

Post-Nargis Recovery and Preparedness Plan



A report prepared by the Tripartite Core Group comprised of representatives of the Government of the Union of Myanmar, the Association of Southeast Asian Nations and the United Nations with the support of the Humanitarian and Development Community.



December 2008

FOREWORD

On 2 and 3 May 2008, Cyclone Nargis struck the delta coastal area of Myanmar before moving inland across the Ayeyarwady and southern Yangon Divisions. In the Delta, wind speeds reached 240 km/h, and the southern part of the Delta experienced a 3-4 metre high storm surge. Cyclone Nargis caused extensive loss of life and physical damage: an estimated 84,537 people died, another 53,836 went missing, and 33,754 suffered injuries. One-third of the estimated total population of 7.35 million people in the area impacted by the cyclone suffered severe losses.

To respond to the disaster, the Government worked closely with the international community to provide assistance to the affected families and communities. The Special ASEAN Foreign Ministers' Meeting on 19 May 2008 established the ASEAN Humanitarian Task Force for the Victims of Cyclone Nargis (AHTF). Following a successful ASEAN-UN International Pledging Conference organized with the Government on 25 May 2008 in Yangon, the AHTF decided to form the Tripartite Core Group (TCG) consisting of the Myanmar Government, ASEAN, and the United Nations to coordinate relief efforts.

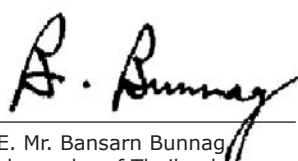
On 31 May 2008, the TCG commissioned a comprehensive assessment of the damage caused by the cyclone. The Post-Nargis Joint Assessment (PONJA), released on 21 July 2008, was based on extensive fieldwork carried out by experts from the Government, ASEAN and the United Nations. The assessment identified not only the damage caused by the cyclone, but also immediate needs which then guided the humanitarian and early recovery response in the following months. Later complemented by follow-up reviews and assessments, the PONJA report established an important baseline of information.

Since the cyclone, the Government and people of Myanmar together with the humanitarian community have made sustained efforts to help the communities of the Delta rebuild their lives. This Post-Nargis Recovery and Preparedness Plan (PONREPP) now outlines a three-year strategy, from 2009 through 2011, for consolidating progress so far and promoting durable recovery in the affected areas.


Identifying overall objectives and specific targets for each of the eight key sectors, this report sets out a framework for assistance from the international community that is complementary to the Government's own reconstruction plans. It is by necessity indicative and the costing tentative, and is likely to be reviewed and updated during its first year. It provides a framework for a smooth transition from emergency relief and early recovery, towards medium and then longer term recovery. The PONREPP proposes a strategy that will be community-based and community-driven, while also strengthening aid coordination, management, and tracking to promote maximum aid effectiveness.

This report has been jointly prepared by the Government of the Union of Myanmar, the United Nations and the ASEAN, with the generous help of the humanitarian community that is working to bring relief and recovery to the victims of cyclone Nargis. The TCG greatly appreciates the contributions from all the partners in this important process.

On behalf of the Tripartite Core Group,


H.E. Mr. Bansarn Bunnag
Ambassador of Thailand
to the Union of Myanmar and
Senior ASEAN Member of the TCG


H.E. U Kyaw Thu
Deputy Foreign Minister
Government of the Union of Myanmar
Chairman of the TCG


Mr. Bishow B. Parajuli
UN Resident/Humanitarian
Coordinator
United Nations in Myanmar
UN Representative in the TCG



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The Tripartite Core Group wishes to express its sincere appreciation to all those who made this Plan possible. Staff from international and local assistance organisations, Government ministries, ASEAN and donor agencies, all formed part of the Working Groups which developed the eight sector strategies that constitute the Post-Nargis Recovery and Preparedness Plan.

Special appreciation is extended to the people of the affected communities, whose experience over the last six months has guided the planning process. It is to the survivors of the cyclone, and paying tribute to their resilience and solidarity, that this document is dedicated.

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PREFACE

The damage caused by Cyclone Nargis in May 2008 was unprecedented in Myanmar. Indeed, the Post-Nargis Joint Assessment (PONJA) found the damage to be on a scale equal to that suffered by Aceh in Indonesia, one of the areas worst affected by the 2004 Indian Ocean tsunami. Cyclone Nargis left almost 140,000 people dead and missing in the Delta. An estimated 2.4 million people lost, partially or completely, their homes, livelihoods and community structures. They have courageously begun to rebuild their lives with the help of local communities, the Government, and the support of the international community.

As immediate humanitarian needs are increasingly met and early recovery is underway, the focus now gradually shifts towards the medium-term recovery and the re-establishment of safe and sustainable lives and livelihoods. The Post-Nargis Recovery and Preparedness Plan (PONREPP) is a response to this progression, outlining an indicative three-year recovery plan which takes a people-centred approach of promoting productive lives, healthy lives, and protected lives. The PONREPP draws on the PONJA, the first Periodic Review of the cyclone-affected communities undertaken in October-November 2008, and the initial findings of the Social Impacts Monitoring study.

The PONREPP proposes a three-year medium-term recovery plan, from January 2009 through December 2011. In so doing, it recognizes the need for a gradual transition from emergency relief and early recovery (the basis of the UN Revised Appeal) toward medium-term recovery. The PONREPP was developed jointly by the international community, the ASEAN, and the Government of the Union of Myanmar, drawing to the greatest extent possible on the views and experiences of affected communities.

The PONREPP is by necessity only indicative. It proposes recovery strategies, and presents outcomes and the outputs that can achieve them across eight sectors, as well as implementation modalities. This gives interested parties an opportunity to consider concrete ways to support the recovery process in the Delta. As support becomes available for identified priority outcomes, many specific activities will need more detailed elaboration and PONREPP suggests processes and structures to this end.

Proposals are made in Chapter VI for an implementation architecture suited for the PONREPP, building on the good experience of the emergency phase but making adjustments so as to better adapt to the emerging recovery phase. The detailed elaboration of several key elements of this architecture will need thorough consultation with the concerned parties in early 2009 before their precise modalities can be formalised.

The close collaboration between the Government and the international community over the past six months has been vital to the relief and early recovery efforts. This document results from that collaboration, having been commissioned by the Tripartite Core Group (TCG) which has guided and facilitated the post-cyclone relief and recovery efforts, as well as promoting complementarity between the Government's reconstruction plan and the PONREPP. The international community has stressed the key role played by TCG and the need for a continued TCG mechanism to promote the successful implementation of PONREPP, which will accompany and support the affected communities of the Delta in the years of recovery that lie ahead.

December 2008

LIST OF ACRONYMS AND ABBREVIATIONS

AHTF	ASEAN Humanitarian Task Force for the Victims of Cyclone Nargis
AIDS	Acquired Immune Deficiency Syndrome
ASEAN	Association of Southeast Asian Nations
CHC	Child Rights Committees
DRR	Disaster Risk Reduction
ECD	Early Childhood Education
HH	Household
HIV	Human Immunodeficiency Virus
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
INGO	International Non-Government Organization
DMH	Department for Meteorology and Hydrology
DSW	Department of Social Welfare
MIMU	Myanmar Information Management Unit
MOE	Ministry of Education
MOH	Ministry of Health
NCEA	National Commission for Environmental Affairs
NDPCC	Natural Disaster Preparedness Central Committee
NGO	Non-Governmental Organization
OCHA	Office of Coordination of Humanitarian Affairs
PONJA	Post-Nargis Joint Assessment
PONREPP	Post-Nargis Recovery and Preparedness Plan
RCC	Recovery Coordination Centre
PDC	Peace and Development Committees
PMU	Programme Management Unit
RF	Recovery Forum
RTF	Recovery Trust Fund
SHG	Self Help Groups
RH	Recovery Hubs
TAG	Technical Advisory Group
TCC	Township Coordination Committee
TCG	Tripartite Core Group
TMO	Township Medical Officer
TIP	Trafficking in Persons
UN	United Nations
WASH	Water, Sanitation and Hygiene
WP	Women's Protection
~	Approximately

EXECUTIVE SUMMARY

The Post-Nargis Recovery and Preparedness Plan (PONREPP) outlines a three-year recovery strategy for the areas affected by Cyclone Nargis, which struck Myanmar on 2-3 May 2008 and resulted in a large loss of life and significant destruction in Myanmar's Ayeyarwady Delta region. The report consists of four parts plus annexes:

- An **overview** (Chapter I) which presents core recovery issues including a review of the national, regional and international humanitarian responses over the six months following Cyclone Nargis, the nature of livelihoods and vulnerabilities in the cyclone-affected area, the strength of community-led recovery efforts, and the sequencing and funding of recovery interventions.
- A presentation of the **Government's recovery plan** (Chapter II), which the PONREPP complements.
- Three chapters (III, IV, and V) which present situational overviews by sector and the PONREPP's proposed sectoral **recovery responses** over the next three years, grouped under the broad themes of **productive lives** (Chapter III), **healthy lives** (Chapter IV), and **protected lives** (Chapter V).
- The proposed **implementation architecture** for PONREPP (Chapter VI), covering strategic and operational coordination, assistance flows and aid tracking, and impact monitoring and transparency.
- An annex which schematically presents - by operational sector - the **principal objectives (or outcomes)**, and outputs and timelines for their achievement, as well as a breakdown of estimated costs.

The **overview** presents the destruction and damage caused by Cyclone Nargis, which severely affected 2.4 million people in the Delta and killed an estimated 140,000. The chapter reviews the causes of the population's vulnerabilities, and the characteristics of vulnerabilities today in order to identify priorities for the recovery effort. These include the rapid re-establishment of adequate livelihoods to reactivate economic life and prevent deeper debt cycles that have begun to affect many farmers, fishermen, labourers and small enterprises. It underlines the importance of cash grants and micro-credit as components of recovery assistance. The chapter also highlights the urgent need to continue the construction of improved household and community shelters, as well as disaster risk reduction initiatives, before the onset of the next cyclone season in May 2009. It discusses important fragilities which could become more evident during 2009, as well as the importance of strong community involvement (i.e. at the village and township level) in identifying recovery priorities and designing and implementing activities. Finally, the overview presents the resource requirements of the recovery programme, in addition to the very considerable national efforts. This results from an identification of overall medium term needs estimated at up to US\$ 800 million, adjusted in the light of likely absorptive capacity limitations within the next three years.

The **Government's reconstruction plan** was issued by the national Natural Disaster Preparedness Central Committee (NDPCC) in August, and is currently being implemented by a range of sectoral ministries. In the aftermath of the cyclone, the Government established Township Coordination Committees (TCCs) across the affected area to coordinate the humanitarian response, and these TCCs are expected to continue their functions in the recovery phase. The proposals made in the PONREPP complement the Government's response, and this chapter presents that response in greater detail, including the distribution of emergency relief material and making available essential productive equipment to restore farming and fishing activities, while initiating major programmes to restore the physical infrastructures of the Delta.

The recovery plan proposed under the PONREPP is grouped into three chapters with a people-centered vision: **productive lives** (Chapter III), **healthy lives** (Chapter IV), and **protected lives** (Chapter V). These chapters address operational programmes across eight sectors: livelihoods,

shelter, education, health, water/sanitation, disaster risk reduction, environment, and protection.¹ Each sector presents a medium-term recovery strategy building on an analysis of the present situation and a discussion of core challenges and the key recovery outcomes sought. Sector-specific implementation modalities are outlined where these are needed in addition to the general approach for PONREPP implementation presented in Chapter VI. There is then a summary of financing needs per outcome, which are presented in greater detail in the annex.

The sectoral plans were developed in October/November 2008 by sectoral working groups that included participation from technical ministries, UN agencies, international and national NGOs, and the donor community. The working groups met over several weeks so as to reach mutual understanding and endorsement. At the end of the process the sectoral drafts were edited for presentation in this document.

Chapter VI presents the proposed **implementation architecture** for the recovery plan, aiming to build on what worked well in the emergency and early recovery phase and taking into account other mechanisms relevant to the recovery effort, including the proposed multi-donor trust fund for livelihoods and food security.² A "Recovery Trust Fund" is proposed to serve as a channel for PONREPP-targeted support to meet identified gaps and thus complement other mechanisms.³ It is important that the Tripartite Core Group (TCG), or a similarly effective mechanism, continue its policy and monitoring role during the recovery phase.

The proposed architecture includes a Recovery Forum (RF) as a deliberative body with wide stakeholder membership, meeting every two or three months. It is intended that its recommendations carry weight. A Recovery Coordination Centre (RCC) will serve both the RF and the TCG as a technical unit for information, data collection, and analysis, streamlining current efforts in these areas and adding further expertise. The RCC will be in close contact with recovery field hubs (RH), building on the hub structure developed during the emergency response to strengthen two-way information flows with the field. In so doing it is likely to be helped by the on-going thematic cluster system. The recovery field hubs would give technical support to the TCCs, to strengthen existing coordination structures in the recovery phase at both townships and village level, while recognising, encouraging and learning from enhanced community level decision-making and implementation. The detailed elaboration of several key elements of this architecture will need thorough consultation with the concerned parties in early 2009 before their precise modalities can be formalised.

The **annex** translates the narrative text of Chapters III-V by presenting Results Frameworks for each sector. These frameworks present the broad outcomes sought in each sector over three years and provide baseline information, both for the situation immediately after the cyclone and the current situation, thus reflecting the progress made. The frameworks outline the outputs needed to achieve the identified outcomes, and timelines for their achievement divided into three periods: the first half of 2009, the second half of 2009, and over the two years 2010-2011, providing cost estimates for each of the three periods.

Each chapter aims to contain enough information to be used on its own at the working level. This means that when the document is read cover-to-cover, certain core ideas may appear in more than one chapter.

The PONREPP is an indicative plan, not a fully-elaborated programme. At this stage the purpose is to give sufficient information - descriptive, analytical, and practical - to allow the international community to consider its ability to respond to the medium-term needs of those who suffered and survived Cyclone Nargis, and to review the activities which such assistance can support. As implementation proceeds, it is likely that the PONREPP will need to be reviewed and updated, initially perhaps early in the fourth quarter of 2009.

1 Food security has been the major part of the emergency response, principally in the form of food aid. However PONREPP, with a medium term perspective, does not consider food security as a separate sector but rather integrates it as part of agricultural recovery within the livelihoods sector.

2 While having a national coverage, this fund will initially focus on supporting recovery in the cyclone-affected area based on the strategy articulated in the PONREPP. Initial contributors to the fund will be the European Commission, the United Kingdom, and Australia.

3 It will be important that PONREPP-related assistance from non-traditional donors in ASEAN and neighbouring countries find appropriate channels within the proposed architecture, including for earmarked contributions. This will also strengthen aid management, coordination and tracking.

Chapter I : Overview



CHAPTER I

OVERVIEW

The Post-Nargis Response and Preparedness Plan (PONREPP) sets out a three year framework to guide recovery efforts following the devastating impact of Cyclone Nargis, which hit Myanmar's Delta region on 2 and 3 May and caused unprecedented destruction, similar to that experienced by the areas worst affected by the 2004 Indian Ocean tsunami. Covering the period from January 2009 through December 2011, the PONREPP provides a platform for the transition from emergency relief and early recovery towards medium-term recovery, and for guiding those efforts across eight operational sectors. These sectors are grouped into themes and presented in three chapters in this report: productive lives, healthy lives, and protected lives. The final chapter proposes structures for the implementation of the recovery plan to ensure effectiveness and accountability.

1.1. SITUATION OVERVIEW

1.1.1. IMPACT OF CYCLONE NARGIS

Cyclone Nargis had significant effects on 37 townships in Ayeyarwady and Yangon Divisions.¹ Damage was most severe in the Ayeyarwady Delta region, an area covering some 23,500 square kilometres, known as the country's rice bowl. Here, the effects of cyclonic winds were compounded by a 3-4 metre storm surge, devastating most of the low-lying highly fertile areas.

The Delta region is home to about 7.35 million people, of whom 2.4 million were severely affected by the cyclone.² The effects were direct with the loss of shelter, food, water, and destruction of schools and health facilities (including about 800,000 houses either destroyed or severely damaged, 1,400 schools destroyed and as many damaged, and 783,000 ha of farmland flooded), and indirect (including reduced employment opportunities for the poor). The people of the Delta area are primarily farmers, fishers and labourers, with about 60 percent of families engaged in agriculture as their primary source of income. The cyclone struck just as the Delta's paddy farmers were at the very last stage of harvesting the so-called "dry season" crop, which accounts for about 25 percent of annual production in the affected area.

In addition to crop losses, the livelihoods of those who survived Cyclone Nargis were seriously affected by the loss of draft and livestock animals and farming implements, seawater intrusion into paddy fields, the loss of fishing boats and nets, the severe degradation of commercial and physical infrastructures, and the loss of household and artisanal equipment. These losses, as well as those suffered in other sectors including shelter, access to water, education and healthcare, along with their impacts on the affected population, were assessed in detail in the Post-Nargis Joint Assessment (PONJA). That assessment, carried out by the Government, ASEAN and the United Nations in 30 townships in June 2008, and the information provided by the Periodic Review and the initial Social Impacts Monitoring study both carried out in October-November 2008, all inform the recovery strategies proposed in the PONREPP.

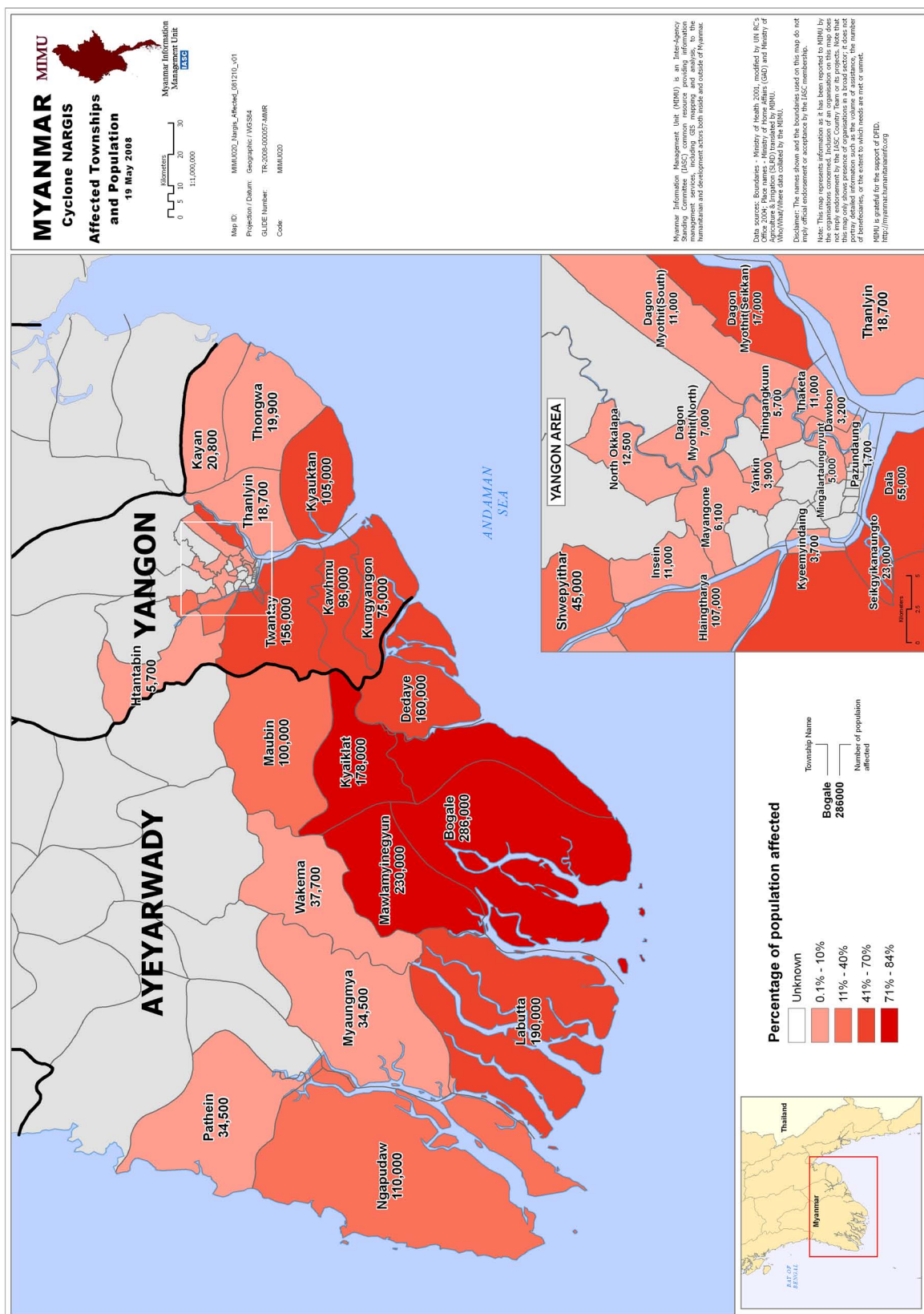
The psychological impact of the cyclone disaster is significant, with large number of people exposed to severely traumatic experiences. As can be expected, there has been a significant increase in psychological distress and mental illness.

Future rounds of the Periodic Review in 2009 and the completion of the Social Impacts Monitoring study by mid-2009 will serve to track the progress that is being made in addressing the needs of communities of the Delta and will again inform the PONREPP review, which may take place early in the fourth quarter of 2009.

