box 1 for 7 Areas and Cross cutting Issues*). HFA 2 consultation will take into account HFA1 implementation experience and provides a sound basis for framing HFA2 discussion.

BOX 1: 7 areas and cross cutting issues

1. Building community resilience – turning vulnerability into resilience
2. Sustainable development, climate change and disaster risk reduction integration
3. Local level action
4. Women as a force in resilience building, gender equity in DRR
5. Reducing exposure/underlying risk factors
6. Strengthening risk governance and accountability
7. Incentivizing DRR in the private sector

With following cross cutting issues

- Risk assessment and use of risk information for decision making;
- Strengthening of disaster preparedness;
- Ensuring risk reduction in post-disaster reconstruction as an important element of

resilience building

- Issues of gender and specifically vulnerable groups

It is an opportune time in Myanmar, to undertake consultation with all the relevant stakeholders to document the achievements and learning of the implementation of the Hyogo Framework for Action (HFA1) and to prepare Myanmar contribution for the upcoming IAP Meeting February 22 to 24 Feb. 2014 - Bangkok, Thailand. Subsequently, the IAP will prepare its recommendations “Asia Pacific Inputs to HFA2” which will be endorsed at the Asia Regional Platform for DRR, i.e. Asian Ministerial Conference for Disaster Risk Reduction (6AMCDRR), hosted by the Royal Government of Thailand in June 2014. 6th AMCDRR will be the last inter-governmental meeting before the 3rd World Conference on Disaster Risk Reduction (3WCDDRR) in March 2015, where HFA2 will be adopted.

The objectives of the national consultation on HFA 2:

1. Increase understanding and knowledge of disaster risk and its potential impact on the people of Myanmar and development;
3. Provide the main components for developing the Post-2015 Framework for Disaster Risk Reduction.

Expected Results:

1. An understanding of the impact of increased disaster risk reduction and implementation of the Hyogo Framework for Action in Myanmar;
2. Underlying factors and potential opportunities identified for integrating disaster risk reduction into development overall.
3. National inputs provided for the development of the Post-2015 Framework for Disaster Risk Reduction.

Invitees

- Government Ministries and Departments
- Selected State / Regional Officials
- City Development Committee
- Academic Institutions and Research Institutes
- Professional Societies
- Private Sector
- Disaster Risk Reduction Working Group
- Civil Society Organizations

AGENDA:

NATIONAL CONSULTATION ON HYOGO FRAMEWORK FOR ACTION 2 (HFA 2)		
Venue: Royal Ace Hotel, Nay Pyi Taw, 10.04.2014		
08.30 - 09.00	Registration	
09.00 - 09.10	Welcome Remarks	Relief and Resettlement Department (RRD)
09.10 - 9.40	Objectives and expected outcomes of the National Consultation on HFA 2 HFA Implementation in Myanmar	UNDP (Chair of DRR Working Group - DRRWG)
09.40 - 10.00	Coffee Break	
10.00 - 10.20	<p>Prioritization of Key Areas for HFA 2 Consultation in Myanmar;</p> <ol style="list-style-type: none"> 1. Building community resilience – turning vulnerability into resilience 2. Sustainable development, climate change and disaster risk reduction integration 3. Local level action 4. Women as a force in resilience building, gender equity in DRR 5. Reducing exposure/underlying risk factors 6. Strengthening risk governance and accountability 7. Incentivizing DRR in the private sector <p>With the following cross-cutting areas;</p> <ol style="list-style-type: none"> 1. Risk assessment and use of risk information for decision making; 2. Strengthening of disaster preparedness; 3. Ensuring risk reduction in post-disaster reconstruction as an important element of resilience building 4. Issues of gender and specifically vulnerable groups 	The key areas to be prioritized will be selected by the workshop participants
10.20 - 10.40	Guidance on the key questions for Group Discussion	RRD and DRR WG
10.40 - 12.30	Group Discussion on key areas as identified in Prioritization	Number of group depending on selection of key areas
12.30 – 13.15	Lunch Break	
13.15 – 14.15	Presentation of Group Discussion	Representatives of the groups

14.15 – 15.00	Discussion / Feedback on the Group Discussion	RRD
15.00 - 15.15	Coffee Break	
15.15 - 15.45	Reflections on HFA 1 and any relevant points for HFA 2	Panel Discussion
15.45 – 16.00	Wrapping up Myanmar inputs on HFA 2	DRR WG
16.00 – 16.10	Concluding remarks	RRD