1 Myanmar is administratively divided into seven States and seven Divisions. Yangon Division includes both the city of Yangon as well as rural areas. Ayeyarwady Division is mainly rural, covering most of the area of the Ayeyarwady Delta.

2 61% of the 140,000 people killed or missing were women.

MAP: Affected Townships and Population, 19 May 2008



1.1.2. VULNERABILITY AND LIVELIHOODS

The PONJA painted a stark picture of the devastation caused by Cyclone Nargis and the vulnerabilities it created for the affected population, including the loss of shelter, clean water, food, access to health and education services, and livelihoods. Fortunately, there has been much progress since then, with families, villages, national authorities and the international community working to restore lives and livelihoods. Moving forward into the recovery phase, a key concern will be to address remaining vulnerabilities. Attention to the most vulnerable groups – both individuals and households – informs each of the sectoral strategies proposed in the PONREPP, in addition to being discussed separately in Chapter V.

Addressing vulnerabilities requires mitigating the factors that make individuals, families, groups, and communities vulnerable. The risk of being exposed to a hazard, and the ability to cope with the impact of that hazard, is directly linked to people's access to resources – financial, natural, physical, and human, including social safety nets. The current vulnerability in the Delta is a complex mix of pre-existing livelihood insecurity and the consequences of the cyclone. Vulnerable groups, including the large proportion of very poor families, pregnant women and lactating mothers, female-headed households, widows with young children, the elderly, people with HIV,³ the disabled, and households with high ratios of dependants, now face the additional problem of even minimally meeting their basic needs.

The storm surge largely destroyed the previous season's rice harvest since most paddy was stored on-farm at the time of the cyclone. So the emergency response included a focus on food security. While the supply of rice is now adequate, purchasing power remains severely depressed. A majority of households continue to rely on food aid, with purchased food representing only about 10% of household consumption (pre-cyclone levels stood at over 30%), and food aid accounting for 30-70% of household food intake. The drop in purchasing power of the poor is due both to the destruction of household means of subsistence, and to decreased demand for their labour. Indirect evidence from surveys suggests that as of October the poor had suffered a drop in purchasing power to about half the pre-cyclone level. With lowered incomes comes the risk of cutting out non-food expenses such as education and healthcare, and curtailing spending on non-rice food items which can lead to an unbalanced diet therefore posing malnutrition and other health risks.⁴

Vulnerability in the Delta has been exacerbated not only by the physical, psychological and economic damage caused by the cyclone, but also by its effects on traditional safety nets. The strong social cohesion in Delta communities was evident following the cyclone and remains a major source of support to vulnerable groups (for example the private sector and individuals were initially the main sources of emergency food, and continue to be so on a reduced scale; orphans are being cared for by extended families). However, other elements of the traditional safety net were negatively impacted. For example, the cyclone killed much of the livestock that served as savings to sell during lean periods. Similarly, wealthier members of the community, including large farmers, offered sources of employment and credit before the cyclone that are no longer available today because they themselves are in reduced circumstances.

Reducing vulnerabilities should include efforts to ensure access to affordable credit, the provision of cash grants, and to restore assets that increase resilience to shocks. Assistance ought to be targeted in particular at those who face the greatest obstacles to recovery, while recognising that the economy of the Delta is made up of mutually interdependent circuits of primary production, transport, processing, and markets which need to recover together. Reducing vulnerability will also include psychosocial support for vulnerable groups and those most severely affected by the cyclone.

3 HIV prevention and treatment services were seriously impacted by the cyclone.

4 Besides relief assistance, the food assistance strategy now includes nutritional activities, as well as food and cash for work projects in the Delta. This strategy will be further refined in early 2009 based on the findings of the food security and nutrition survey, the Crop and Food Supply Assessment, the Periodic Reviews and the rapid food security assessment. The latter two assessments will take place during the very critical lean period, and will serve as a basis for the formulation of livelihood activities through food and cash for the remainder of 2009, should the population require such assistance due to their food insecurity and vulnerability.

1.2. LINKS TO THE NATIONAL RECONSTRUCTION PLAN

In response to the damage caused by Cyclone Nargis, the national Natural Disaster Preparedness Central Committee (NDPCC), as the central disaster-related policy and decision-making body of the Government, issued a “Programme for Reconstruction of Cyclone Nargis Affected Areas and Implementation Plans for Preparedness and Protection from Future Natural Disaster” on 15 August 2008. This plan is summarized in Chapter II. The plan notes that the damage was most severe in ten townships, of which seven are in Ayeyarwady Division, and three in Yangon Division. The document sets out the Government’s plans for the cyclone-affected region in three phases: first, the completion of emergency relief measures; second, recovery, reconstruction and development measures; and thirdly, measures for long-term protection from natural disasters. The programme explicitly references the aim of “building back better” to create more resilient and better conditions of life and labour, with reliance placed on domestic resources and capacities and community driven recovery, while at the same time stressing the need for coordination with all actors providing external assistance in the form of financing, goods and services, and technical know-how and expertise.

The NDPCC’s plan includes the reconstruction of shelter, rehabilitation of agriculture, and rebuilding of infrastructure including transport and communication links as well as schools and health facilities. The sectoral recovery plans that constitute the PONREPP were developed in consultation with relevant line ministries to ensure that they complement the Government’s reconstruction plans.

1.3. COMMUNITY-DRIVEN RECOVERY

The extent of the damage caused by Cyclone Nargis necessitates a multi-sectoral recovery approach. However, to ensure synergies between the sectors, and address cross-cutting issues and avoid overlap, consultations between the sectors have taken place in the development of the PONREPP and this will need to continue during its implementation. An essential guiding principle for the implementation of the PONREPP is the full involvement of villages and township communities in all stages of the recovery process, from conception and planning, to implementation and monitoring. This needs to be a basic building block for a cross-sectoral approach.

Such participation is important not only as global best practice (because communities are best placed to determine their needs and to design a response that will be most adapted to local conditions), but also because the diversity of villages in the Delta demand a local approach. In addition, the aftermath of Cyclone Nargis already demonstrated the resilience of the affected villages and their capacity to help themselves and organize and implement relief and recovery activities. At the village level the traditional social welfare support systems, including existing associations (youth, women, livelihood, cultural) and faith-based structures (Buddhist, Christian, Muslim and Hindu) all played a role, and new self-help groups were formed spontaneously by survivors. The numerous initiatives that emerged in the initial stages following the cyclone continue to contribute to recovery and reconstruction. The initial findings of the Social Impacts Monitoring study demonstrate that these groups work most effectively in an environment where village leaders encourage and facilitate them in defining their own priorities.

A wide range of Myanmar non-state actors have also played major roles in emergency relief, including existing civil society organisations and NGOs, as well as the business community. Some of these have now begun to work in partnership both with the Government as well as UN agencies and INGOs, while other local organisations have carried on successful activities relatively independently of international agencies but in coordination with local authorities and local communities.

The Government is a strong advocate for community self-reliance and supports recovery efforts that do not create longer-term dependency on external assistance. Township and higher level authorities are promoting self-help and the active involvement of target communities at all aspects of the recovery effort, including encouraging INGOs and UN agencies to support village self-help initiatives and the work of local NGOs.

Indeed, the degree to which villagers have been involved in shaping the relief effort to date is the major reason for its success and achievements. While the emergency response following Cyclone Nargis focused on the rapid distribution of supplies with little or no community participation – necessary after rapid-onset disasters when time is of the essence – high levels of participation have

been evident subsequently. But due to the large number of actors involved in the relief effort, the degree of participation has varied: ranging from minimal levels of consultation at one extreme, usually limited to a small number of dominant men, to an explicit transfer of decision-making at the other, to trusted and transparent village level institutions. Rather than resulting from particular local circumstances, an analysis of these models suggests that the different approaches adopted are largely a consequence of the programming norms of the assistance agencies involved. This suggests that agreeing on common approaches is very important, both for effectiveness and for perceptions of equity.

PONREPP's sectoral plans emphasise community participation and focus on vulnerable groups, although they differ in the arrangements they propose to this end. They build on relief and early recovery efforts to date and propose appropriate approaches, keeping in mind the following recommendations from villagers themselves:

COMMUNITY CONSULTATIONS

To identify lessons learned and incorporate the views of communities, a village-level consultation process was initiated as part of the PONREPP. Although simple and rapid, this consultation produced feedback around a number of common themes and issues which clearly indicate priorities. The key messages can be summarised as follows:

- Ensure that beneficiaries in the affected communities participate in conceiving, planning and implementing recovery programmes: support them in doing this.
- Begin by building trust: work transparently with everyone involved and ensure that any village-based groups supported by NGOs and the UN are themselves trusted, transparent and equitable.
- Listen to the views of communities: make a greater effort to give affected communities a real opportunity to develop and oversee their own recovery plans.
- Avoid the formation of new groups and committees to undertake projects unless absolutely necessary: instead seek to support existing community groups that have already demonstrated their commitment and have credibility in the community.
- Focus efforts on (i) recovering sources of income, (ii) rehabilitating intra-community infrastructure and inter-community trade, service and social links, (iii) re-establishing service delivery (health, education, microfinance) to communities, and (iv) regenerating communities' natural resource base.
- Build back better to reduce community vulnerability to future disasters.

1.4. IMPLEMENTING PONREPP: KEY CONSIDERATIONS AND GUIDING PRINCIPLES

Correctly designing interventions, identifying appropriate entry points and ensuring adequate capacity to implement will be critical to the success of the PONREPP. The following offers some principles that will guide the implementation of the PONREPP.

1.4.1 LEVELS AND ENTRY POINTS

Broadly speaking, there are three levels at which recovery interventions will need to be implemented (and at which relief efforts are already being implemented):

Level (1)..... at the household or village level,

Level (2)..... at the Township level, and

Level (3)..... at the central level.

The strategic focus of the PONREPP is delivery at the village level with full participation in making choices, activity design, implementation management and accountability. Thus, **Level (1)** is where the majority of interventions should take place with the direct participation of the village

or households as target beneficiaries, taking into account the different needs of men and women within the household. As will be seen in Chapters III through V, interventions include: (a) primary income generation through crops, fisheries, livestock and forestry; (b) income generation through participation in rebuilding critically needed household and community shelters; (c) provision of essential community-based water and sanitation services; and (d) income generation through the revitalization of small-scale commerce and processing of primary products. Such livelihood-oriented support will focus on villages or small groups of households that have common interests in respect of (a) - (d) above. This requires transparent mechanisms to enable households and villages to convey their priorities, so that the assistance response is demand-driven and priority-responsive.

For many activities community groups do not need to be formal or permanent, while others – such as for village-based water and sanitation arrangements – may require more formal and durable community groups to agree not only on design, but also standards (and thus operating costs) and on-going management and maintenance. Therefore, some initial mapping of existing organizations may be needed at the village level to identify their suitability for being the focus of particular types of activities. In some instances new groups may need to be formed.

Level (2) is key to ensuring that: (a) coherent and equitable recovery approaches and strategies are adopted across village tracts and townships; (b) important infrastructure to “build back better” such as schools and clinics are correctly prioritised and the proposed sites approved in advance (including taking the opportunity to reconfigure the destroyed local health and education systems as needed to better respond to current and expected demands for services); and (c) adequate environmental assessment and monitoring as well as local capacity building and awareness raising campaigns are implemented. Area-based approaches, strategies, locations and expenditure plans need to be developed at the township level, drawing on feedback from village-level consultations. Furthermore, there are significant opportunities for strong community participation in re-building individual primary schools and health sub/centres along the lines embodied in Level 1 processes.

Central level support arrangements for PONREPP need to be efficient, timely and responsive to programmatic needs. **Level (3)** – the central level – is the key link to national policies, plans and programming, providing the necessary coordination and coherence. Proposals for the overall management and oversight of the PONREPP (presented in Chapter VI) include provisions for key functions such as standard operating procedures and progress and accountability monitoring, while respecting the independence of individual programmes in their implementation and funding arrangements. Level (3) will focus on arrangements: (a) with facilitating and implementing agents (INGOs/UN agencies/private companies), which operate at the community (Level 1) or Township level (Level 2); (b) with procurement agents, but only where very specific demands arise outside the capability of individual programmes to procure internationally (pharmaceuticals, vaccines and medical equipment for example) or where adequate capacity does not exist and cannot be developed at the township or community level on a timely basis (e.g. the school restoration programme); and (c) technical assistance for sectoral studies, policy and strategy development and skills upgrading. It will be important to address any shortcoming or gaps at the central level to improve strategic oversight, and upgrade the “software” of sectoral management as an important element of recovery in the Delta. Given the linkages between the three levels, the appropriate decision-makers or groups at different levels will need to be involved at the right time.⁵

1.4.2 CAPACITY FOR DECISION-MAKING AND IMPLEMENTATION

The capacity to implement recovery programmes in the field lies primarily with technical Government staff, UN agencies, and international and national NGOs. These include faith-based organisations, as well as the Myanmar Red Cross. UN agencies in Myanmar implement programmes both directly⁶ and through implementing partners, usually INGOs, NGOs and civil society organisations. The relief and early recovery efforts to date have included a large and effective civil society response, and local

5 If the three-level model is an appropriate framework, there could usefully be three funding streams – (S/1) for village and household-based implementation, (S/2) for township-wide implementation such as in health and education, and (S/3) for (a) technical oversight of programmes delivered at either the village, village tract or township level, and (b) for organisational “software” improvements as well as certain nationally coordinated training and technical assistance programmes.

6 and with Government Ministries in the case of certain Agencies.

civil organisations will continue to be an essential part of the recovery phase - with their role and potential taken into consideration in the design, implementation and monitoring of programmes.

Ensuring effective implementation will require adequate capacity at each of the three levels. As the majority of the interventions are at Level (1) – the village or household level – decision-making will be influenced by both current village consultative groups, and any new groups that are formed to undertake specific activities (e.g., water supplies and sanitation system development). Facilitating agents (e.g., NGOs/UN agencies) should be identified for implementation and to manage funds for agreed activities. These agents would also promote community mobilisation and awareness-raising as needed to ensure an understanding of what is being offered and the process for how the individual households and villages as target beneficiaries should take the lead in prioritisation, implementation and monitoring. Building capacity at Level 1 will include drawing on the capacity of INGOs,⁷ NGOs and UN agencies to deliver programmes, and as such is partially dependent on their capacity to scale up as increased funding is secured. The initial scaling-up during the emergency response suggests that this capacity exists and could be further developed during the recovery phase. However such scaling-up should be as efficient as possible in limiting the proliferation of village committees and the time their members devote to them.

At Level (2) – the Township level – the need for improved decision-making, planning/targeting and monitoring is important. Currently, Township Coordination Committees (TCC) deal with recovery-related matters in most townships, focusing on government-related inputs and response. Given the potential advantage of having single sector programmes for each township in health and education, more conceptual, planning, consultation and coordination work will be required to identify the best arrangements. Other actors working through the hub system (discussed in Chapter VI) will be supporting the TCC, but more technical support and training will be needed regarding coordination, monitoring and information management. This need is dealt with in greater detail in Chapters III through V, which propose certain supplementary sector-specific implementation arrangements.

Capacity at Level (3) – the central level – is very important for recovery effectiveness. This includes improving information systems and training, and measures to build the capacity of technical staff at the village and township level. Training staff in the agriculture and veterinary services, education, environment and the social welfare sectors to replace those who lost their lives in the cyclone will be a priority, with national staffing and training policies and programmes in mind. Information and disaster early warning systems need upgrading within a national perspective (Chapter V). Linkages to national programmes will ensure that the Delta fully participates in national initiatives such as HIV prevention, immunisation, education quality and curriculum improvement, social protection and environmental assessment and protection. Furthermore, while the focus of the PONREPP is on community-based initiatives, these must tie into appropriate national standards where infrastructure and services are being rebuilt.

1.4.3 GUIDING PRINCIPLES

In the PONJA,⁸ guidelines were presented for activities designed to address relief, early recovery and medium to longer-term recovery. These are: (a) effectiveness, transparency and accountability; (b) independence, self-sufficiency and capacity building; (c) a focus on the most vulnerable groups; and (d) strengthening communities.⁹ All these principles continue to be relevant to the PONREPP.¹⁰ In addition, the PONREPP proposes two additional principles to specifically address implementation.

⁷ INGOs have played critical facilitating, mobilising and implementation roles and can continue to do so. Scaling up their capacities will need to consider the stability of their operating status. They can be grouped as follows: (i) those with pre-Nargis Memoranda of Understanding (MOU), which expanded capacity to meet the post-cyclone relief and early recovery needs, (ii) those with a MOU, which could expand if circumstances and resources permitted, and (iii) those without a MOU which function under time-bound Letters of Agreement (LOA) through various ministries.

⁸ Section 4.1: Guiding Principles (pages 27-28)

⁹ PONJA's implementation principles are: commitment to coordinated and coherent approaches; establish common standards and approaches; institute a comprehensive system for tracking and publically reporting aid flows; involve communities at all stages; maximise use of local initiatives, resources and capacities; recognition of limited absorptive capacity for large-scale aid; and "build back better" to reduce future disaster risks but avoid radical redesign/restructuring.

¹⁰ IASC and other guiding principles applicable in situations of natural disasters will inform sector activities in order to fully integrate protection aspects. Relevant provisions of the ASEAN Charter and national laws, including the Constitution of the Union of Myanmar, address respect for the rights of the individual.

These are the need to determine (i) at which level decision-making is best undertaken, and (ii) how best to support and promote better decision-making and oversight.

1.5. SEQUENCING, MEDIUM-TERM PRIORITIES AND FUNDING

1.5.1. SEQUENCING

Six months after Cyclone Nargis, emergency activities are scaling down while the ongoing early recovery activities are scaling up and transitioning into medium-term recovery activities. The PONREPP provides an indicative plan for medium-term recovery, which complements the Government's own plan for reconstruction.

Sequencing for recovery involves three phases, with considerable overlap. The first phase, which can be generally termed "**early recovery and enabling**", has two components. The first is ensuring that ongoing early recovery activities are properly incorporated and funded. This absorption of early recovery activities has been undertaken sector-by-sector and is discussed in Chapters III – V. The second aspect is looking at enabling factors for managing, coordinating and funding the overall recovery plan and the implementation architecture, to ensure efficiency and effectiveness at all levels. This includes re-examining and refining mechanisms including accountability practices (information sharing, participation and feedback opportunities) as well as building on best practices for facilitating community-led planning, implementation, and coordination, particularly with a view to reducing multiple committees at the village level. This overall coordination is important for coherence, effectiveness and impact, and is addressed in some detail in Chapter VI. The timeframe is up to six months (i.e. January – latest June 2009).

The second phase is the "**transition and launching**" of key sectoral activities in townships and villages, building on ongoing early recovery. These activities are outlined in Chapters III – V, and the specifics of each will need to be further elaborated before implementation – those which are fairly straightforward can move forward rapidly, while those that are more complex require longer preparation. The timeframe here is also six months (i.e. second and third quarters of 2009). However work can begin earlier if circumstances and resources permit. This is also an important period for deepening support to TCCs.

The third phase is the "**consolidation and roll-out of recovery**" of the sectoral activities, with widespread mobilisation of village groups and households to undertake activities that restore basic services, infrastructure and livelihoods. In some cases, this requires coherence with national programmes, including on national standards, socioeconomic and environmental surveys, early warning systems, professional staff replenishment and capacity building. The timeframe is approximately two years (i.e. late 2009 – end 2011).

1.5.2. MEDIUM-TERM PRIORITIES

Humanitarian relief, early recovery and recovery are closely linked and inter-connected and must be coordinated accordingly. The UN Revised Appeal of July 2008, covering activities from May 2008 through April 2009, has provided the blueprint for relief and early recovery efforts in the first year following the cyclone. While the findings of the Periodic Review and Social Impacts Monitoring study demonstrate that some humanitarian needs still exist, the focus of assistance is shifting towards early and medium-term recovery. While the PONREPP includes the first six months of 2009, its proposals will be implemented on the ground only gradually, with the exact pace of each depending on the context of that sector. For that reason, the Revised Appeal will continue to inform priorities on the ground in the first months of 2009.

Strengthening this linkage over time, several activities that have been identified under an early recovery approach are also proposed in the first six months of PONREPP. In turn, the PONREPP carries forward these activities into subsequent periods.

Food insecurity is not only linked to recovery of pre-cyclone agricultural production (crops, fisheries, livestock and forestry) but also to non-agriculture elements of **Livelihoods** (Chapter III). Hence, recovery activities will focus assistance on seeds, fertilizer, agricultural equipment and tools, fishing gear, livestock, poultry, forestry re-planting, as well as identifying opportunities for increasing

household incomes through rehabilitation of community shelters, community infrastructure, and as appropriate, rebuilding of small-scale health and education facilities. Of necessity, the agriculture-related interventions will have to be supported by basic extension services resourced to do so.

Shelter is critical and is covered in some detail in Chapter III. Both Government and relief responses have been dealing with providing adequate emergency shelter and non-food items. Early recovery activities are supporting ongoing re-building at the household and village level to “build back better” and reduce the risk from further disasters. Lessons from other disaster recoveries and from the Periodic Review and Social Impacts Monitoring study have been incorporated into the sectoral strategy, particularly in supporting efforts by families with the provision of cash and/or materials. This will tie in closely with job creation. There may be elements of resettlement to consider, which will emerge over time and will need to be addressed on a case-by-case basis in full consultation with the affected communities.