Participant List

SN	Name	Designation	Organization/Ministry
1	U Min Zaw Oo	Planning Officer	Planning Department, Ministry of Environmental Conservation and Forestry
2	U San Win	Staff Officer	Environmental Conservation Department, Ministry of Environmental Conservation and Forestry
3	U Pyae Sone Soe	Deputy Staff Officer	Planning and Statistics Department, Ministry of Environmental Conservation and Forestry
4	Daw Khin Mon Aye	Director	Planning Department
5	U Kyaw Swar Nyunt	Staff-Officer	General Administrative Department
6	Daw Sein Sein Yi	Assistant Director	Department of Meteorology and Hydrology
7	U Nyunt Maung	Assistant Director	Forest Department
8	Dr. Nu Nu Kyi	Deputy Director	Department of Heal
9	Dr. Myint Myint Khing	Associate Professor	Remote Sensing Department, Mandalay Technological University
10	U Oo Than	Assistant Chief Engineer	Yangon City Development Committee (Yangon)
11	U Zaw Min Theik	Assistant Director	Department of Rural Department
12	Mya Seine Aye	Executive Engineer	Public Works
13	U Aung Kyaw Oo	Deputy Director	Relief and Resettlement Department
14	U Aung Kyaw	Assistant Director	Relief and Resettlement Department
15	U Sa Willy Friet	Deputy Director	Relief and Resettlement Department
16	Nobuyuki Ichihara	JICA Expert	Relief and Resettlement Department
17	U Chum Hre	Director	Relief and Resettlement Department
18	U Win Htein Kyaw	Director	Relief and Resettlement Department
19	Nay War Tun	Staff Officer	Department of Social Welfare
20	U Thurein Tun	Assistant Director	Relief and Resettlement Department
21	U Nay Myo Htun	Assistant Director	Relief and Resettlement Department
22	Aung Khine	Deputy Director General	Relief and Resettlement Department

SN	Name	Designation	Organization/Ministry
23	Jaiganesh Murugesan	DRR Specialist	United Nations Human Settlements Programme
24	Aye Zar Myo Han	Project Manager	Plan
25	U Myint Ngwe	Chair	Ashoka Social Dev. Association
26	U Min Swe	Founder	Zewaka Foundation
27	Daw Khin Sandar Tun	Executive Committee member	MWAF
28	U Myat Kyaw Thein	CBDRM Specialist	Community Development Association
29	U Tin Myint	Deputy Director	Planning Department
30	U Tin Win	Training Associate	Asian Disaster Preparedness Center
31	U San Hla	Secretary	Myanmar Professional Social Workers Association
32	U Maung Maung Khin	Director	Myanmar Red Cross Society
33	Aye Thint Thu	Program Associate	United Nations Human Settlements Programme
34	Rahul Paradit	Community Development Associate (DRR)	United Nations Human Settlements Programme
35	Mitsuko Shikada	Project Manager	SEED
36	U Tin Hlaing Oo	Administrative Officer	SEED
37	U Kyaw Than Tun	Chairman	Ratna Mahal org
38	Lal Rem Sanga	Programme Coordinator	Myanmar Enhancement to Empower Tribals
39	Naw Bisha	Programme Officer	Karuna Myanmar Social Services
40	Zar Ni Win Shwe	Programme Officer	Karuna Myanmar Social Services
41	U Jlan Myint	Treasure	Myanmar Health Assistant Association
42	U Than Kyaw Kyaw	Director	Fondation Suisse de Déminage @ Swiss Foundation for Mine Action
43	Pan Thanda Htun	Field Coordination Officer	United Nations Office for the Coordination of Humanitarian Affairs
44	Myat Min Thwe	Programme Coordinator	Asian Disaster Preparedness Center
45	Daw Lat Lat Aye	Team Leader (Environmental Governance and Disaster	United Nation Development Program

SN	Name	Designation	Organization/Ministry
		Resilience)	
46	Daw Khin Ma Ma Gyi	Programme Analyst (DRR)	United Nation Development Program
47	Philippe Wealer	Programme Officer	United Nation Development Program
48	Daw Su Su Set	Assistant Director	Myanmar Radio Television