Immediate needs in **Education** (Chapter III), including temporary safe learning spaces for basic education, as well as school and learning materials, are being met through the emergency response. The recovery strategy will aim at restoring the local education system, particularly quality early learning and education in formal and non-formal settings, including through the repair, rehabilitation and as required rebuilding of damaged and destroyed schools. This will be complemented by improved teacher capacity, as well as psychosocial assistance and reinvigorating Parent Teacher Associations.

In **Health** (Chapter IV) the priority to date has been to meet immediate needs. The medium-term recovery perspective including early recovery will aim to restore and enhance village services delivery¹¹ and rebuild the local health system including infrastructure, through the development of township-level plans and coordination mechanisms. This requires coordination with national programmes, skills upgrading and staff training. In **Water, Sanitation and Hygiene (“WASH”)**, recovery (Chapter IV) focuses on securing the gains made under relief initiatives, improving household and community facilities and access to safe water and sanitation in all seasons, supporting local authorities and communities on solid waste collection and disposal, and raising family hygiene awareness and practices.

However, recovery is also about **Protection and Vulnerable Groups**. In Chapter V the focus is on children, women, elderly and the disabled, as well as addressing issues such as trafficking, psychosocial support and return, resettlement and re-integration. The strengthening of in-country protection capacity is discussed, particularly existing social welfare systems and community-based structures, and ensuring that protection is fully integrated cross-sectorally.

The recovery strategy for **Environment** (Chapter V) looks at ensuring sound management of the environment and natural resources through strengthened systems at community and township levels as well as tying into national programmes and standards. Initiatives will include systematic periodic assessments and surveys, monitoring and surveillance, as well as livelihoods-related schemes for replanting mangroves. To complete a sustainable recovery strategy, full consideration is given in Chapter V to a comprehensive **Disaster Risk Reduction (“DRR”)** strategy that includes wide community engagement, developing and strengthening early warning systems, ensuring locally adapted mitigation measures in affected and vulnerable areas, the integration of DRR considerations across all sectors, and the development of approaches for local and national structures to prepare for future disasters.

11 For example, reproductive health services, including family planning and HIV prevention, and immunisation.

1.5.3. FUNDING

Based on the sectoral recovery plans and the activities outlined in the respective results frameworks, the following table summarizes the recovery financing needs for the three-year period from January 2009 through December 2011.

TABLE (1.1): SUMMARY OF RECOVERY NEEDS (US\$ millions)

Sector	Total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
1. Livelihoods	189.0 ^α	40.3	46.8	51.9
2. Shelter	173.6	31.3	39.3	103.0
3. Education and Training	157.0	6.3	12.7	138.0
4. Health	53.8	7.8	13.4	32.6
5. Water, Sanitation and Hygiene	50.0	7.8	10.0	32.2
6. Disaster Risk Mgmt	32.0	7.0	9.5	15.5
7. Environment	2.0	0.3	0.6	1.1
8. Protection & Vulnerable Groups	23.1	5.0	4.2	13.9
9. Recovery Coordination	10.0 ^β	3.0	2.0	5.0
Grand total	690.5^γ	108.8	138.5	393.2

^α If cash grants were to become available for fragilized households – a first step in 2009 which is increasingly recognised as crucial – funding requirements could rise by another US\$ 50 million over and above the US\$ 139 originally identified for livelihoods. As yet, cash grants are not included in the Result Frameworks and their cost is therefore not reflected in the right-side table, broken down into phases.

^β See page 65 footnote 6.

^γ This figure includes US\$ 50 million for cash grants, which is not reflected in the right side table, as explained above. The availability of cash grants, and their programming and targeting, could be a priority subject of deliberation in the Recovery Forum once formed.

In presenting these figures, it is important to note that the overall medium-term recovery estimates initially identified during PONREPP's preparation approached US\$800 million. Careful consideration of wider implementation issues, especially absorptive capacity, identified the above figures as more realistic targets for the three-year period. If implementation modalities are scaled up more quickly, these figures will increase and could surpass US\$ 700 million. But in all likelihood, some of the identified needs will have to be addressed beyond the three-year planning horizon of the PONREPP.

In beginning implementation, the key challenge is twofold: (i) developing implementation mechanisms that have the ability to quickly scale up delivery; and (ii) recognizing the limits of absorptive capacity, including taking into account the Government's interventions. The figure of US\$ 690.5 million over three years, and the breakdown, must be seen as indicative, to be refined based on actual implementation rates and eventual reviews of PONREPP. As stated in the foreword, PONREPP may be reviewed and updated toward the end of 2009, and its costing could again approach US\$ 800 million if implementation capacities increased rapidly and cash grants were widely used.

The response by the international community to Cyclone Nargis was both generous and swift. As of early December 2008, the UN Revised Appeal for Cyclone Nargis was 67% funded, with US\$ 304 million received. The challenge now is to build on the gains made in the emergency phase by ensuring a smooth transition through early recovery towards medium-term recovery, as presented in this document. Early recovery has to date received less attention from donors than emergency relief, and only 40%, or US\$ 22 million of the US\$ 55 million requested, had been received as of end-November.¹² Since the PONREPP incorporates – in the first half of 2009 – many early recovery priorities identified in the Revised Appeal, such funding will be critical in the months to come, particularly in agriculture (crops, fisheries, animal husbandry, forestry) and shelter, as a way of avoiding gaps in making the transition to medium-term recovery.¹³

12 UNRC/HC update: Gaps in Early Recovery of Cyclone-Affected Population and Communities, made at the Donors' meeting in Yangon (9 December 2008).

13 It is suggested in Chapter VI that an analysis be undertaken in early 2009 to avoid double-counting the response to the UN Revised Appeal and that to the PONREPP.

EVOLUTION OF RECOVERY COSTS: FROM PONJA TO PONREPP AND BEYOND

The PONJA contained indicative estimates of recovery needs for a number of sectors.¹⁴ The total recovery needs for three years were estimated at approximately US\$ 1 billion; this included two major components which are now covered in the Government's reconstruction plan but not in the PONREPP - major physical infrastructure and public works, and religious structures.¹⁵ PONJA assessed recovery needs as of July 2008, some of which the villages have met through self-help, and some of which the Government has covered or plans to cover (e.g. local infrastructure and farm equipment), and some of which the international community has already responded to.

The PONREPP coverage includes the first half of 2009, during which time projects within the Revised Appeal are still being implemented. Therefore contributions made toward early recovery-type projects in the Revised Appeal that support PONREPP outcomes, can in fact be considered as also financing needs identified in PONREPP.¹⁶ In each sector strategy (Chapter III-V), and the corresponding Result Frameworks, ongoing early recovery activities (i.e. continuation and phasing out) during the first six months are incorporated.

PONREPP presents the costs that the international community are asked to respond to. It will be for the RF (Recovery Forum, see Chapter VI) to discuss the extent to which the Government may be meeting certain PONREPP needs either within or beyond its own reconstruction plan. In general, it will be for the Forum to reflect on the PONREPP proposals and adjust them as circumstances change, based on analysis from the RCC (Recovery Coordination Centre, see Chapter VI). It will also be for the Forum to propose when and how PONREPP as a whole should be reviewed, probably early in the fourth quarter of 2009.

14 Section 4.3.2. Early and Longer Term Recovery Costs. The PONJA cost estimates did not specifically address Disaster Risk Reduction and protection, and agriculture in years two and three. Nor were the "software" costs of project implementation taken into consideration (coordination, organisational strengthening at various level, local capacity building etc.).

15 The three-year recovery needs estimated in PONJA for sectors covered by the PONREPP amounted to about US\$ 754 million.

16 The RCC will be able to disaggregate expenditures in 2009 which originate from the Revised Appeal and from the PONREPP respectively, should this be necessary for administrative reasons.

POST-NARGIS PERIODIC REVIEW I: KEY FINDINGS RELEVANT TO PONREPP

The review is a snapshot of the situation of communities living in the cyclone affected area in early October 2008. It is based on a survey of 2,376 households in 108 communities. The survey found that substantial progress has been made, but major challenges remain. Key findings include:

- Food aid has reached every community surveyed but food insecurity persists in the southwest Delta and around Yangon. Food consumption is poor across the west but this has not been reflected in child under-nutrition as yet.
- Casual labour has grown in importance post cyclone and together with agriculture, fishing, self-employment and trading remain the primary sources of livelihoods. Qualitative data indicates significant changes in community credit markets – increased debts, less ability to repay loans, increased demands for credit and constrained credit supply, particularly at affordable rates – which impacts households' ability to finance crops and other important livelihood activities.
- The proportion of households with reduced areas under paddy is very significant, particularly in the south where the storm surge was greatest. For those with rice paddy holdings prior to the cyclone, an average of 50% less is now under cultivation, and 26% have lost all their pre-cyclone production capacity. Salt inundation, drainage problems, and lack of seed and other inputs constitute the main reported constraints. Areas under tree crops and home gardens remain well below pre-cyclone levels. The median pre-cyclone holding for those with poultry was 20 birds – it is now 1. Some 43% of households now have no birds.
- Difficulties in replacing livestock, particularly buffalo for ploughing, fishing nets and boats for fishing and mobility in the Delta, remain constraints to restoring production.
- A very high proportion of households remain in inadequate shelters – often overcrowded and with little protection from heat and rain. Some 90% of households reported living conditions worse than prevailing pre-cyclone. A very large share of households have only undertaken very temporary repairs – some 30% of households still only have plastic or canvas walls and roofs. Shortages of materials are critical and there is, as yet, limited ability to ensure that homes are more cyclone and storm resistant.
- Primary education has been largely restored in most areas of the Delta albeit often in temporary facilities. However, in areas around Labutta and Yangon less than 35% of children are attending school. Cost of school attendance is a significant issue for those not attending school – for both boys and girls.
- Physical access to health has been largely restored through temporary facilities and outreach services, and most households are within one hour of a service delivery point. But quality (and cost) of service remains an issue – only one third of households reported medicines as being available at health facilities all or most of the time. On the other hand, waiting times for service are typically less than one hour. The west Delta and north of Yangon remain the worst areas for reports of diarrhoea, and challenges remain in ensuring appropriate treatment of diarrhoea – particularly around Labutta and Mawlamyinegyun. Measles immunization rates around Bogale remain unacceptably low. Under-nutrition remains a cause of concern – albeit with child under nourishment being less than 10% in most areas, but over 15% in certain areas.
- A majority of households have access to either safe water sources or are treating water before use effectively except in an area south of Yangon. The dry season results in less reliance on rainwater and an increased exposure to less safe water from ponds and surface water, much of which remains salinated. Personal sanitation practices have improved but significant risks remain.

Some of these results may reflect chronic problems, but most were significantly exacerbated by the cyclone.

SOCIAL IMPACTS MONITORING STUDY: KEY FINDINGS RELEVANT TO PONREPP

The Social Impacts Monitoring study is a qualitative assessment of the social dimensions of the impact of Cyclone Nargis. The first phase of the study was completed in late 2008. The preliminary findings of the first phase that were particularly relevant to PONREPP included:

- Village economies remain depressed; people have not adequately regained their livelihoods and many face a debt trap that has been exacerbated by the effects of the cyclone: interest rates are 5-25% per month and new credit is very scarce.
- Cash assistance is the first priority and the most appreciated by villagers.
- Assistance needs remain great, but aid is declining. The most urgent needs are re-establishing livelihoods, cash to buy food, and dry-season potable water.
- The more isolated villages have been slightly disadvantaged in aid flows, as have fishing villages compared to farming villages.
- Landless labourers, and big farmers, have both been disadvantaged in aid flows. This is significant both for a highly vulnerable group, and for a group that can offer them livelihoods through work opportunities (up to two-thirds of farm jobs have been lost).
- Single-parent households, and widows/widowers, are the most vulnerable.
- Crop harvests and fish catches have dropped precipitously. This also affects the whole value added chain of processing, transport, and markets.
- Young people have increasing roles in recovery efforts, and social capital is strong and growing. Generally the relations between villagers and formal/informal leaders are good.
- So far aid providers have made most of the decisions about who gets what, and have used multiple delivery and targeting mechanisms. Some aid has been inappropriate. Faith-based aid has generally been positive, although it has sometimes given rise to tensions.
- In general villagers have not been informed about eligibility criteria, they lack information about aid flows which can raise perceptions of inequity, and there are no complaint mechanisms in place (although there are some local checks and balances).
- So far there have been no observed loss of land rights but there are latent fragilities: land and fishing rights may be lost if farmers and fishermen cannot service their debts, there is a risk of increasing out-migration, and social cohesion may wane if local competition over scarce resources intensifies.

Chapter II : The National Reconstruction Plan and its Implementation



CHAPTER II

THE NATIONAL RECONSTRUCTION PLAN AND ITS IMPLEMENTATION

2.1 OVERVIEW

In response to the damage caused by Cyclone Nargis the national Natural Disaster Preparedness Central Committee (NDPCC), the Government's disaster-related policy and decision-making authority, on 15 August 2008 issued a "Programme for Reconstruction of Cyclone Nargis Affected Areas and Implementation Plans for Preparedness and Protection from Future Natural Disasters." The document summarizes the submissions from the concerned ministries. These ministerial plans were shared with PONREPP's sectoral working groups. This chapter on the Government's reconstruction plan is a synopsis.

The Plan notes that although Cyclone Nargis affected 47 townships (7 in the Ayeyarwady Division, and 40 in Yangon Division), the damage was most severe in 10 townships, of which 7 are in Ayeyarwady Division, and 3 are in the Yangon Division.¹ The document sets out the Government's plans for the cyclone-affected area in three phases: first, the completion of emergency relief measures; second, recovery, reconstruction and development measures; and thirdly, measures for long-term preparedness and protection from natural disasters. The programme explicitly references the aims of "building back better," to create more resilient and better conditions of life and livelihoods, with reliance placed on domestic resources and capacities while at the same time welcoming well coordinated external assistance in the form of finance, goods and services, technical know-how and expertise. The rehabilitation and reconstruction tasks under the plan consist of three broad areas, namely the rebuilding of damaged or destroyed towns and villages, the rehabilitation and development of economic activities, and preparedness and protection from future natural disasters.

2.2. SECTORAL PLANS

2.2.1. HOUSING SECTOR

The Government's aim in this sector is not merely to replace damaged or destroyed structures but to build back better with buildings that are safer, that provide improved, pleasant and healthy living conditions and that create an atmosphere conducive to productive work. As such the national plan in this sector lays considerable emphasis on proper and systematic arrangement and planning in the location and orientation of villages and related dwelling units and facilities. Fairly detailed guidelines are provided on the layout of villages, and their location in relation to typical rural geographic features such as rivers, streams, lakes, forests and hills. Likewise, specifications were established for design, dimensions, and materials to be used in the construction of dwelling units. The size of a house plot for an individual family was specified to ensure adequate space for a small vegetable garden, a few fruit trees and for rearing of poultry and small animals to enhance household food self sufficiency and to generate additional income. Guidelines include provisions for the construction of sanitary latrines. Provision is also made to construct a network of roads as well as to plant trees at appropriate places to act as barriers against high winds and storm surges. All these measures aim at improving the life of villagers, enhancing their livelihoods and enabling them to be better prepared and protected against natural disasters.

Incorporating aspects of disaster risk reduction, improved sanitation, and support for livelihood activities through household gardens, these guidelines provide a useful starting point for the Government's sectoral plans. In their implementation they will need to be adapted to local conditions, in consultation with the affected communities.

With this in mind, it was planned to build a total of 20,847 housing units in the storm affected areas, with 7,912 in a first phase of which 4,618 units had been completed by November 2008. The

¹ The seven townships in the Ayeyarwady Division were Ngaputaw, Labutta, Mawlamyinegyun, Bogale, Pyapon, Kyaitlat and Dedaye. In Yangon Division, the three townships were Kawhmu, Kyaungyangon and Twante.

estimated cost of each unit is K2.6 million (~US\$ 2,350). To give added impetus to the construction effort in this particular sector and to attract donations from both local and international sources, the Government has offered to build such houses at a flat rate of US\$ 600 per house, in addition to which the Government meets the cost of timber, roofing sheets, cement foundation shoes as well as site preparation and access village roads. In other words, a subsidy of over US\$ 1,700 per unit is offered. Indeed a significant portion of the over 7,900 low-cost houses completed or currently nearing completion was financed primarily by private local donors under the scheme.

2.2.2. HEALTH SECTOR

The Government's plan emphasizes that the revitalization of health services is crucial in all phases of recovery, resettlement and rehabilitation. The cyclone has damaged or destroyed many health facilities. This reduced capacity to deliver health care to the large number of cyclone victims with a variety of injuries and illnesses, both mental and physical, in the storm's aftermath posed a serious challenge to the Ministry of Health and members of the medical profession and health workers. However, this challenge was met through a variety of measures and no serious epidemics or outbreak of major diseases occurred in the affected areas. The Government is now embarking on plans to upgrade and expand a number of hospitals. These include: (a) Labutta General Hospital from 25 beds to 200 beds, (b) Pyapon General Hospital from 100 beds to 200 beds, (c) Bogale General Hospital from 50 beds to 100 beds and (d) Mawlamyinegyun General Hospital from 50 beds to 100 beds, and plans are underway to construct five new 16-bed sub-township hospitals.

2.2.3. EDUCATION SECTOR

A total of 302 high schools, 349 middle schools and 3,261 primary schools were destroyed or damaged with an estimated loss in value of K116 billion and a further 2,403 administrative building and offices, as well as 602 tertiary education buildings, were also damaged. As of November, 952 buildings have been repaired, 358 are in the process of being repaired, and 1,695 still await construction. To minimise interruption and to allow examinations to proceed, temporary shelters have been built for 360,000 students and school books, uniforms, and furniture have been supplied. In reconstructing totally destroyed school buildings, the Government plans to make them storm resistant as appropriate and necessary, depending on specific conditions prevailing in each village. In addition, an extensive programme of repairs, renovation, restocking and upgrading will be carried out with respect to thousands of schools that were damaged by the storm.

2.2.4. ACCESS TO SAFE DRINKING WATER

The Government is in the process of carrying out an extensive programme of rehabilitating village ponds and wells traditionally used by villagers in the Delta as sources of drinking water and which were flooded with sea water during the storm. As part of the overarching need to develop, establish and supply new and more reliable sources of clean potable water in the Delta, the Government plans to introduce an active new well digging programme and more effective water purification systems throughout the affected region.

2.2.5. ELECTRICITY SECTOR

Four million people suffered disruption in their electric power supply due to the cyclone and damage and loss to the electricity sector is estimated to be K1.57 billion. To ensure a regular and uninterrupted supply of electricity, plans are being drawn up for preventive and remedial measures to be taken before, during and after the onset of any new natural disaster.

2.2.6. COMMUNICATIONS SECTOR

The plan calls for an upgrading of communications infrastructure which suffered severe storm damage, together with the adoption of a number of built-in redundancies to ensure uninterrupted services during future natural disasters.

2.2.7. AGRICULTURAL SECTOR

The Government plan is that the extensive damage suffered in the agricultural sector would be rehabilitated in three phases namely, a) rehabilitation of storm affected crop-lands to enable timely replanting; b) compensating for paddy lost by increased production of paddy in other non storm affected regions in the country; and c) enhancing global food security by increasing paddy output through higher yields and expansion of sown acreage in non storm affected other regions in the country.

With regard to (a) this would be achieved through provision of agricultural inputs such as farm machinery and implements including tillers, harvesters, winnowers and hullers as well as essential supplies of seeds, fertilizers and insecticides. Storm surges generated by the cyclone seriously damaged embankments built to protect crop lands against salt water intrusion along the sea-coast in Ngaputaw, Labutta, Bogale and Pyapon townships. In Ayeyarwady Division along the storm's path from Ngaputaw to Kyaiklatt township, 20 inland polders were damaged together with a further 14 embankments along the coastal line. A further 7 embankments in Kungyangone, Kawhmu, Kyauktan and Thongwa townships in Yangon Division were also damaged. The total length of the embankments and polders is 1,079 kilometres. Emergency repairs to these embankments and polders, involving total earth works of approximately 660,000 cubic metres have been carried out in time for the planting season. As a result the harvest in the area proved to be much better than what was predicted immediately after the cyclone.

Since salt water intrusion of crop lands from flooding poses a serious problem, measures will be adopted to mitigate this danger. Anticipating a possible increase in the frequency of tropical cyclones due to global climate change, these embankments will be continuously improved and maintained. This will include the 41 embankments and polders mentioned above which are in both the Ayeyarwady and Yangon Divisions. This undertaking, for the entire 1,079 kilometre stretch, will involve a total of 11.532 million cubic metres of earth-works costing an estimated K27 billions (~US\$ 24.9 million). In the course of construction and rehabilitation of these embankments, a feature is being added that should enhance protection and preservation of lives in times of danger associated with tides and rising water levels. This involves a raised embankment with a recessed topped off cross section that should provide the relative protection of a higher ground on the leeward side of the embankment. Such a feature would be built into embankments, in all appropriate locations close to villages and populated areas.

As concerns (b), compensating for paddy lost in the storm affected areas by increased production of paddy in other non-storm affected regions in the country: A total of 536,000 ha of paddy land was affected. Of this 214,000 ha will not be arable. To compensate for this loss will require application of 440,000 tons of fertilizers on 1 million ha of paddy land to give an average yield of 3.8 tonnes per ha. The cost of fertilizers will come to K363 billion (~US\$ 330 million) and paddy output in the country will increase by 836,000 tonnes to compensate for the loss due to Nargis.

With respect to (c) enhancing food security by increasing paddy output through higher yields and expansion of sown acreage in the remaining non-storm affected regions in the country, there is a total of 8 million ha sown to paddy annually in Myanmar. At present, the rate of fertilizer use is 15 kg per ha. According to experts more intensive and fuller use of fertilizers could double paddy yields. Hence, keeping aside the storm affected paddy lands of 536,000 ha that will require rehabilitation, more intensive use of fertilizers for increased yields could be applied on the remaining 7.55 million ha sown to paddy. A total of 2.88 million tons of fertilizers will be needed for this purpose, which will cost K2,300 billion (~US\$ 2 billion).

In addition, there are projects to increase paddy output through expansion of sown acreage under irrigation. A system involving a series of electric pumps to lift water from rivers would cost K22 billion (~US\$ 20 million) while another which involves the construction of small dams and a network of irrigation canals would cost K9.2 billion (~US\$ 8.4 million).

2.2.8. FISHERIES SECTOR

Damage and loss in this sector due to the cyclone were estimated by Government to be, in Yangon Division: 41 sea going fishing vessels and 15 coastal fishing vessels; Ayeyarwady Division: 288 sea-going fishing vessels and 1,206 coastal fishing vessels. Additional losses were estimated to be 42 fresh water fishing vessels; 5,859 sets of fishing equipment and nets; 4,537 fishing boats; 810 ha of fish culture ponds; 14,470 ha of prawn culture ponds; 206 ha of crab culture ponds; and 55 private refrigerated rooms. The human toll in the fishery sector is put at 17,876 deaths and 9,612 missing.

The Government foresees the rehabilitation of the fishing sector in two ways, namely (a) recovery, repair and replacement of damaged and lost physical assets, and (b) reengagement and resumption of fishing workers in productive activities. Under recovery, work to be undertaken included refloating 337 sunken or grounded deep sea and coastal fishing vessels, of which 224 vessels have so far been recovered.

Regarding the acquisition of new boats, the Government launched a crash programme involving local private-sector boat builders to construct 10,025 boats within three months. By the end of this period, a total of 9,620 motorised boats together with fuel and various types and sizes of nets and fishing gear had been distributed. An initiative - similar to that launched to attract donations for low cost housing - was also launched in respect of boats. The Government provided timber, fuel and transport to boat builders and as a result was able to offer 21-foot wooden boats for K200,000 (~US\$ 182), financed by private donations. It also offered 4.5 horse power motors for a further K200,000 and imported nets of various types and sizes, all at cost. A fully fitted motorized boat complete with a set of nets is thus available at under US\$ 500, which attracted many local donations.

Furthermore, during this period all storm survivors were permitted to engage in fishing activities, including those living in normally restricted licensed fishing areas. Easy credit facilities, reduced licensing and tender fees and attractive investment terms were also offered. All these measures have gone some way in contributing to the industry's recovery and more importantly, enabled its surviving workers to resume their livelihoods.

To enable storm-affected fishing workers to return to their respective occupations, loans amounting to K2.8 billion (~US\$ 2.6 million) to resume production were provided to 297 owners of fishing companies in Pyapon, Bogale and Dedaye townships.

2.2.9. SALT INDUSTRY

A total of 9,772 ha of salt processing fields were damaged together with 32,724 tons of crude salt in storage. Damage and loss were also incurred in respect of storage warehouses, and in salt making machinery, equipment and tools. The Government estimates that works and inputs required to rehabilitate salt fields and replace lost equipment and material to bring production back to normal would cost approximately K38.8 billion (~US\$ 35.3 million). For greater protection against natural disasters, stronger buildings using reinforced concrete will be constructed for the 400 workers at the state owned Thehmephyu and Thinyangale salt fields.

2.2.10. TRADE AND COMMERCE

The Government plan calls not only for the restoration of productive sectors such as agriculture, fishery and salt production but also for giving due attention to the trade and commerce sector,² including providing loans to established firms engaged in trade and commerce to promote investment and business expansion. Further, it is recommended that after a careful review and evaluation, start-up capital should be provided to petty traders especially those who may wish to open shops to buy and sell essential household and consumer goods and services. The sources for these loans and micro-credit facilities will depend on the type of business activity of the borrower concerned. The provision of such assistance and credit facilities and the opening of shops for sale of goods and services should promote the regular flow of goods and services into the storm affected areas, as well

² This is the sector in which most women depend for their livelihoods.

as to find access to markets for goods produced in the storm affected areas. Such activities should restore normal trade and commercial activities.

2.2.11. SUBSISTENCE AGRICULTURE AND LIVESTOCK BREEDING ACTIVITIES

In rebuilding the livelihoods of the victims, the Government plan states that the aim should not only be to attain the previous level of life but to create conditions for a better life and a higher standard of living through improved performance in backyard agriculture and livestock breeding activities. To achieve this objective, assistance in the form of saplings and seeds, hand tools and use of organic fertilizers would be provided to grow up to ten varieties of fruits and vegetables in the space available in the yards of houses in the villages. To replace the large numbers of draft and farm animals that were lost in the cyclone a programme would be implemented to rear animals to meet draft traction needs in agriculture as well as to meet meat and poultry requirements for consumption in the storm-affected areas.

2.2.12. PREPAREDNESS AND PROTECTION FROM FUTURE NATURAL DISASTERS

The Government's plan envisages a well integrated set of successive natural and man-made barriers and shelters to provide refuge and safety from danger posed by high winds, heavy rains and storm surges generated by cyclonic storms. These may be natural barriers such as natural forests and natural embankments, hills and high ground, and man-made protective structures and shelters such as embankments, sea-walls and storm shelters. The tasks outlined will be implemented after a comprehensive needs assessment of specific townships.

Following a comprehensive needs assessment, a series of storm shelters of varying sizes to accommodate 300, 500 and 1,000 persons, complete with power, water and provisions have been approved. Earthworks, brick-baking and site preparation are underway for the construction of the following storm shelters which form the first phase of the cyclone-shelter construction programme: two 1,000 person capacity shelters in Pyinsalu township, one 1,000 person shelter in Chaungwa and Pyinkhayine, one 500 person shelter in each of these locations: Thingangone, Ohnchaung, Gadongani, Ayeyar, Ahmar, Dawnyeik, Daminseik, Kyonedar, Thingangyee, Zinywegyee, Polaung, Thitpoke and Kungyangone, and one 300 person capacity shelter in Saluseik. The second phase of construction will include the villages of Hlaingbon, Kyeinchaung, Setsan, Kyonekadun and villages situated south-west of Maylamyinegyun. The third phase will cover the towns of Labutta, Mawlamyinegyun, Bogale, Pyapon, Dedaye, Kyaiklat, Kungyangone, Kawhmu, Kyauktan and Twante.

An expanded and improved network of roads between storm affected townships and their adjacent areas are to be established for better access and more efficient communications. These include the following road links: Maubin-Yelegalay-Shwetaungmaw-Kyiakpi-Malamyinegyun covering a distance of 77 km; Mawlamyinegyun-Hlinebone-Thitpoke-Pyinmauk-Pyinsalu covering a distance of 83 km; Labutta-Thingangyi-Pyinsalu covering a distance of 56 km; Bogale-Thapaung-Kyaingchaung-Kadon Kani covering a distance of 62 km; and Labutta-Thongwa-Oak Twin-Htait Sun covering a distance of 52 km. Construction works on these road projects are already underway, with site clearing and grading on significant stretches completed.

2.2.13. REHABILITATION AND DEVELOPMENT OF FORESTS AND FORESTRY RESOURCES

The Government's plan indicates that there are nine reserves covering an area of 64,000 ha in the Ayeyarwady Delta to conserve and protect mangrove forests, and the area of plantations in the various townships are as follows: Bogale 6,550 ha; Mawlamyinegyun 490 ha; and Labutta 8,580 ha, a total of 15,630 ha. Local communities, through group ownership, have also established plantations: villagers from 98 villages in Labutta and Bogale townships have established 10,322 ha. Moreover, international organizations and agencies and local NGOs have played an active part in protecting mangrove forests.

Loss of mangrove forests due to the cyclone has been 4,584 ha in three reserves of Labutta township, 11,935 ha in three reserves of Bogale township, and 46 ha in three reserves of Malamyinegyun township, a total of 16,577 ha. As for plantations, loss in Ayeyarwady and Yangon divisions came to 20,622 ha. Storm affected areas will be protected from future natural disasters by planting trees and forests that will act as natural barriers against wind and waves as noted below.

The Government aims to rehabilitate storm-devastated Meinmahlakyun mangrove forest under a five year plan involving 2,000 ha of gap planting, 8,546 ha of natural regeneration and 1,990 ha of plantation development, totalling 12,446 ha. The damaged mangrove forests in Labutta, Bogale, Mawlamyinegyun and Pyapon townships in the Ayeyarwady Division will be rehabilitated through development of plantation forests and natural regeneration under a five year plan covering a total area of 119,192 ha of which 80,264 ha will be of plantations while 38,928 ha will be naturally regenerated. Assistance will be provided to develop privately owned forest plantations under a five year plan involving a total of 18,744 ha in four townships of Ayeyarwady Division and 600 ha in Yangon Division. Local community owned/village owned forest plantations will also be developed under a five year plan covering 12,000 ha in Ayeyarwady and 360 ha in Yangon Division. Trees to serve as wind breaks will be planted by the side of the river banks up to a width of 200 metres from the river, and which will extend along river banks for a distance of 1,304 km, covering a total area of 3,360 ha. This task will be undertaken by a mass participation movement to be organized by the Forestry Department in cooperation with the local authorities under a five year plan in seven townships of Ayeyarwady Division. A further 184 km will be planted in Yangon Division.³

3 Furthermore, ITTO will provide assistance to develop mangrove forests in Manemahlakyun sanctuary in Bogale Township, in Kadon Kani reserve forest, and in Pyinalan reserve forest, which will cover 400 ha. It will also assist to develop community owned forest plantations covering an area of 300 ha. These activities will be implemented under a four year plan which will cost US\$ 700,000. JICA will support a five year programme to develop a community-owned forest plantation of 2,780 ha and a research plantation of 1,600 ha in Bogale and Labutta townships. FREDA has a five year programme to develop mangrove forests of 752 ha in Pyapon Township.

Chapter III : Productive Lives



CHAPTER III

PRODUCTIVE LIVES

Livelihoods in the Delta are extremely complex and inter-connected, consisting of a mixture of crop farming (mainly rice); livestock raising; paid labour; fisheries (including fishponds, inland and offshore fisheries); small and medium scale agricultural processing; commerce and local trade; and household-level vegetable cultivation and backyard animal husbandry (mainly poultry, pigs and goats). Household members are likely to be engaged in several of these pursuits, with their level of engagement varying during the seasons. This diversification gives households flexibility and a relatively high degree of resilience during normal times. However, it also poses specific challenges to the recovery process, since Cyclone Nargis simultaneously impacted a number of, indeed most, income and livelihood sources. Moreover, these impacts disproportionately affected the landless who have limited productive assets of their own and experienced a sharp drop in demand for their labour following the cyclone. Men and women also have different roles, responsibilities and access to and control over resources. The strategies presented in this chapter aim to support local communities in reestablishing their livelihoods both as an integral part of the recovery effort, and to strengthen resilience to future shocks.

3.1. LIVELIHOODS

3.1.1. SITUATION ANALYSIS

A. OVERVIEW AND NEEDS

Prior to the cyclone, approximately half the cyclone-affected households had rights to the use of paddy land, farming an average of about 6 hectares per household (however 2 hectares is considered the minimum land size to assure household subsistence and a significant proportion of households farm less than this). Among the remaining 50% of households, about 20% derived their primary source of income from fishing, with the remaining 30% working as landless labourers. For the landless, income sources included casual and seasonal labour in agriculture, salt farms, rice mills, fisheries and aquaculture, and artisanal enterprises. Many maintained small backyard gardens growing vegetables and raising livestock for household consumption and sale of surplus produce. Small-scale trade, shop keeping, and crafts, which are traditionally the role of women for both subsistence and income generation, were a source of income for 15% of households (though significantly higher among female headed households). Pre-cyclone, remittances were significant for 6.4% of households, a figure that has risen to 12.5% since the cyclone.

Livelihoods in the Delta, as everywhere, are a web of primary production, transport, and processing, each activity providing livelihoods both for the asset owners as well as the labour they employ. With the cyclone, productive assets for crop production and fishing were destroyed, transport infrastructure was degraded, and processing facilities damaged. This had a significant effect on the livelihoods of both groups: the asset owners as well as the labour they employed. This damage also fractured the web of mostly small-scale economic interactions.

Cyclone Nargis submerged about 63% (783,000 ha) of paddy land in 19 townships,¹ damaging standing paddy crop equivalent to about 80,000 tonnes of grain, destroying 707,500 tonnes of stored paddy and milled rice as well as 85% of seed stocks, and killing many draft animals, including 50% of buffaloes. Almost 28,000 fishers died or remain missing. Half of approximately 200,000 inland multi-purpose boats,² and about 70% of all fishing gear were lost, and 15,000 ha of fish and shrimp ponds were badly damaged.

1 PONJA (page 10) reports 5 townships, Labutta, Bogale, Pyapon, Dedaye and Kyaikiat as being the most affected agriculturally, with no available seed for the coming season. The FAO agriculture assessment of June 2008 reported 7 townships in Ayeyawady Division (Bogale, Dedaye, Kyaikiat, Labutta, Mawlamyinegyun, Ngapudaw and Pyapon), and 4 townships in Yangon Division (Khawhmu, Kungyangong, Kyauktan and Twantay) as the 11 priority townships most severely affected.

2 Inland fishing boats are not registered, so figures are approximate. Multi-purpose boats are also used as a means of transport in the Delta and thus are not always fishing boats, while river fishing boats are solely fishing boats.

An estimated 20,000 commercial enterprises, mostly trading shops and processing centres, were destroyed or damaged, resulting in a large loss of assets and millions of income-generating working days.

Since the cyclone, communities fully or partially rehabilitated all but 10% of the paddy fields. However the total rice harvest has fallen by one-third. Cultivation resumed with inputs provided as part of emergency assistance, including rice seed representing about half the total requirement. About 15% of seed came from stocks that survived the cyclone, while the remainder, about 25% of total needs, were bought by farming families (who often had to sell personal possessions, including productive assets, and/or borrow money to do so). In this way, assistance provided during the relief and early recovery phase, combined with efforts and sacrifices made by farmers, has begun to revitalise rice production.³

In contrast to rice cultivation, only a small percentage of livestock and lost assets of small enterprises have been replaced to date. Only about 15% of inland fishing boats have been replaced, as well as 25,000 sets of fishing gear out of a total requirement of about 100,000. Affordable loans or grants to recapitalise small businesses have been minimal and communications, local infrastructure, transport, and other necessary components of a functioning rural economy remain only minimally restored.

B. CHALLENGES

The sustainable recovery of the affected communities will greatly benefit from a conducive policy environment. Adequate regulatory systems, including means for conflict resolution and redress, should ensure households' access to land for its productive use, their choice in agricultural practices, access to markets, and sufficient and affordable credit.⁴

Consultation with communities and transparency are critical to effectively implement recovery strategies, especially given the diversity – both geographical and in livelihoods – of communities in the Delta. Useful initiatives were begun in this regard during the emergency relief phase, although given the need for urgent assistance, these were constrained by time factors. The medium-term recovery strategy would seek to expand these and emphasize the involvement of communities in the conception, planning, implementation, and evaluation of recovery support.

Geographically the Delta is a large area with significant constraints in transport and communication services, which may cause delays in delivering support and restrict the ability of communities to obtain inputs for their livelihoods and to access markets. The Government's reconstruction plan calls for a significant improvement of the region's transport and communication infrastructure, and rapid progress is important for the recovery of livelihoods.

3.1.2. SECTOR STRATEGY

In efforts to restore, improve, and make more resilient the livelihoods of the cyclone-affected population, it is useful to begin with an analysis of livelihoods as an interaction between people on the one hand, and capital – human, physical, financial and otherwise – on the other. In doing so, it is important to take into account that not only the quantity of capital, but also the quality of the interaction between people and capital influences the productivity of the outcome. In practical terms this means that:

- physical capital needs to be restored (boats, draft animals, ploughs, tools, seeds, productive land, transport, processing plants);
- human capital needs to be strengthened (vocational training, management of technologies, community-level organizational skills for production and self-help);
- financial capital needs to be made available (microcredit, commercial loans, cash grants and

³ Those areas where production remains much less than last year include, as would be expected, where the tidal surge salinated lands: households report salt spoilage and damage to drainage as major constraints to resuming normal paddy cultivation (Periodic Review).

⁴ Adapted microcredit systems will require a review of certain aspects of the regulatory systems that govern banking and credit.

conditional cash transfers such as cash for work, insurance);

- natural resources need to be sustainably rehabilitated and managed (fisheries, mangrove and land, mainly through community-led processes supported by enabling frameworks);
- social capital (levels of cooperation, trust, and mutual help) should be further deepened, and activities structured accordingly, through the involvement of village-level user and producer groups.

In keeping with the principle of building back better, one goal is to restore the livelihoods of the cyclone-affected population in a manner that increases their resilience to future disasters. This includes raising and diversifying production; diversifying employment opportunities (including by creating a better-trained workforce); improving communications and market infrastructures; and promoting better management of natural resources at both the community and regional levels.

Addressing access to financial systems such as adapted microcredit, savings, insurance and remittance services will facilitate the expansion of both agricultural and non-agricultural livelihood activities and the development of micro/small businesses and enterprises. Provision of technical and vocational skill training will increase the opportunities of the poor, women and landless young to find meaningful employment and sustained income. Rehabilitating and rebuilding village and township level socio-economic infrastructures will not only facilitate the recovery of major livelihood activities such as farming and fishing, but also underpin the development of micro-enterprises and other employment opportunities in the medium-term. Utilising cash-for-work as a means to this end can provide immediate income opportunities.

To direct assistance to the most urgent needs and promote equitable access to resources and income earning opportunities, implementation will focus on building village-level organizational capacity of user or interest groups and producer groups⁵ to plan, prioritise, and implement activities. Such groups will be supported to be gender inclusive and equitable, and gender analysis tools will be used to promote equity in the interventions proposed and that the different roles of men and women are recognized.

The proposed approach is coherent with the Government's reconstruction plan, which includes the restoration and improvement of productive capacities and infrastructure in cyclone-affected areas, and prioritizes the recovery of agriculture (including fisheries and livestock) and local trade as pillars of rehabilitation and recovery. Notably, the regeneration of mangrove forests and village woodlots has been identified as one of the essential measures to strengthen livelihoods and to protect against future disasters. This is also a major element of community-led management of the resource base, which also includes land forestry, and fishery.

3.1.3. SECTOR FOCUS AND MEETING THE NEEDS

A. EXPECTED OUTCOMES AND RESULTS

The above objectives can be translated into five operational outcomes:

Outcome 1. Crops: Re-establishing the livelihoods of farming communities and demand for casual agricultural labor by restoring and improving (quantitatively and qualitatively) sustainable cropping on a sound environmental basis.

This includes strengthening and developing community-based producer groups among small to medium farming households, both to support them in the reestablishment of their livelihoods, and to create seasonal job opportunities for the landless poor. Adapted and environmentally sound production and harvesting technologies will be strengthened in the initial phases of the programme

⁵ Producer groups are groups of people who control or have access to productive assets and make use of common technical or material inputs, tools and equipment (extension services, seed and fertilizer, technical and mechanical services, credit facilities) such as farmers, livestock raisers, rice millers, small enterprises including women's handicraft groups, artisans, and others. User or interest groups are groups of people with common issues/problems who can benefit from outside support such as female-headed households, displaced persons, health and education system clients who, as service-users, seek common solutions to their needs.

(January through December 2009) and consolidated in the following two years. Support will be provided to local seed production and the improvement of community-based storage capacities through producer groups, as well as to developing the capacity of support service providers.⁶ Existing financial services will be assessed and credit schemes adapted/expanded (see also Outcome 5). Intensive backyard vegetable gardening and small fish ponds, especially targeting the poor, first for household consumption and later yielding surplus production for sale, will be introduced in the first year to assure minimum food security for vulnerable groups and create cash incomes.

Outcome 2. Fisheries and Aquaculture: Restoring fisheries and aquaculture production, re-establishing value-added chains, improving the sustainable use of resources, and strengthening disaster preparedness and risk reduction.

Activities include, as highest priority, the expanded provision of safer and improved boats and fishing gear, which meet the different seasonal needs of fishermen. Work will begin on improving the sustainability of fisheries by strengthening monitoring and protection measures. Beneficiaries will be small and medium inland and shore fishers, including household-based aquaculture. Limited asset replacement for larger scale fishers will improve their catch and create significant jobs in the fishery value chain. Existing financial services will be reviewed, and adapted credit systems initiated to allow especially small and medium-scale fishers to increase production (see also Outcome 6). Essential hatcheries will be replaced or rehabilitated together with ice plants, cold storage facilities and processing equipment. Increases in fisheries and aquaculture production will in turn increase the demand for skilled and unskilled labour for processing and marketing. Early restoration of household ponds will rapidly improve the livelihoods of poor and marginal households. Linking fisheries to coastal zone management is addressed in Outcome 4 below.

Outcome 3. Livestock: Increase livestock production and productivity and promote adoption of environmentally sustainable practices, with a focus on the livelihoods of landless and vulnerable households.

Priorities include restocking draft animals to enable farming communities to resume normal cultivation, and restocking pigs, goats and poultry to revitalise livelihoods of vulnerable groups. A livestock banking system, whereby the most needy are given animals for use and reproduction with offspring distributed to others in the community, will be tested in selected areas through community-based organisations in the first year. If successful, this system will be expanded in the following two years to increase the size of animal herds and poultry flocks, sustainably increasing household incomes and the supply of meat, fresh eggs and other products to local and regional markets. To this end, the capacities of communities and public service providers to care for, reproduce and protect livestock will need to be strengthened, including through expanded vaccination production and distribution, and animal shelters will be constructed to protect livestock and poultry from future natural disasters.

Outcome 4. Forestry: Improve livelihoods for households heavily dependent on forest resources, and ensure protection and extension of mangrove and other forests based on community-led resource use strategies in the context of coastal zone resource management.

Regenerating natural mangrove forests and mangrove plantations along riverbanks and around villages, as well as replanting village woodlots, will both contribute to livelihoods and to reduce future disaster risks. A needs assessment for reforestation will be undertaken to underpin the implementation of the of the mangrove and village woodlot reforestation strategy. Community-based user groups will be encouraged to adopt a community forestry approach that has been successfully tested in other parts of the country. Existing user groups will be assessed during the first year, with lessons learned used to expand the approach in other areas. Technical and vocational training initiatives for mangrove users will enable communities to meet the demand for simple products in local markets. While such a community-based approach to mangrove rehabilitation – usefully combined with community-led sustainable exploitation of inshore and inland fisheries – is necessary

⁶ These can be both extension and integrated crop management services, as well as measures such as helping the vulnerable landless – artisans such as mechanics and welders, as well as machinery operators – to manage pooled equipment (e.g. power tillers and threshers) which are hired out to farmers.

in the initial stages, it will also provide a foundation for higher-level comprehensive coastal zone management. A comprehensive coastal zone management concept – linked to community-level resource planning – will be developed and tested in selected areas during the first year, including intensive capacity building and institutional development. The programme should be fully operational in 2010, and expanded in 2011.

Outcome 4 is closely linked with Chapter 5.1 Disaster Risk Reduction and 5.2 Restoring and Protecting the Natural Environment.

Outcome 5. Income Generation, Employment and Entrepreneurship: Adopt a holistic approach to livelihoods recovery to benefit communities (primary producers, processors, and the labour they employ), service providers, traders, and small businesses. This outcome focuses on improving the skills, infrastructure, and access to inputs necessary to rebuild non-agricultural livelihoods and other essential parts of the value-added chains and markets.

It is anticipated that over the three-year period significant employment will be generated as a direct consequence of village-based restoration effort, benefiting approximately 250,000 households.

In the first half of 2009, links will be strengthened between employment in community infrastructure projects and landless and displaced households and other vulnerable groups seeking employment. Also, an assessment of skilled artisans and small and medium traders/enterprises needs to be carried out in the first six months to better understand the nature of economic subsectors, and the magnitude of lost essential livelihood assets so that these can begin to be replaced later in the year and into 2010. More generally an assessment of technical and vocational skills that are in short supply, especially on DRR construction techniques (see Shelter section following), is needed in the first half of 2009, as well as an assessment of village level support services e.g. repair and maintenance of equipment.

Based on the findings of the above, planning will take place on ways to provide technical assistance, including management and business skills, and micro-finance to those, such as producer groups, who organize themselves to achieve some socio-economic benefit. Training materials will be developed and training initiated in selected areas in the second half of 2009. Depending on assessed impact, training opportunities will be scaled up in the following six months and in the subsequent two years with tentative plans to provide micro-finance loans to 120,000 households.

Outcome 6. Credit Facilities and Financial Services: Increased livelihoods opportunities through improved access to credit, especially micro-finance.

Existing financial services and credit facilities, both government and non-government, need to be strengthened to improve and enhance their suitability and accessibility in the current context, and identify lessons learned to inform the development of new or expanded approaches. The Government is aware of these needs and has already launched a number of initiatives to address the situation (see Chapter II). The appropriateness of regulatory frameworks, particularly for vulnerable groups and for entrepreneurs who are essential for economic recovery, will be assessed. Microfinance approaches such as credit unions, microfinance institutions, and village-level savings and credit groups developed in other parts of the country could be adapted and expanded. It is likely that redesigned or new community-based microfinance facilities need to be developed and possibly adapted for different target groups (farmers, fishers, the vulnerable poor). Facilities should be tested in selected areas, and if successful, increased microfinance availability expanded to all affected areas over the following two years.

B. PLANNED ACTIVITIES

In support to achieving these outcomes it will be necessary to:

- **Firstly:** Build on the emergency response to the cyclone and, overlapping with early recovery activities, an assessment of the current situation is needed during the first six months (January-June 2009) in selected areas, particularly concerning asset loss, skill gaps, assessing the nature of existing financial services, and mapping the effectiveness and efficiency of existing community-based groups.
- **Secondly:** Introduce new concepts and approaches, which will require careful assessment of existing mechanisms and approaches including their suitability and accessibility during the first six months, followed by developing and testing alternative approaches (July-December 2009), and applying new approaches and methodologies, partly in the first six months of the second year (January-June 2010).
- **Thirdly:** Consolidate, implement and expand new approaches and methodologies during years two and three (January 2010-December 2011).

While significant national capacity exists in both the public and private sectors, some of the proposed approaches may require international technical support in 2009-2010, especially during the introduction of new approaches. In such cases, concerted capacity-building efforts would be undertaken to ensure a rapid transfer of knowledge to national staff.

C. IMPLEMENTATION ARRANGEMENTS FOR SUCCESSFUL DELIVERY

Throughout the recovery phase, communities, local and national NGOs and civil society and the relevant authorities, will be involved in simultaneously testing new approaches, ensuring their ownership, and developing their technical, managerial and organisational capacities. A successful exit strategy will require that all activities are closely coordinated with and then handed over to the village and township levels and to some extent at the central level, including drawing on technical expertise available within the relevant departments and ministries.

Many national NGOs have an effective field presence, even if it is limited in some cases, and have a good understanding of villages and their social and economic contexts. Technical support will be provided for any necessary training on new and adapted technologies, approaches and methodologies in the first year of implementation to ensure partners fully understand the concepts, approaches and methodologies, as well as issues of accountability, including to beneficiaries.

All elements of the livelihood programme foresee the strengthening of user and producer groups, paying particular attention to the inclusion of the vulnerable.

3.2. SHELTER AND SETTLEMENTS

3.2.1. SITUATION ANALYSIS

A. OVERVIEW AND NEEDS

The Government has made shelter replacement a priority, having constructed 4,600 single family houses with a further 3,300 under construction,⁷ out of a total of 20,847 housing units it plans to build. However, the response of the international community has been limited to date, having been concentrated on emergency survival supplies.

The PONJA found that about 790,000 houses in the affected areas were impacted by Cyclone Nargis, with an estimated 450,000 (57 %) totally destroyed, 197,000 (25%) partially damaged, and 126,000 (16%) slightly damaged. Only 16,000 (2%) remained untouched by the cyclone.⁸

Slow shelter rehabilitation and reconstruction has the potential to undermine medium-term recovery efforts, and leaves the population in the Delta largely exposed to hydro-meteorological emergencies should these reappear in 2009. The proposed interventions will build on the substantial progress that has been made by the families and communities themselves who have rebuilt shelters.

Immediately following the disaster, international relief efforts focused on the provision of emergency survival goods including plastic sheets, tarpaulins, ropes, clothes, household utensils, hygiene kits, food and water. This assistance has served to stabilise hard-hit rural populations in the short-term, and enabled self-recovery as people have cobbled together makeshift structures.

Self-recovery efforts demonstrate the population's determination to rebuild their houses and their lives. Surveys carried out in late 2008 suggest that many households have gone beyond sub-standard temporary solutions and have begun repairs, but a lot more rebuilding is needed. In particular, the percentage of houses constructed with bamboo has increased while the average size of houses has decreased. Such buildings are primarily of a temporary nature and have not been able to incorporate risk reduction construction techniques. Vulnerable groups who need particular help to access or restore shelter with risk reduction measures have not had adequate assistance. The net result of the self-recovery process to date is shelter that is temporary in nature, unsafe and inadequate.

The reasons for this include: (i) households cannot invest in shelter when other needs such as food take precedence; 80 percent of those surveyed indicated that the greatest obstacle to rebuilding is a lack of money.⁹ As a result, almost two-thirds of households reported that they did not have plans to make further improvements to their structures in the next six months, which leaves them exposed to the next cyclone season; and (ii) communities and carpenters lack awareness/knowledge of DRR measures and construction techniques. This has hampered the application of even simple, inexpensive, 'quick-fix' measures which do not require the complete overhaul of structures (such as wind bracing, strengthening of bamboo and timber joints and storm shutters).

A principal reason for the high death toll was that many people did not have access to protection against the high winds and the rising water of the storm surge. In two-thirds of communities people sought refuge in public buildings, but about one-quarter reported that they did not have a community building in which to seek refuge and hence stayed in a nearby house or on raised earth banks.¹⁰ In some communities where these buildings did exist, poor community infrastructure (flimsy bridges and foot paths) prevented escape to such buildings. It is important to note that storm shelters must not only protect against high winds, but also against suddenly rising water. Therefore structure must

⁷ Equal to about 2.5% of homes totally destroyed by Nargis.

⁸ As part of the NDPCC's overall Reconstruction Plan, the Ministry of Construction has developed a Programme on Recovery and Redevelopment Planning in Cyclone Nargis Hit Delta Area Regions of Myanmar, which provides an overview of issues relevant to reconstruction planning. The document emphasizes the need for prioritizing shelter activities as part of the recovery of the communities of the Delta, and the need to build back better as part of disaster risk reduction. The NDPCC's plan includes a number of detailed recommendations regarding DRR measures to be incorporated in shelter reconstruction, as well as some recommendations relevant to livelihoods (for example more emphasis on household gardens) and sanitation (directives regarding the provisions of latrines in shelter reconstruction). The priorities of these plans complement each other, and close coordination with international support will need to continue.

⁹ IOM, October 2008

¹⁰ *ibid*

not only be solid and wind resistant, but be raised enough to provide water surge refuge.¹¹

Land and tenure insecurity is common following a natural disaster, particularly when there are significant levels of displacement and loss of life, widespread destruction of settlements and houses, and loss of documentation. Households¹² may find it difficult to reclaim their land when they return from displacement, or in the case of fatalities, households and heirs may be prevented from reclaiming land. This may open the door for others to take advantage and assert illegitimate claims on land. The extent and nature of land tenure insecurity is not known, but there are risks which should be assessed and durable solutions sought to any identified problems.

Following the cyclone, approximately 260,000 people were displaced¹³ to temporary camps and an estimated 600 informal settlements sprung up around the Delta. Many households were also displaced within their villages, seeking refuge in makeshift structures or with host families. Some may still return to their villages while others will integrate into host communities but, for a smaller number of affected persons, resettlement to a new settlement may represent the only option provided that the move is voluntary and resettlement risks are minimized.¹⁴ Greater clarity on resettlement policy would help those affected identify their options.

B. CHALLENGES

Sequencing and prioritization of shelter assistance must account for seasonality, i.e. reconstruction is slowed during the monsoon from May through October. Given the magnitude of the needs and the time required to scale up operations, recovery can be accelerated with the establishment of institutional mechanisms at the township and village tract levels to facilitate joint assessments, common delivery mechanisms, and integrated responses, as well as a higher-level planning mechanism including technical advisors who will play a role in identifying needs, reviewing sequencing and coordinating support. But realistically, given the characteristics of the Delta region, including the degraded road infrastructure and river transport capacities, and the number of available artisans with DRR construction training, even with full financing and good organization there would clearly be problems of absorptive capacity in the next three years which limit the achievable reconstruction targets, a problem that was also evident in reconstruction in countries such as Indonesia following the 2004 Indian Ocean tsunami.

However, the current rate of storm resistant construction is certainly too low. It could be increased substantially if certain donor restrictions on assistance for construction could be waived or lifted. That would allow recourse to all in-country construction capacities including turn-key contracting. This could be discussed in the RF (see Chapter VI).

3.2.2. SECTOR STRATEGY

Addressing recovery needs in this sector requires particularly close collaboration between the relevant actors under the leadership of the Ministry of Construction. The strategy proposed here is based on five guiding principles:

- Recognize that housing is a process which takes place over time.
- Provide solutions which are flexible, not prescriptive (materials, size, design), in order to respond to a variety of circumstances and needs while still upholding minimum standards.
- Help those who cannot help themselves.
- Ensure solutions are suitable, doable, sustainable and affordable for the people they aim to serve.

11 Elevated earthen embankments or platforms can also provide open-air protection against rising water.

12 Particularly female-headed households

13 PONJA

14 The decision to resettle households after a disaster is often done quickly in an effort to provide solutions for victims. Due to the urgency of the situation and subsequent limitations on planning and preparation, post-disaster resettlement often has negative socio-economic consequences on households. While disaster-associated risks may be reduced, resettlement risks may well increase including marginalization, loss of productive livelihoods, community fragmentation and the like.

- Prevent displacement, potential for conflict and additional loss of livelihoods.

The shelter strategy supports the establishment of physical shelter and settlements better able to withstand storms, and a rebuilding process that contributes to the recovery of livelihoods. In its implementation, it will need to establish transparent, accountable systems which facilitate information exchange, and create synergies with other sectors in particular DRR and livelihoods. While household poverty, limited external funding, and weak organizational capacities are constraining factors, other factors represent opportunities. These include the spirit of mutual support that exists within communities, existing skills, renewable local resources, and the desire of people to help themselves.

Six months after the disaster, an estimated US\$ 85 million¹⁵ has been invested in housing in the Delta. Donor assistance, largely for emergency supplies for temporary solutions, accounts for approximately US\$ 20 million, which not only sustained lives but also represents significant support for the local economy. But clearly self-help has been central to survival and early recovery,¹⁶ drawing on existing capacities and remaining assets.

The shelter strategy will aim to support rather than displace the extensive self-help efforts evident in the Delta, particularly in increasing the storm-resilience of, and protection offered by, the rebuilt structures. Longer-term financing needs from the international community are now large.¹⁷ External assistance will not only restore the protection afforded by adequate shelter, but also have a significant multiplier effect in the local economy and on people's livelihoods.

To implement the strategy, it will first be necessary to address obstacles that prevent the full utilization of existing assets and capacities, especially those which require the involvement of actors outside the village, or are beyond the ability of most households to tackle without guidance or assistance. Examples are 'higher order' issues such as verifying land tenure, settlement planning, and identifying durable solutions for the displaced. Second, limited but strategically placed assistance can address gaps faced by households when primarily drawing on their own resources. Examples include construction materials, skilled labour, and technical assistance on storm resistant building techniques. Third, it is necessary to target and assist those who have a limited capacity for self-recovery, e.g. the poorest, the landless and those who remain displaced, who need more comprehensive shelter packages.

3.2.3. SECTOR FOCUS AND MEETING THE NEEDS

A. EXPECTED OUTCOMES AND RESULTS

The recovery of shelter and settlements means that households and communities obtain durable and safer shelters, have better access to more cyclone shelters, overcome the impact of displacement, can rebuild under conditions of assured security of tenure and can get access to new sites and settlements in case of need.

Outcome 1: Safer, more durable shelter through rehabilitation and reconstruction of household shelter and the incorporation of disaster risk reduction construction techniques.

¹⁵ This figure is extrapolated from two data sets which were provided in the IOM survey including the rates of rebuilding/reconstruction which have taken place to date and the estimated cost per household to undertake repairs as well as reconstruction.

¹⁶ House construction in rural areas is driven by the informal sector or 'people's sector'. That is, houses are commonly built without the use of the private sector or a contractor. Households manage the process – choosing skilled labour, making design choices based on means and procurement and preparation (weaving thatch) of materials. They may also hire unskilled labour or take on this activity themselves in order to reduce costs.

¹⁷ IOM estimates US\$160 million.

The table below reflects the types and levels of assistance needed as well as the number of households to be assisted (not taking account of absorptive capacity and constraints).

Assistance needed	Cost per HH (in US\$)	Total units (approximate)	Total Cost (in US\$)
1) Shelter packages to vulnerable households	600	50,000 new or fully rebuilt durable shelter	30 million
2) Upgrading to minimum standard of temporary/partially repaired shelters	250	370,000 temp/partially repaired shelter upgraded	92.5 million
3) Strengthening of units which have been partially rebuilt	75	30,000 shelters rebuilt with DRR provisions	2.25 million
4) Strengthening of 350,000 damaged shelters to reduce risks	50	350,000 shelters repaired with DRR provisions	17.5 million
		Total	142.25 million

While the bulk of the rebuilding effort will be carried out by villages themselves, support will be needed, for example for households who will be faced with the dilemma that this could compete with other livelihood pursuits essential for survival. Also, rising material costs due to scarcity may emerge (although this has not been observed to date). Finally, attention will need to be paid to environmental impacts, especially deforestation, as households turn to stronger building materials. Given the widespread use of bamboo and palm for roofing, it will be important to ensure that these are not overharvested. To mitigate these factors, it will probably be necessary to source some materials from other parts of the country. To be cost-effective, sourcing such materials would best be organized beyond the village level.

Outcome 2: Safer communities across the Delta through rehabilitation and construction of designated cyclone shelters (private) or multi-purpose buildings (community) and improvements to community infrastructure in order to facilitate access.

Cyclone shelters are critical components of a comprehensive DRR strategy and can save many lives in the event of a disaster, as borne out by experience in Bangladesh. Cyclone shelters can include designated private houses or public buildings (such as schools, health centres, monasteries or other multi-purpose buildings) which have been built using strong materials. Ensuring that these structures are accessible to all – both within and between communities – may require targeted expenditures for micro- infrastructure such as local bridges, footbridges, roads and culverts. Such investments would also have considerable daily benefits for the restoration of livelihoods and community life. The best approach would be cash grants to villages targeted for such works, leaving prioritization to the villages themselves.

Outcome 3: Restored land tenure security for populations displaced/affected by the disaster.

Addressing land tenure security will i) reduce the potential for conflict which may result from competing claims on housing plots, by clarifying ownership and plot boundaries; ii) protect against the removal of land use rights, and iii) may create space for providing house plots to landless households who can then benefit from any shelter assistance which is extended.

Outcome 4: Vulnerable households and communities relocated to new settlements while ensuring resettlement risks have been minimized.

For some households and communities that remain displaced, returning to their place of origin or integration into another settlement may not be possible. In order to minimize risks associated with their resettlement, sufficient planning and investment must be provided to ensure viable, sustainable communities. The process must be extremely transparent, well coordinated and only taken forward once there is shared agreement on the policies that should govern the process.

Linking Outcomes 3 and 4 with livelihoods interventions proposed in section 3.1 will promote the restoration of productive lives.

B. PLANNED ACTIVITIES

January – June 2009: The initial focus is on reconstruction in preparation for the monsoon season (May to October), targeting first the most vulnerable, including the elderly (see Chapter V on protection). Much of this will necessarily have to be met in response to the UN Revised Appeal in its early recovery phase. Priority needs are roofing, beams, skilled labour (particularly carpentry), and technical assistance on storm-resistant building techniques. An estimated 45,000 structures can initially be improved and strengthened. The type/combination of assistance should be determined on a case-by-case basis depending on the local situation. Attention must also be given to preparing elevated storm surge assembly areas (see also section 2.2.7. para 3) and the construction of community storm shelters. The construction of community shelters will complement the Government's programme (see section 2.2.12). Provisions will be made to ensure that reconstructed community infrastructure – schools and health facilities – are built back to serve as safe storm shelters (see also Education and Health in Chapter II, III, and IV).

Activities include the identification of vulnerable groups (including displaced persons) and prioritization for shelter assistance (and durable solutions for the displaced). Initial assistance to enable households to incorporate DRR construction techniques to partially rebuilt/repared structures, and dissemination of DRR measures across communities to raise awareness and training of artisans in DRR construction techniques. Furthermore, aid effectiveness will be promoted with attention to harmonization of standards to promote equity in the response while ensuring minimum standards are upheld, and mapping of settlements and basic spatial planning to identify needs/assets and solutions for improving communal storm shelter access. It is also necessary to agree on cyclone shelter standards and construction/retrofitting of existing structures in vulnerable communities, in coordination with DRR activities. It will also be necessary to identify communities and households where resettlement to a new site or community is the only option.

July – December 2009: Much of this period falls in the rainy season, so the focus will shift to planning, capacity building, and reviewing lessons learned from the first six months. Preparations will be made for scaling up organizational capacity to resume construction activities in October-May. Activities from the first six months will pick up and expand and continued training of carpenters and raising awareness at community level on DRR measures will need particular attention.

January 2010 – December 2011: Continuing scaled-up efforts in respect of all four outcomes.

C. IMPLEMENTATION ARRANGEMENTS FOR SUCCESSFUL DELIVERY

As presented in Chapter I, community-based approaches are the most effective modality for implementing these large programmes and for targeting assistance. In using community-based approaches, the limited planning ability and technical skills at the village level need to be addressed, including by ensuring that villages and township authorities are well informed and the roles and responsibilities of stakeholders are clearly defined. It is likely that the government and private sector will continue to play a significant role in shelter rehabilitation and reconstruction.

There is limited capacity to implement internationally-supported shelter programmes in country.¹⁸ At present, there are fewer than ten INGOs with a background in housing and related issues such as land and community mapping. Medium-term financing may enable these to scale up. The organizational capacity of other potential partners, including a number of NGOs already engaged in some early recovery activities, will need to be quickly scaled up. Coordination and partnerships among all those engaged in the response initiatives can be taken once comparative advantages and a division of labour has been agreed.

¹⁸ The potential role of the private sector has not been factored into this statement.

3.3. EDUCATION

3.3.1. SITUATION ANALYSIS

A. OVERVIEW AND NEEDS

The education sector was seriously affected by cyclone Nargis, with about 4,000 schools (approximately 60%) damaged or destroyed and a widespread loss of school furniture and materials. During the emergency relief phase, the education sector focused on re-establishing access to formal and non-formal education through repairing damaged schools, providing temporary safe learning spaces, and distributing education materials including essential learning kits, school-in-a-box, teacher kits, textbooks, furniture and blackboards.¹⁹ An estimated 504,000 children have benefited from the education humanitarian response – about one third of the total number of children enrolled in primary and secondary schools, or just over half of the students affected by the cyclone.²⁰ This was instrumental in ensuring that teaching and learning were able to continue with minimal disruption and in acceptable, safe conditions.

B. CHALLENGES

The limited capacity to bear the associated costs of schooling can constrain school attendance,²¹ and the recovery plan offers proposals to address this. Evidence also suggests that there is a mismatch between the distribution of the student population and the location of schools, which will need to be taken into account when planning the facility restoration programme. Detailed programmes of work and expenditure plans will need to be developed at the township level and below.

The PONJA estimated education needs at approximately US\$150 million, with US\$142 million for facility restoration and US\$4 million for service delivery restoration over three years – which included US\$125 million for primary school restoration, US\$11 million for middle schools and US\$8 million for high schools. The cost to restore and judicially enhance the quality of education and learning is now estimated at US\$220 million. Based on international experience and assuming major efforts are made to enhance implementation capacity (see below), about US\$ 145 million could probably be disbursed for priority activities over the next 3 years. This is in addition to an estimated US\$19.8 million which has already been committed from other sources, including the UN Revised Appeal.

It would be highly desirable for the Government, development partners, and INGOs to agree on one long-term sequenced recovery strategy as outlined here, in order to avoid short term solutions, duplication of effort, and to enable capacity to be enhanced quickly to implement the program.²²

3.3.2. SECTOR STRATEGY

The core objectives of the proposed programme are to ensure: (i) restoration of the primary school system, enrolments and to improve retention rates through reconstruction of schools, improving quality of the learning environment (as a mechanism to ultimately improve learning outcomes) and reducing the costs of school for vulnerable families; (ii) reconstruction of destroyed and damaged middle and high schools;²³ and (iii) restoration and enhancement of important early childhood, non-

19 1,400 schools repaired, 1,350 temporary safe learning spaces built, 1,700 schools received replacement furniture (including blackboards), 365,000 children received essential learning materials packs, 6,800 teacher's kits, 375,000 textbooks, 640 schools-in-a-box, 1,200 games kits, 700 library boxes, 500 ECD centers with 870 ECD kits.

20 This assumes that the proportion of total students seriously affected by the cyclone is in the same proportion as the schools seriously affected.

21 A gender analysis will also likely show that, as a result of the high proportion female victims, older girls are being withheld from school to take on home-based responsibilities. Similarly, boys are obliged to leave school to engage in street-based petty trade.

22 At present only one international agency is approved to work with the MoE on ensuring quality inputs to primary schools and that for only 5 priority townships. Agreement needs to be reached with government on how quality inputs can be delivered to the remaining parts of the primary education system seriously affected by the cyclone. A small number of agencies are approved to construct schools – the scale of the reconstruction programme, however, requires an immediate and major scaling up of capacity to manage its design, contracting and supervision.

23 Developing a programme for the judicious improvement of middle and high schools was deemed to be beyond the scope of this report. Priority, given likely funding constraints and priorities of Government, has been given to primary schooling, restoration of middle and high schools, and efforts to restore/enhance key early childhood and non-formal/vocational schooling with the latter aiming to enhance livelihood capacity of cyclone affected youth and women.

formal and vocational education programmes.

This will involve: (i) comprehensive township plans; and (ii) design and implementation of ways to reduce school attendance costs (e.g., supply of textbooks and school materials and develop subsidized school attendance for families whose incomes have been severely affected by cyclone). The affordability of schooling needs to be addressed as a matter of urgency if enrolment and retention objectives are to be met.

The implementation strategy (see below) could quickly enhance implementation capacity – particularly at the township level and below – including for the large construction programme. Benchmarks will be developed for township level work plans, facility restoration and distribution of school materials and supplies.

These priorities and the proposed interventions are aligned with and support various national plans.²⁴ Successful implementation will require close collaboration between the Ministry of Education (MoE) and the international community, to ensure that bottlenecks are addressed quickly and effectively. Even so, considerable needs will remain past the initial three year period.

3.3.3. SECTOR FOCUS AND MEETING THE NEEDS

A. PLANNED ACTIVITIES

Two major phases are suggested:

(i) January – December 2009: (a) continued support for immediate schooling needs; (b) repairs and maintenance to temporary school facilities to ensure they can be operational through the next rainy season pending construction/full repair; (c) planning the phasing-out of emergency relief activities; (d) agreeing a package of quality interventions (textbooks and school supplies etc.) for primary schools and organising their purchase and distribution; (e) complete study of reducing costs of schools for families and initiate a programme that targets the poorest areas of the Delta; (f) scale up the school restoration programme, implementing agreements on “build-back-better” and modify school designs to be more child friendly;^{25 26} (g) finalize detailed facility rehabilitation plans and initiate associated contracting; and (h) monitor implementation of facility construction plans.

(ii) January 2010 – December 2011: (a) continue scaling up the restoration programme for the general education system infrastructure and full rollout of quality inputs (textbooks, school materials and supplies and child friendly approaches to learning²⁷) to improve primary schooling learning outcomes; (b) incorporate early recovery efforts into township plans for the recovery phase; (c) monitor education enrolment and retention in the first two years of primary schools; (d) continue strong oversight (and capacity enhancement as needed) of construction programmes to prevent delays and ensure quality; (e) scale up target household school subsidy programme to ensure families can afford their children to attend school; (f) ensure scaled up in-service teacher training programmes to enhance child friendly learning strategies; (g) institutionalize emergency response and preparedness activities in school curricula; (h) implement pilot programmes on early childhood schooling, non-formal education (including vocational and livelihood skills); and (i) enhance education statistics and planning capacity.

24 (i) Ministry of Education 'Project for Rehabilitation and Future Disaster Preparedness in Areas Affected by Cyclone Nargis' for the Recovery Phase; (ii) Millennium Development Goal (MDG) goal 2 'Achieving Universal Primary Education by 2015;’ (iii) All four of Myanmar's 'Education For All' Goals; (iv) Myanmar's Education For All National Action Plan 2003-2015; and (v) Ministry of Education's Long-Term Basic Education Development Plan (2001-2031).

25 Child-friendly school elements include provision of adequate toilets, safe drinking water, play areas and clean safe environment inside school compound and ventilation/light and space in classrooms.

26 These plans should include estimates of on-going maintenance costs of school facilities and discuss options to institutionalize maintenance systems and their financing.

27 The Child Friendly Schools (CFS) concept in Myanmar is based on the global CFS concept and its overall principle of being a school which proactively fulfils all the Rights of Children i.e., it is a school which is: (a) rights based and proactively inclusive; (b) gender responsive; (c) promoting quality learning outcomes relevant to children's need for knowledge and skills; (d) health, safe and protective of children; and (e) actively engaged with students, families and communities.

B. IMPLEMENTATION ARRANGEMENTS FOR SUCCESSFUL DELIVERY

Restoring the education sector – particularly the construction programme – is a large undertaking implemented in a complex environment. It would therefore be important for all donors and international executing agencies to participate in a coherent programme for education, which is closely coordinated with the Government's education programme, and that both pooled and earmarked funding be acceptable within the programme.

Township Area Plans and Focal Points. A fundamental element of the proposed education programme is that programme planning be done at the township level with strong inputs from village-level consultations. Specifically, an activity and expenditure plan will need to be developed covering both government and aid-supported interventions. The planning process would ascertain the best location and configuration of the rebuilt schooling infrastructure given the opportunity to re-site some destroyed schools. It is proposed that these plans be developed by township education authorities with strong technical support from one or more focal point(s) from the international assistance community.²⁸

The "focal point" would be responsible for: (i) supporting the local authorities' preparation of Township education plans; (ii) ensuring preparation of detailed school designs and site plans; (iii) documenting items to be procured centrally (e.g., school materials and supplies, school furniture); (iv) liaising with the township area education authorities and the TCC; and (iv) giving technical support for monitoring both construction and quality enhancement.²⁹

²⁸ Depending on their capacity and the scale of work to be managed, which varies from township to township,

²⁹ Above the township level, in due course consideration could be given to central education sector coordination mechanism along the lines proposed for the health sector (see section 4.1.3.). Similarly, at the township level programme management units for the education sector could be considered.

3.4. SECTOR NEEDS AND INDICATIVE COSTING

TABLES (3.1 – 3.3): RECOVERY NEEDS – PRODUCTIVE LIVES *(In US\$ millions)*

Sector (1): Livelihoods	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes:				
1.1 Crops	36.5	19.5	12.0	5.0
1.2 Fisheries and Aquaculture	51.2	8.2	18.8	24.2
1.3 Livestock	21.0	7.0	8.0	6.0
1.4 Mangrove Forestry	5.8	0.8	2.0	3.0
1.5 Employment	12.3	2.4	3.0	6.9
1.6 Micro-finance	12.2	2.4	3.0	6.8
Total	139.0	40.3	46.8	51.9

Sector (2): Shelter and Settlements	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes:				
2.1 Shelter	142.2	24.0	33.0	85.2
2.2 Cyclone Sheltering	30.0	7.0	6.0	17.0
2.3 Secure Land Tenure	0.9	0.2	0.2	0.5
2.4 New Settlements	0.5	0.1	0.1	0.3
Total	173.6	31.3	39.3	103.0

Sector (3): Education and Training	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes:				
3.1 Access to enhanced Ed.	145.0	5.0	10.0	130.0
3.2 Improved Education by CFS	2.7	0.6	0.6	1.5
3.3 Increased access/retention	6.5	0.3	1.2	5.0
3.4 Under 5 access and ECCE	0.5	0.2	0.2	0.1
3.5 Increased Preparedness	0.5	0.1	0.2	0.4
3.6 NFE, life skills and TVE	1.2	0.1	0.3	0.6
3.7 Ed. planning and management	0.6	0.1	0.2	0.3
Total	157.0	6.4	12.7	137.9

Chapter IV : Healthy Lives



CHAPTER IV

HEALTHY LIVES

Healthy lives are the foundation upon which the recovery of the affected people and communities depend. Beyond causing direct physical and psychological harm, Cyclone Nargis seriously undermined the availability of health care, disease prevention services, nutritious food, clean water and sanitary facilities. This chapter presents two broad elements: (i) restoring and enhancing the provision of quality basic health care, including nutrition, to communities and ensure that cyclone-affected families can afford to access essential health services; and (ii) deliver and build capacity to ensure that communities across the Delta can sustainably meet their basic water, sanitary and hygienic needs.

4.1 HEALTH

4.1.1. SITUATION ANALYSIS

A. OVERVIEW AND NEEDS

Cyclone Nargis had a severe impact on the health system and its capacity to deliver essential services, with the destruction of 130 health facilities and significant damage to another 500 facilities. At the same time, the cyclone increased healthcare needs and decreased the ability of families to pay for treatment, in particular in the 11 most severely affected townships. There has been a significant reduction in access to village level basic health services and an increased need for better ambulatory health care (colds, fever, diarrhoea and respiratory problems), and trauma and injury accentuated by the cyclone accounted for 8 percent of facility visits in the immediate aftermath of the cyclone.

The danger of a rise in gastro-intestinal diseases was evident with a drop in the number of those with access to pit latrines to 60% and an increase in open defecation, floating latrines and trenches, from 23% to 40%. The increased use of floating latrines is particularly problematic given the frequent use of river water for drinking. More than 60% of households reported the use of unsafe water sources. With the end of the rainy season in October and many drinking water ponds remaining salinated, more households may be exposed to unsafe water (see section 4.2.). After the cyclone there were high levels of food insecurity and disrupted infant feeding practices, and fieldwork carried out in September and October 2008 reported high levels (14%) of acute malnutrition in least affected areas. Finally, although 23% of respondents had a family member with (or had observed) psychological problems arising from Cyclone Nargis, only 11% of those with problems reported having received treatment (see Chapter VI on psychosocial impacts).

B. CHALLENGES

While significant funding has been provided for the health sector during the emergency and early recovery phase, the fragmentation of funding made it difficult to ensure equity and prioritization based on need in delivering minimum packages of essential healthcare to the affected communities.

Other pressing issues include: (i) a need for all stakeholders to formally sign up to one medium-term sequenced recovery strategy to avoid continual focus on short term solutions; (ii) a mismatch between current implementation capacity and health service restoration needs; (iii) duplication arising from multiple funding channels to multiple implementers, which limits significant scaling up of interventions in a coordinated manner; (iv) a cyclone-affected population with greatly reduced incomes and limited capacity to bear the costs of access to food and essential health care;¹ and (v) a need to maintain disease, nutrition and food security surveillance vigilance in order to inform

1 The Periodic Review estimates that average disposable income in late 2008 is only half of what it was before the cyclone. Costs to access education are also significant – see chapter III.

programming and public health responses.²

4.1.2. SECTOR STRATEGY

The core objective of the proposed programme is to ensure restoration and appropriately enhanced provision of and access to quality basic primary health care services (including nutrition) with a strategic emphasis on: (i) improved maternal and child health outcomes; and (ii) ensuring that the limited household financial resources do not prevent access to essential health services.

To this end, access to primary health care should be restored through both supply side interventions (restoration of facilities and better quality health services) and demand side interventions (including surveillance and subsidies for the poor).

The ability of the poorest to access health services needs to be at the forefront of health response planning and programming. To that end, key priorities include the development of: (i) the township plans; (ii) emergency referral systems; and (iii) demand side interventions. The design and implementation of these activities will take place in close consultation with the communities and villages, as well as the private sector.

In the development of this plan, all parties have agreed that as a matter of principle: (i) there should be one integrated implementation plan, drawing on pooled funds to the extent possible; and (ii) there is a need to sustain and enhance current coordination and information sharing arrangements at the township level between delivery agents, communities, technical agencies, and the Ministry of Health (MoH).

4.1.3. SECTOR FOCUS AND MEETING THE NEEDS

A. EXPECTED OUTCOMES AND RESULTS

Proposed health supply side interventions include a wide spectrum of health education, preventive health services and restoration of access to curative services – all aligned with existing MoH strategies. Strategic support to technically enhance identification and treatment protocols is suggested. At the village level, volunteer health workers need to be trained and supervised in the recognition and treatment of diseases which contribute to the high-levels of under-5 morbidity and mortality (diarrhoeal diseases, acute respiratory tract infections and vector-borne diseases) as well training in interventions which will address the major causes of maternal mortality.³ At the health centre and sub/centre facility there will be a focused health worker training programme in clinical case management in order to improve the quality of service provision of antenatal and postnatal consultation rates as well lower rates of home births – all known to save lives cost-effectively. Provisions are made to restore and equip destroyed and damaged first line health infrastructure and to ensure essential pharmaceutical and medical supplies which in part will reduce the costs of accessing health services (see below). The programme also emphasizes community approaches to accessing emergency obstetric care at hospitals while MoH has a substantial programme of hospital investments across the Delta over the next three years, which will, inter alia, ensure adequate facilities to treat and operate on emergency cases. Nutritional activities will be integrated within primary health care activities at health facilities and in outreach services.

Utilization and referral rates at/by the health facility level are low both by international standards and relative to the disease and health profiles of the Delta. Research to better understand demand-side issues should be designed, including drawing on current pilot investigations, with a goal of overcoming the financial and geographical obstacles which people face in accessing health care.

The outcome indicators reflect global best practices and the targets, and while ambitious, are achievable. The policy, organizational and managerial activities will support the proposed programme

² Even though evidence suggests there have been no major disease outbreaks or major malnutrition yet, a quick response capacity to public health issues is needed – it is evident that new health conditions may arise with the arrival of the dry season and increased scarcity of safe water sources.

³ The system of volunteer health workers is in place. This strategy builds upon, support and enhances an already existing health cadre who provide critical first line care in the Delta.

and quickly and strategically enhance implementation capacity, particularly at the township level and below. The performance benchmarks for the development of township plans, facility restoration and the supply chain need to be met in order to achieve service restoration.

Priorities were identified in close consultation with the MoH and are fully consistent with the strategic focus of the Ministry's Post-Nargis Recovery Plan of Action. As the responsible sectoral ministry it has played a key role in identifying priorities and promoting coordination, and has made substantial financial and human resource commitments for the Delta. This includes an additional 1,388 new health posts already created in 2008, 233 doctors and 703 nurses, and a firm commitment to an additional 158 staff in 2009-11. Almost all skilled staff vacancies caused by Cyclone Nargis have been filled. The additional financial commitment is approximately US\$7.5 million for hospital restoration, US\$1.6 million for medical equipment and US\$8.6 million for salaries.⁴

B. PLANNED ACTIVITIES

(i) *January – June 2009*: focusing on: (a) continued support for immediate health service delivery needs;⁵ (b) scaling up the construction programme for rehabilitating health facilities; (c) preparations for medium-term planning and recovery, including agreement on detailed roles and responsibilities, and engagement of "Township Focal Points" responsible for developing, managing and monitoring township area health plans in cooperation with Township Health Authorities;^{6 7} (d) design subsidy programme for vulnerable households to access essential health care and monitor pilot demand side interventions currently under implementation; and (e) scaling up implementation capacity at the township level to manage the programme.

(ii) *July – December 2009*: focusing on: (a) finalizing township area health plans to support service delivery; (b) detailed programming for the recovery phase (incorporated in township area health plans) and planning the phasing-out of emergency relief activities; (c) finalizing detailed facility rehabilitation plans and beginning to contract out implementation; (d) monitoring implementation of any construction plans funded separately by township coordinating agents, to prevent gaps; (e) scaling up and mobilizing capacity to implement the programme; and (f) implementing and monitoring demand side pilot interventions, and finalize and initiate the implementation of the subsidy programme.

(iii) *January 2010 – December 2011*: focusing on: (a) the full restoration of the health system and its damaged facilities as well as the building blocks for future health care services (including a framework for the role of the private sector); (b) completion of relief and early recovery efforts, and their incorporation into township plans; (c) monitoring outputs and health outcomes, and make any necessary adjustments to ensure maximum impact of services; (d) continued strong oversight of the construction programme to prevent delays and ensure quality, including enforcement of agreed standards; (e) ensuring access to services at affordable costs for poor and vulnerable groups by extending pilot demand side and household subsidy interventions;⁸ (f) strengthening the cold chain, vaccine and pharmaceutical supply and distribution system; (g) scaling up of community-based emergency referral systems, particularly for emergency obstetric care; (h) completion, adoption and implementation of the human resource and training plan; and (i) institutionalization of emergency response and preparedness activities.

C. IMPLEMENTATION ARRANGEMENTS FOR SUCCESSFULLY DELIVERY

Township Focal Points. A fundamental element to the proposed programme is anchoring its implementation at the township level, and identifying a "focal point" to work with and support the Township Medical Officer (TMO) and staff. The TMO should be responsible for detailed programme

⁴ Letter from Ministry of Foreign Affairs to WHO Country Office for Myanmar, 2 December, 2008.

⁵ This includes provision of basic services and referrals; medical services for the injured, disabled and those suffering from mental disorders; and other groups made vulnerable by the cyclone.

⁶ This would include mobilization of remaining facility detailed design work and preparation of documentation for construction contracting.

⁷ This would also include liaison with: (a) the Three Diseases Programme (Malaria, TB and HIV); (b) the GAVI Health Systems Strengthening Project; and (c) with any new initiatives including a possible Global Fund proposal currently being prepared. These programs are all national in scope but need to be coordinated with restoration efforts.

⁸ Including HIV prevention and voluntary testing and counselling.

design and planning and for management of the programme including defining procurement needs, financial reporting and monitoring. It is proposed that the focal point be contracted for each township to manage and coordinate the programme.⁹ Focal points would likely be INGOs (or consortiums of INGOs/NGOs) with relevant experience and capacity (and the ability to scale up capacity), but other options could be considered. Terms of Reference and selection criteria for the focal points should be common across townships.

The initial task of each focal point would be to support the development, by the TMO, of annual medium-term township-level health expenditure plans incorporating both international assistance and government programmes. The plan would also contain agreed monitoring indicators in each township. Such integrated health plans at the township level would form the basis for programming of assistance while assuring coordination with the Government's programmes.

These township area health plans would be developed by the TMOs with support of the focal points in close consultation with villages and stakeholders such as UN agencies, INGOs, NGOs and the private/cooperative sector. The process for consulting communities will need to be agreed on in advance.

The focal point will be responsible for tracking expenditures thus promoting accountability for assistance funds (including procurement oversight) allocated to and used in each township area. The focal points would also track procurement, excluding items which may be contracted out centrally by the MoH. The focal points will report to an overall Programme Manager, responsible for the oversight of the national health recovery programme (see below).

To promote greater coordination, efficiency and transparency in relation to the implementation of all post-Nargis public health related sectoral activities including health, water, sanitation, hygiene (WASH), and nutrition, consideration should be given to the setting up of a central coordination mechanism, which may be called the Public Health Coordination and Review Board. Such a mechanism could comprise: (a) representatives from relevant ministries; (b) development partners who provide funding; (c) two representatives of relevant UN agencies; (d) a Myanmar national expert with knowledge of the health situation in the affected area; (e) two independent international experts (one with a public health background and another with programme management experience); and (f) a representative of an INGO working in the Delta region in another sector. The Board would meet quarterly, with functions including: (a) to approve aid fund programming, at least annually, to support agreed health plans; (b) review implementation and monitoring reports; (c) resolve major implementation issues; and (d) take all major decisions on the allocation and reallocation of funds based on programme performance.

Programme Management Unit. Finally, a small Health Programme Management Unit (PMU) of 2-3 professionals (with support staff), to be located within the MoH in Yangon and headed by a Programme Manager to be appointed by the Board. It would: (a) serve as secretariat and provide advice to the Board; (b) execute Board decisions with respect to all aspects of the programme; (c) closely liaise with township authorities and focal points with respect to all aspects of the programme; (d) ensure sound procurement and financial management practices and serve as clearing house for major procurements, including outsourcing this to appropriate institutions; (e) review Township Health Plans and provide assistance to focal points as appropriate; and (f) contract any consultants/INGO needed by the programme, including for the design and management of the essential health care subsidy programme for vulnerable households.

⁹ While government channels would continue to administer the Government's health expenditures, the focal point would be informed for coordination purposes.

4.2 WATER, SANITATION AND HYGIENE (WASH)

4.2.1. SITUATION ANALYSIS

A. OVERVIEW AND NEEDS

The main source of water for rural communities in the Delta is rainwater, harvested by households in large earthen pots, or stored in village ponds and wells which are owned and managed by a mix of household, communal and business sector arrangements. In many areas there is a private market for water. There were more than 5,000 ponds in the affected villages, many of which were inundated during the storm surge and flooding, leaving them saline and unusable. According to the PONJA, more than 2,000 ponds were damaged and much of the household-level rainwater harvesting capacity was destroyed together with their houses.

As noted in the preceding chapter, households practicing unsanitary defecation almost doubled to 40 percent in the immediate aftermath of the cyclone, creating additional risks of communicable diseases.

While surveys show a high prevalence of hand washing with water after defecation, the use of soap is more limited. In addition, the loss of household assets and income caused by the cyclone and the subsequent flooding has significantly worsened people's ability to practice safe hygiene.

In the six month period following the cyclone, ponds and hand-dug wells have been cleaned in 2,000 villages, aiming to restore one pond and well per village. Efforts have also been made to restore and improve household rainwater harvesting systems. Households, schools and rural health facilities have been provided with water collection, storage containers, and chlorine tablets for purification. Some 85,000 latrine sets (pans, pipes, structure material) have been distributed and about 1,800 pre-fabricated latrines installed in schools and rural health premises to facilitate the return to safe excreta disposal.

B. CHALLENGES

The dry season will last through May 2009, and critical activities are currently underway to ensure adequate safe water until then. Urgent efforts are also needed to continue the desalination of ponds before the onset of the wet season, so as to enhance safe water security in the subsequent dry season. The need to address these water security issues must drive initial priorities in this sector. A need for temporary price subsidies in some communities may be an important intervention, particularly for the very poor.

Most sanitation services are either communal or, more commonly, private household arrangements – albeit with a need to ensure that community is not harmed by the method of excreta disposal (e.g. floating latrines which contaminate water supplies down-stream). On the other hand, safe water supply and distribution is a complex mix of private household catchment, community and private ownership of catchment ponds and tube wells, “wholesale” selling of water between villages, particularly during dry season, and by a combination of private and community owned sources. The distribution of water is often done by small scale water vendors. Recovery proposals need to keep these realities in mind.

4.2.2. SECTOR STRATEGY

A large number of communities across the Delta are expected to remain reliant on external assistance to meet their basic safe water needs throughout the dry season. Many of these communities, so far not reached by the humanitarian community, have not been able to restore the water harvesting and water storage systems that normally provide water for drinking, cooking and personal hygiene during the dry season. Therefore the priority over the first six months of 2009 will be to ensure a supply of safe water for these communities, while supporting them in restoring and improving damaged water harvesting systems.

Criteria for targeting communities and individual households beyond June 2009 will be based on a comprehensive vulnerability analysis developed together with representatives of the affected villages.

Care needs to be taken to ensure that assistance is provided in an equitable and non-discriminatory manner, building on local capacity and skills.

As immediate and short-term needs are met, the focus will shift to supporting villages to build back improved, disaster-resilient rainwater harvesting systems and sanitary facilities. Emphasis will be placed on community management and decision making on all WASH activities, including water source selection, distribution, and self-reliance in managing the facilities in a sustainable manner.

These programmes will generate considerable income earning opportunities for many of the affected communities by using local labour when possible. For example, cash compensation for the excavation and clearance of ponds will both provide vulnerable communities with additional income and improve the rainwater harvesting system on which the communities rely during the dry season. Also, new ponds, tube wells, activities associated with restocking earthenware water pots and plastic storage capacity for household water harvesting, water vendors, communal sanitation programmes, and the distribution of needed supplies are all capable of significantly boosting incomes in the short term, and in the medium term creating income earning opportunities for the manufacture of supplies, their distribution, and maintenance of system installed.

Efforts will be made to ensure that new shelter designs integrate roof-rainwater-harvesting, with roofing material that minimizes friction to allow better runoff and collection. Latrines should be built adjacent to dwellings to provide easy and safe access.

Programmes will use environmentally friendly technologies and practices, including appropriate locations of water sources and latrines to prevent water source contamination or breeding of hazardous vectors. Ways to prevent the contamination of surface and ground water by fertilizers and pesticides will form an important part of the community awareness campaigns.

The Government's reconstruction plan emphasizes access to safe water, including through the rehabilitation of ponds and wells used for drinking, the digging of new wells, and the establishment of water purification systems, as well as the provision of improved sanitary facilities which is included in the plan's shelter sector.

4.2.3. SECTOR FOCUS AND MEETING THE NEEDS

A. EXPECTED OUTCOMES AND RESULTS

Based on the experience and achievements of the relief and early recovery effort following the cyclone, three broad recovery outcomes have been identified, all incorporating capacity building, particularly at the village and township level.

Outcome 1: The affected populations have access to adequate safe water for drinking, cooking and personal and domestic hygiene (estimated 160,000 households in 1,000 villages):

1. By supplying urgent supplementary safe water to communities at risk during the upcoming dry season in a manner which builds on the existing coping strategies of villages and does not undermine long term self reliance strategies;¹⁰
2. By developing a national water and sanitation policy framework within which to guide medium and longer term recovery of the WASH sector;
3. By providing support to improve and expand the existing water harvesting, storage and distribution systems at the community and household level;
4. By building the capacity at the community, with enhanced capacity of the township and central level to support community management of water and sanitation programmes.

¹⁰ The current UN Revised Appeal resources will also contribute significantly to this effect.

Outcome 2: The affected populations have access to adequate sanitation, including sanitary latrines, solid waste management, drainage disposal and vector control:

1. By providing support to individual households in building back safer and more sanitary latrines;
2. By supporting townships and communities in establishing solid waste collection and drainage disposal systems;
3. By providing support to communities in building safe latrines in public institutions.¹¹

Outcome 3: The affected populations have equitable access to resources and facilities for appropriate hygiene practices:

1. By distributing hygiene kits to communities and households;
2. By training community health workers in all village tracts on hygiene promotion (included in the basic package of services under the health program);
3. By promoting food hygiene at food stalls and among food vendors at the community level;
4. By disseminating material and organizing village awareness campaigns (theatre, music) to promote appropriate hygiene practices.

B. PLANNED ACTIVITIES

Addressing immediate short-term needs is a priority during the first phase, while addressing the root causes of community water, sanitation and hygiene-related vulnerabilities become the priority in the subsequent phases.

January - June 2009: During the initial six months, activities that meet immediate water shortages triggered by the dry season will be prioritized. Water distribution will be complemented by activities to improve and protect existing water sources in at-risk areas. Care will be taken not to undermine any current community coping strategies, while ensuring that safe water is both available in adequate quantity and at prices the poor can afford.

Given the overall scarcity of safe water during the dry season, the promotion of hygiene and the access to hygiene articles will be of particular importance. Hygiene kits will be distributed in villages and local officials will receive training on basic hygiene promotion.

The provision of latrine sets will be extended to households.¹² Sanitation will also be improved by supporting local authorities and communities in tackling the problem of solid waste and drainage disposal. As part of overall awareness-raising, support will be provided to the National Sanitation Week programme.

June - December 2009: The aim during this phase is to consolidate the initiatives begun during the dry season, including promoting policy dialogue on water and sanitation sector reforms based on the lessons learned during the relief phase and from international experience. Steps will be taken to improve the supply of safe water in the communities through a range of initiatives, including engaging water vendors to ensure safer water transportation and training them on water quality monitoring.

Assessments of sanitation and hygiene knowledge, attitude and practice will help in identifying gaps in the delivery of health messages. It will also inform the development of appropriate latrine designs and construction. Teachers trained in hygiene and sanitation promotion will become catalysts for transferring knowledge.

¹¹ Water and sanitation costs associated with the restoration of health and school facilities under the PONREPP are covered in the health and education programmes, respectively.

¹² The construction programmes in the health and education sectors will include the provision of adequate latrines (and water supply and hand basins.)

January 2010 - December 2011: During this phase, efforts will focus on capitalizing on gains achieved during the first year, including continued strengthening village management of services and the monitoring and treatment of water quality.

Revenue will need to be generated in villages in order to maintain water and sanitation services and facilities. To this end engagement with different stakeholders (including water vendors) will be intensified. 'Self-supply' driven incremental improvements in village water supplies will be promoted, for example by improving ponds through the installation of sand filters and suction hand pumps.

Identifying and encouraging the use of appropriate latrine designs, including through continued support for the National Sanitation Week, will aim to promote user-friendly sanitation policies and practices. Support will be provided for the development of a National Water and Sanitation Policy.

Finally, efforts will be made to ensure that schools become models for safe water, improved sanitation and good hygiene initiatives. Students and teachers will be engaged through a range of programmes and curricula to promote comprehensive public health interventions more generally.

C. IMPLEMENTATION ARRANGEMENTS FOR SUCCESSFUL DELIVERY

The WASH programme needs to be delivered at, and with the full participation of the community.¹³ This includes agreement on its ownership, its construction, responsibilities for recurrent costs, and eventual cost-recovery mechanisms. Implementation, beyond the Government's own programme, needs to draw on all the capacities available in INGO, NGO and UN system, well-coordinated with on-going government programmes.¹⁴ WASH activities will need to incorporate monitoring and evaluation mechanisms, through the relevant TCC.

¹³ Typically a range of technical options will be available to a village or township community for the supply of water, latrine options (communal and/or private) and for essential waste disposal systems. These technical options will yield different service standards (while meeting minimal standards) and the cost - both capital and recurrent - can be quite different. When choosing among options stakeholder should be aware of the costs which will vary according to the option chosen.

¹⁴ Capacity to implement may become the binding constraint. A wide range of implementing partners have a capacity to deliver WASH programmes but their ability to scale up delivery varies. All capacities will be needed to deliver the programme.

4.3. SECTOR NEEDS AND INDICATIVE COSTING

(4.1 – 4.2): RECOVERY NEEDS – HEALTHY LIVES: TABLES *(In US\$ millions)*

Sector (4): Health	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes:				
4.1 Minimum Service Package	34.8	5.9	9.7	19.2
4.2 EOC Referral System	3.0	0.5	0.5	2.0
4.3 Facility Restoration	10.3	1.0	2.5	6.8
4.4 Update and establish Policies	0.4	0.1	0.1	0.2
4.5 HR and Training Plan	0.5	0.1	0.1	0.3
4.6 Increase access of vulnerable hhs	4.5	0.1	0.4	4.0
4.7 Emergency Preparedness	0.3	0.1	0.1	0.1
Total	53.8	7.8	13.4	32.6

Sector (5): Water, Sanitation and Hygiene	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes:				
5.1 Access to Safe Water	30.0	5.0	5.0	20.0
5.2 Access to Safe Sanitation	16.0	2.0	4.0	10.0
5.3 Appropriate Hygiene	4.0	0.8	1.0	2.2
Total	50.0	7.8	10.0	32.2



Chapter V : Protected Lives



CHAPTER V

PROTECTED LIVES

Protection, broadly defined, constitutes an essential part of any sustainable post-disaster recovery process. This chapter presents three key elements: (i) reducing the risk and mitigating the impact of future disasters, (ii) protecting the environment, both as part of disaster risk reduction and to ensure sustainable livelihoods, and (iii) protecting individuals, families and communities, with a particular focus on vulnerable groups to prevent abuse and exploitation. Each of these elements is presented below, but each is also linked to other sectors of recovery, as is reflected in other chapters of this report.

5.1. DISASTER RISK REDUCTION (DRR)

5.1.1. SITUATION ANALYSIS

A. OVERVIEW AND NEEDS

Myanmar is exposed to a range of frequently occurring hydro-meteorological and less frequent geophysical hazards. Its coastal regions are exposed to cyclones, tropical storms, and tsunamis. Rainfall-induced flooding is a recurring phenomenon across the country. The whole country is at risk from earthquakes, droughts, and fires, while the country's hilly regions are also exposed to landslide risks. Less frequent events include tornadoes, thunderstorms and heat waves.

Cyclone Nargis has brought into focus the very high vulnerability of communities in the Delta to high impact, low frequency hydro-meteorological hazards. Disaster risk reduction must focus not only on preparedness and response, but also on prevention and mitigation, and this includes issues of community awareness, early warning systems, and capacity to manage disasters risks.

At an institutional level, the central government coordination body is the national Natural Disaster Preparedness Central Committee (NDPCC), chaired by the Prime Minister. At lower administrative levels, oversight and coordination lie with the chairmen of the State/Division and Township Peace and Development Councils, who head Disaster Prevention and Preparedness Committees. These Committees have responsibility for a range of preventive and post-disaster measures including evacuation, emergency transportation and communications, shelter provision, and healthcare.

The technical services involved are the Department for Meteorology and Hydrology (DMH) for forecasting and early warning dissemination. Emergency response functions are primarily assigned to the Fire Services Department under the Ministry of Social Welfare, Relief and Resettlement, and this ministry, in association with local and international NGOs, UN agencies and other organizations, is driving a number of disaster risk management activities, including capacity-building.

B. CHALLENGES

There is one overriding challenge: to protect the hundreds of thousands lives that would again be in mortal danger should another cyclone hit the Delta in 2009 (the cyclone season in the Bay of Bengal runs from May to October). That is why better infrastructure to protect against high winds and water surges are extremely urgent (see Shelter in Chapter III). Systems and procedures for DRR also need to be greatly strengthened, as proposed hereunder.

5.1.2. SECTOR STRATEGY

The strategy here focuses on strengthening the capacities of DRR systems and procedures, i.e. the 'software' of DRR. Building or strengthening embankments and polders, roads, flood barriers and protective walls, i.e. the hardware of DRR, is being tackled by the Government in its Reconstruction Plan. Needs in terms of storm-resistant homes and communal shelters are addressed both by the Government's reconstruction programme and by the complementary shelter programmes (as well as

storm-resistant building techniques) proposed in chapter III above. DRR considerations also emerge in the agriculture sector outcomes, and in DRR-related curricula in schools in Chapter III.

5.1.3. SECTOR FOCUS AND MEETING THE NEEDS

A. EXPECTED OUTCOMES AND RESULTS

Five outcomes have been identified for this sector:

- 1) Communities more fully engaged in DRR measures.
- 2) Communities and institutions better able to disseminate and act on early warnings, through an 'end-to-end' early warning system.
- 3) Focus on locally adapted mitigation measures in vulnerable areas.
- 4) Disaster mitigation better integrated into current recovery and reconstruction efforts.
- 5) National and local institutions develop improved preparedness and mitigation policies, and response mechanisms.

B. PLANNED ACTIVITIES

A phased approach is adopted, giving priority to the most urgent actions before the next cyclone season and for the year 2009, while initiating work on medium term activities. Following global best practice, community-based approaches will be used, but at the same time capacity-building in DRR institutional management and technical services will be addressed.¹

Outcome 1: Communities more fully engaged in DRR measures.

Communities are not only first responders to disasters but also understand local hazards and resources, and are in the best position to execute immediate rescue and relief actions. But communities also need to be linked to local systems – themselves linked to national systems – as part of comprehensive DRR.

Capacity building will be conducted at the township level to create a pool of master trainers to support village/community DRR initiatives. The Township Disaster Prevention and Preparedness Committee will lead this, supported by national and international NGOs, fire and police services, health workers and teachers, members of the Red Cross Society and other stakeholders. Training will include skills training for village disaster management teams including first aid, search and rescue, early warning, evacuation, and shelter management. The teams will be equipped and trained to use basic survival kits (first aid box, ropes, life jackets, life buoys, community radios, etc.). Periodic drills and simulation exercises will be organized to stimulate preparedness, coordination and effective response. School safety plans and programmes will be developed and practiced through mock drills. Training will be organized for building artisans and carpenters in disaster resistant construction techniques. These activities will be underpinned by regional and community needs assessments and associated management plans. Micro insurance pilot schemes will be explored and initiated.

Outcome 2: Communities and institutions better able to disseminate and act on early warnings, through an 'end-to-end' early warning system.

Improved forecast and warning systems need to be matched by an equal emphasis on establishing effective communication systems and public awareness so that warnings can be acted on. Experience from countries in the region can inform such initiatives.

An assessment and upgrading of the existing warning system, including forecasting capabilities, will strengthen "end-to-end" multi-hazard early warning and dissemination systems. This includes putting in place standard operating procedures and protocols for different administrative levels so

¹ Activities will be undertaken in compliance with the Hyogo Framework for Action, to which Myanmar is a signatory. In due course DRR initiatives should address national needs and all high risk areas in the country.

that appropriate and timely warnings are received and acted on by townships and villages. Local level early warning systems will be strengthened, inter alia, with multi-communication systems (radio, local administration's communication systems, and monastery loudspeakers). Early warning teams at the community level will target the protection of the most vulnerable.

Mock drills organized to test the system, and study visits to best practice areas in the region, will also be organised.

Outcome 3: Focus on locally adapted mitigation measures in vulnerable areas.

Disaster mitigation and reduction needs to be more explicitly brought into urban and rural land use planning. This will in itself increase the resilience of the poor and the most vulnerable, who generally live in the most unprotected circumstances. Officials will need training, which should be done within the framework of the Government's initiatives for rehabilitation and reconstruction of the 'hardware' of DRR as noted above. A small grant scheme will be established to promote and support local level mitigation measures including sluice gates and ditch rehabilitation.

Outcome 4: Disaster mitigation better integrated into current recovery and reconstruction efforts.

Sectoral risk reduction guidelines will be developed to help those working on reconstruction and recovery to better understand multi-hazard and, where possible, area-based risk assessments and their significance. This includes assessing the technical features of hazards such as their location, intensity, frequency and probability of occurrence over time, as well as analysis of the physical, social, economic and environmental dimensions of vulnerability and exposure.

Outcome 5: National and local institutions develop improved preparedness and mitigation policies, and response mechanisms.

The current recovery effort provides an opportunity to strengthen institutional and policy frameworks. A governmental working group of national experts and relevant national, regional and international organizations could help develop a stronger framework for DRR. Such a group could review policies and programmes, and institutional and organizational arrangements across and within levels of government, states/divisions, townships and villages.

The range of issues for consideration could include: the designation of a focal ministry for DRR; allocating budgets for DRR to certain sectoral ministries; capacity building for disaster prevention management committees at various levels; and the development of disaster management plans addressing different eventualities. Existing building codes and safety norms could be reviewed to ensure compliance with multi-hazard risk reduction. Guidelines for hospital emergency management could be developed, along with integrated preparedness plans for health facilities in a given township. Procedures and protocols for a synchronized and coordinated mass casualty management system could be developed and tested through drills. Public-private partnerships could be explored, for example in respect of risk transfer (micro-insurance) to help affected communities recover quickly from a disaster.

C. IMPLEMENTATION ARRANGEMENTS

Programme activities will be implemented through a multi-stakeholder approach and linkages with other sectoral interventions, drawing on best practices from around the region:

- i) **At the village level** through the involvement of village organizations, NGOs and relevant specialized agencies including fire, police, education and health services, as well as the Red Cross Society.
- ii) **At the village tract/township level** through partnerships with Disaster Preparedness and Prevention Committees, technical institutions, and fire, police, education and health services, as well as the Red Cross Society.

- iii) **At the national level**, together with NDPCC, sectoral ministries, international organizations, UN agencies, and professional and technical bodies such as the Myanmar Red Cross Society.²

The NDPCC provides an enabling policy environment to mainstream DRR across sectors, including appropriate institutional structures. At the sub-national level, the existing Disaster Prevention and Preparedness Committees and the education, health, police and fire services together with relevant departments including the Department of Agriculture, will provide support for ensuring linkages with ongoing development programmes and linking community activities with the national level. The committees will also ensure that DRR considerations are integrated in local development planning, and will establish linkages to complete the end-to-end early warning system.

Disaster Preparedness Committees are being formed in each village with the involvement of local communities to undertake local community-based disaster preparedness planning. Community-based organizations would work with the Disaster Preparedness Committees to implement DRR measures through integration into their own programmes.

A monitoring and evaluation framework should be developed with clearly defined activities, expected outputs, and timeframes to assess progress, in accordance with the results framework presented at the end of this section. The monitoring system will include community consultations to provide communities opportunities for feedback and adjust project priorities if required. Best practices and local innovative approaches emerging from the programme would be documented for future reference and wider dissemination through the use of print media and experience sharing workshops.

² Consideration could be given to establishing a Technical Advisory Group (TAG) to support the work of the NDPCC, with the participation of relevant ministries, including the Ministry of Social Welfare, Relief and Resettlement, the Department of Meteorology and Hydrology, the Ministries of Health, Education, Agriculture and the General Administration Department, along with relevant UN agencies and INGOs.

5.2. RESTORING AND PROTECTING THE ENVIRONMENT

5.2.1. SITUATION ANALYSIS

Cyclone Nargis caused extensive damage to natural resources, destroying some 35,000 ha of natural and replanted mangroves, submerging over 63% of paddy fields, and damaging 43% of fresh water ponds in Ayeyarwady. This compounded pre-existing damage to natural resources, including deforestation and the degradation of mangroves (where only 20% of the natural cover of 30 years ago remained prior to the cyclone) and over-exploitation of fisheries.

The protection, restoration and enhancement of the Delta's forests, land and freshwater resources now needs particular attention (see Chapter III). This will require training and awareness raising on sustainable resource management practices in villages, local administrations and at higher policy levels. For example, such training and reflection needs to consider that recovery assistance in the form of fertilisers and pesticides should take into account the impacts on ground and surface water, as well as the run-off onto inshore/inland fisheries and mangrove ecosystems.

The potential impacts of climate change also need consideration. This includes both the incremental impacts of climate change such as a rise in the sea-level and increased salination in the Delta, increased incidence of drought, and the higher frequency and severity of major catastrophic events such as floods and cyclones. These factors are likely to impact on both livelihoods and resilience to future disasters. Therefore a key initial activity would be a climate change vulnerability assessment for the Delta.

5.2.2. SECTOR STRATEGY

Restoring and protecting the environment and natural resource base is a cross-cutting issue and will require a coherent and integrated approach. A number of challenges are evident:

- While it is possible to articulate a ***holistic approach to recovery*** conceptually, in practice planning and implementation by sectors means that interventions tend to be fragmented, making it difficult to address crosscutting issues such as environment. The systematic integration of environmental considerations into all sectoral programme planning and implementation should be promoted, in accordance with international best practice.
- A ***lack of understanding of the synergy between environment and development*** is all the more visible in recovery efforts where there is an urgency to restore livelihoods, and issues of sustainability (of livelihoods as well as the environment) are at times perceived to be secondary. Therefore the role of the natural resources base in assuring sustainable livelihoods needs constant emphasis.
- Linked to this point is the allocation of financial resources to ***restore productive sectors without due regard to their sustainability***. This is particularly true immediately following a crisis, when the restoration of livelihoods is urgent.

Communities should be at the centre of restoring and protecting their environment and natural resource base. There should be a strong emphasis on sound natural resource management practices and environmental management. Furthermore, village organizations should be the main partners for implementing projects that promote sustainable natural resource management practices. Pilot projects, e.g. Community Forestry and Coastal Zone Management (see Livelihoods Outcome 4), during the next three years will be particularly important as they will provide models that can be replicated. To support community decision making, systematic assessment of soil and groundwater quality, fisheries, mangroves and woodlot forests, and thatching for shelter is proposed.

In addition to capacity building at the community level, communities must have the responsibility for management of their natural resources and be able to benefit directly from the sustainable use of these resources. National and local administrations will play a key role in providing an enabling environment that supports such community level initiatives. This will require capacity deepening in township and division/state administrations, sectoral ministries, and in the National Commission for Environmental Affairs (NCEA) as the central environmental coordinating body within the Government responsible for balancing resource use and environmental sustainability.

Indeed, an enabling environment is critical to the success and sustainability of these initiatives. It is noteworthy that the Government's post-cyclone reconstruction plan emphasizes the importance of rehabilitating and protecting natural resources, including forests, in the context of both disaster risk reduction and livelihoods. In its reconstruction plan the NDPCC cites cooperation with international organizations, and deepening this collaboration will ensure the sustainability of environmental initiatives.

Finally, it will be necessary to strengthen systems for monitoring key environmental resources such as water, biodiversity, land use and forests, particularly with respect to the potential impacts of climate change and the likely environmental impacts including increased vulnerability to natural disasters.

5.3. PROTECTION AND VULNERABLE GROUPS

5.3.1. SITUATION ANALYSIS

Significant progress has been made in addressing a range of vulnerabilities, which were exacerbated by the cyclone, as discussed in Chapter I. The sectoral plans in chapters III, IV, and V all incorporate a focus on the most vulnerable groups. This section proposes a number of additional stand-alone programmes.

The PONJA recommended a two-pronged recovery strategy to address the needs of vulnerable groups, being (i) an expansion of participatory processes that involve community members in decision-making to specifically include vulnerable groups, and (ii) the reinforcement of a complementary system of skilled social workers, community protection and development workers, as well as effective referral mechanisms. The first component is an underpinning principle throughout this document. Progress has been made in developing the second component under the leadership of the Department of Social Welfare (DSW). This includes the development of a Plan of Action for Child Protection in Emergencies, and a Plan of Action for Women's Protection is currently being developed along with similar plans for the elderly and for people with disabilities. To assess needs, DSW together with national and international partners carried out a rapid assessment on child protection in emergencies, a women's protection assessment, a study into the situation of older people, and a report on women's livelihoods.

The programmes presented below aim to strengthen support services for vulnerable groups at the community level. This will include the social welfare system (which suffers from a shortage of adequately trained social workers) through policy development, management and oversight capacity, human resource development, and improving monitoring and information systems. Particular attention will be paid to the needs of vulnerable groups, including children, women, the elderly and the disabled. In addition, measures will be taken to prevent trafficking in persons.

Those who have been displaced following the cyclone need support and protection. At least 260,000 persons left their home villages in the immediate aftermath of the cyclone.³ Throughout June and July, facilitated and spontaneous returns took place, but some have not been able to return – due to persisting trauma, severe destruction of home villages, difficulty in accessing land, or a lack of resources to return and re-establish livelihoods – and remain displaced, mostly in small pockets in other villages and on the peripheries of towns. The Ministry of Social Welfare, Relief and Resettlement has developed a plan to assist the displaced.

Finally, the recovery and reconstruction effort will involve a significant amount of labour-intensive reconstruction projects, including the rebuilding of shelters, health facilities and schools and the restoration of farmland. In addition, the Government is initiating projects to rebuild damaged or destroyed roads, bridges and other large-scale infrastructure. Throughout such projects, mechanisms should be put in place to protect the rights of workers, including mechanisms that would allow workers to report unsafe or exploitative working conditions. Awareness-raising and monitoring can build on the ongoing collaboration between the Ministry of Labour and the ILO concerning working conditions.

5.3.2. SECTOR STRATEGY

A) CHILDREN

Children were disproportionately impacted by Cyclone Nargis, with more than half of those who died under 18 years of age, and children's vulnerabilities were increased significantly by the cyclone. In response, the DSW in collaboration with child protection agencies developed a Plan of Action for Child Protection in Emergencies, focusing on immediate and mid to longer term support to vulnerable children affected by the cyclone. The Plan of Action prioritises family tracing, and reunification of separated and unaccompanied children with their families, as well as further developing child protection systems through the deployment of social workers and further strengthening of existing

3 PONJA

community based systems.⁴

While community-based mechanisms provide tremendous support at the local level, such structures are ad hoc and generally run by the local community and/or local volunteers. A complementary system with skilled social workers, community child protection and development workers, with referral mechanisms in place responding to the needs of vulnerable groups will be reinforced, including by providing support to the ongoing Post-Graduate Diploma in Social Work. This will train para-professionals in social work, ensure meaningful community participation, and capacity-building and awareness-raising activities at the community level.⁵

Community-based mechanisms provide tremendous support at the local level, and these structures should be supported by skilled social workers. Building upon existing community-based groups and networks that have been identified during the assessment process, the DSW and its partners would establish monitoring, reporting, referral and response mechanisms to address the protection and care needs of children, women and vulnerable groups. A complementary system with skilled probation officers, social workers, and community child protection and development workers, with referral mechanisms in place responding to the needs of vulnerable groups, will be reinforced, including by providing support to the ongoing Post-Graduate Diploma in Social Work. Similarly the DSW in conjunction with child protection agencies will strengthen the capacity of township level Committees on the Rights of the Child.

Children can also be actively and effectively involved in community-based DRR efforts, thus enabling them to better protect themselves by mitigating risks, as well as being better prepared for any future emergencies. Children can also be key actors in their own protection and should be involved in community-based activities.

TIMEFRAME

January-June 2009: Building on existing programmes, and the initial post-cyclone response, support to formal and community-based mechanisms will continue. Township-level Child Rights Committees (CRC) should be mobilized and re-activated. An additional 10 social workers will be deployed to affected areas

July-December 2009: Support to formal and community-based mechanisms will continue, linking to Township-level CRCs which should meet regularly and consider cases. Technical support for DSW, including exchange programmes, will be identified. By the end of the year, a total of 25 social workers and social work administrators should be in place. Support to the Diploma of Social Work at the University of Yangon will continue.

January 2010-December 2011: Township-level CRCs actively pursue their mandate. By the end of December 2011, a total of 100 social workers and welfare officers should be in place, all of whom would have received training before their deployment and would receive regular training throughout their assignment.

B) WOMEN'S PROTECTION

Women in the Delta have been disproportionately affected by Cyclone Nargis, dying in proportionately greater numbers than men and also suffering deeper livelihoods impacts. Recent assessments have consistently identified women (particularly young widows, women separated from their families, and

4 The Plan of Action details a holistic Child Protection response including an initial Child Protection assessment, family tracing and reintegration, and interim care for children separated from their parents. Where possible children are to be cared for by extended family or the community, and institutions are only to be used as a last resort for the shortest possible period. Other aspects of the Plan of Action include: Child Friendly Spaces to protect children; providing support to vulnerable families to prevent separation of children; and the development of Child Protection systems. A Six Month Technical Review Meeting on the Plan of Action for Child Protection in Emergencies was held on November 25, 2008, a joint collaboration between DSW and Child Protection agencies.

5 Follow up on recommendations adopted during the November 2005 National seminar on Social Work and Child Protection. The following Action Points were highlighted: 1) develop an internationally recognized curriculum; 2) make use of the curricula within the ASEAN region and adapt them to fit the Myanmar context; 3) develop and commence a university level diploma course in social work as a starting point to increase professionalism in the field; 4) produce high-quality short-term social work training for para-professionals in coordination with local and international bodies.

single female heads of households) as the most vulnerable in their communities. However, because little sex and age disaggregated data is available there are very few women's protection (WP) stand-alone programs. Therefore, ensuring an equitable distribution of recovery resources between genders remains an issue.

The proposed activities aim to increase the protection of women through an analysis of baseline data, development of a Plan of Action, and increased availability of holistic gender-based violence (GBV) programming. Consistent with DSW priorities, they are as follows: (i) increased availability of baseline data on women's protection, as a starting point for developing an effective strategy; (ii) development and implementation of a Plan of Action on Women's Protection at all levels; (iii) an increase in WP and GBV funding; (iv) an increase in women's access to and control of income and livelihoods opportunities, minimize their exposure to high risk activities and occupations, and mitigate the potential for violence, abuse, and exploitation; and (v) holistic support for survivors of GBV, including health, psychosocial, and legal resources.

There is very limited capacity within Myanmar to address women's protection issues, in both programmatic and policy terms. But there is increasing awareness among decision-making bodies on program gaps and priorities. An increase in funding will foster the availability and capacity of organizations to respond to women's protection issues.

TIMEFRAME

January-June 2009: Focus on increasing the number of actors implementing women- and women's protection-focused programming; capacity building of government and non-government actors on WP issues; a multi-sectoral assessment on WP; drafting of the WP Plan of Action; GBV training for DSW, protection actors, and health staff in the Delta.

July-December 2009: As the number of actors implementing WP focused programming increases, this phase will focus on additional data collection and assessment processes, and the implementation of training to increase local and national capacity, with a particular emphasis on health and psychosocial support.

January 2010-December 2011: Holistic programs in all townships in the Delta will address WP, GBV, and women's livelihoods and empowerment. Community organizations and government staff will have the capacity to recognize, respond to, and report on the needs of women and girls affected by the cyclone.

c) TRAFFICKING

Preventing and suppressing Trafficking In Persons (TIP) continues to be a priority for the Government, as it was prior to the cyclone. There is much to build on, including: a comprehensive National Plan of Action; monitoring of human trafficking cases; investigation of reported cases; reintegration strategies and support for survivors of trafficking; and awareness raising on trafficking issues in high-risk areas, including those impacted by the cyclone. Activities in this sector will focus on strengthening existing mechanisms for the response to and prevention of human trafficking.

TIMEFRAME

January-June 2009: An Anti-Trafficking Task Force for the Delta established in Patheingyi; development of a referral system for TIP cases; awareness-raising on human trafficking and safe migration practices among vulnerable groups, particularly women, children, and migrant workers; strengthening the capacity of community-based support mechanisms and state/divisional and township level bodies in the suppression of trafficking; developing a work plan to combat TIP in affected areas; and developing mechanisms for the safe return and reintegration of trafficking survivors.

June-December 2009: Activities will continue implementation of the work plan to combat trafficking; implement effective and appropriate reintegration strategies for survivors; and conduct a trafficking vulnerability assessment to identify strategies to integrate anti-trafficking activities into existing vulnerability reduction programs.

January 2010-December 2011: Continued implementation of the work plans, with increased coverage in all townships of the Delta; increasing return and reintegration strategies for trafficking survivors; and increasing access to anti-trafficking prevention and response programmes in all townships of the Delta.

D) OLDER PEOPLE

Older people need particular support in the post-cyclone recovery. Although respected and valued in communities, elderly people, in particular the poor and those in rural areas, struggle with low incomes and need to remain economically active, often in agriculture. Some now have to take care of their orphaned grandchildren. Local health care is often limited, with few provisions for the special needs of older people. In one study in the cyclone-affected area, 74% of older people expressed the need for improved health care services. In addition, many older people in the target communities lack knowledge of nutrition, self care, and existing health services and benefits. Frail older people often do not have access to quality caregiving and support in their communities, especially as younger people migrate and traditional family support for older people weakens.

Activities will focus on (i) building the capacity of national partners to support the establishment of community-based groups in poor communities; (ii) establishing and strengthening self-help groups to address the needs of poor older people and their families; (iii) helping marginalised older people and their families establish productive and diversified livelihoods in selected communities through the provision of livelihood training, assets, and the establishment of rice and animal banks (see chapter II), linked with credit programmes and services (also chapter II); (iv) improving health awareness among older people and their families and increasing the capacity of health practitioners to deliver primary health care services to older people, (v) supporting the provision of community-based care for frail and vulnerable older people through regular home-based care and support from family caregivers or community volunteers, and (vi) integrating the special needs of older people into local DRR planning.

Activities will be implemented in pilot communities in a sequenced manner, beginning with the establishment and strengthening of the self-help groups (SHGs), to enable them to lead subsequent activities. Once the SHGs are in place, livelihood and health components will be introduced, followed by the gradual development of home care within communities and integrating provisions for older people in DRR plans.

TIMEFRAME

January-June 2009: Shelter repairs for older people, advocacy for ageing to be mainstreamed in the recovery response.⁶

June-December 2009: Livelihood training and support for older people through SHGs.⁷

January 2010-December 2011: During this period a National Policy on Ageing is scheduled to be developed by the DSW with technical inputs from partners. Disaster Preparedness training and activities for SHGs would be carried out throughout this period.

E) PEOPLE WITH DISABILITY

Persons with disability are often disproportionately affected by natural disasters, and disadvantaged in the recovery process unless special provisions are made. Prior to Cyclone Nargis, services for persons with disabilities and provisions for their participation in social and economic life was minimal. While data on the number of persons with disability in the cyclone-affected areas are not yet available, applying the incidence of disability among the general population to the Delta suggests an estimated 30,000 to 50,000 persons, of which 5,000 may be children. A more accurate data set,

⁶ Also: the research study: Psychosocial impact of emergencies on Older People, and establishing capacity building of OP-led SHGs in certain affected areas (Kyaiklat and Pathein).

⁷ Also: other proposed projects include: Kyaiklat, Pathein and Dedaye Homecare approach & service established, assessment of health needs of Older People. Promote good health in Older People: assessment, training for health practitioners on healthy ageing, primary health care for OP, training for Older People on healthy living, complementing DSW's volunteers supporting Older People in their communities.

including the number of disabilities caused by Cyclone Nargis, will be available shortly.

The goal of this sub-sector is for persons with disability to have increased mobility, access and opportunity to participate as equal members in society. This includes ensuring the inclusion of persons with disability in recovery activities, and enabling them to be active participants in the recovery process. A twin-track approach is proposed, first a mainstream track to ensure equal opportunities for persons with disability, including in the recovery process, and secondly to develop and implement programmes and policies to respond to specific needs. Both tracks would focus on community-based rehabilitation.

The proposed strategy aims to address a number of constraints, including very limited baseline data on persons with disability, very limited knowledge, awareness and appropriate programming among relief and recovery agencies of the specific needs of persons with disability, and urgent need for advocacy representing the needs of persons with disability. Beneficiaries would include those with disabilities, and also their household members.

TIMEFRAME

January-June 2009: The survey of cyclone-affected areas will be completed, including comparison data from unaffected areas. An advocacy programme will be launched, including training and policy guidance programmes. Facilities providing specialized support services will be extended, and self-help group formation will expand, including persons with disability as active participants in community life and the recovery effort.

June-December 2009: Results of the national disability survey will be published, and with advocacy activities will form the basis of developing policies and programmes among implementing agencies for the inclusion of persons with disabilities. The goal is to have 50% of persons with disabilities in cyclone-affected areas able to join self-help groups and access rehabilitation resources - including community-based programmes.

January 2010-December 2011: The goal is to have at least 50% of agencies involved in recovery include in their programmes interventions for the inclusion of persons with disability. 75% of persons with disabilities will be able to join self-help groups and at least 50% of local DRR plans will include provisions for persons with disabilities.

F) RETURN, INTEGRATION, AND RESETTLEMENT

Assistance under this sub-sector will give families displaced by Cyclone Nargis the necessary support to either return to their native villages or to integrate fully at their new location. In special circumstances, at the request of those affected and in full cooperation with officials, assistance may be offered to support the resettlement of persons to a third location (see section III – shelter). Projects over the short and longer term are envisaged in both communities of origin and in host villages, and will include the host population.

The intended outcome is the harmonious and economically viable integration of communities displaced by the cyclone into host villages, or a similar outcome in villages of origin (following return). This outcome will contribute to the eventual stabilisation and normalisation of population changes at various locations in the Delta, in a context where human settlements remain in flux, with many new villages currently being established/expanded and pre-existing ones reconstituted.

Specific short-term outcomes are: (i) deeper knowledge of areas across the Delta where displaced people are living, and their living circumstances and needs, (ii) information on the desired locations for the re-establishment of their lives, from displaced persons themselves and local officials, (iii) understanding the situation in the most severely-damaged and destroyed communities, and (iv) reduced trauma among communities of displaced persons. Such baseline information will support the development of solutions.

Longer term outcomes: (i) monitor progress by formerly displaced persons in integrating in host villages or re-establishing livelihoods in communities of origin, and (ii) improved ability to provide livelihoods, food, and shelter support to formerly displaced persons in the process of integrating or re-integrating, and those who have yet to return.

TIMEFRAME

January-June 2009: An initial 6-month assessment will take place to understand the circumstances of those families and households who remain displaced, including through visits to villages hosting displaced families, discussions with displaced persons and host families, consultations with township and village leaders, and an assessment of the most severely-damaged communities. Based on assessment, plans will be developed to offer direct return or integration assistance to a select number of displaced communities.

July-December 2009: Continued field visits to relevant areas to assess durable solutions and on-going recovery. Launch of livelihoods and food security projects, and/or shelter reconstruction (as needed) that specifically address the needs of (i) displaced persons integrating in host villages (including the wider community) and (ii) persons who have returned to severely-damaged or destroyed villages.

January 2010-December 2011: Implementation of livelihoods and food security projects to support recovery of severely-damaged villages and (re)integration of persons displaced by the cyclone, along with documentation of rate of recovery of displaced persons.

G) PSYCHOSOCIAL SUPPORT

Psychosocial support is a significant cross-cutting issue, as everyone affected by the cyclone will have been impacted in some way. Those who survived the cyclone all experienced traumatic circumstances which will affect them for years to come. Seven percent of households reported at least one deceased family member. Twenty-three percent of households reported witnessing signs of psychosocial distress, although only 11% of these had received any support. The combination of pre-existing vulnerabilities, material and human loss, traumatic experiences during and after the cyclone, and disrupted lives since has led to increased rates of psychosocial distress.

Psychosocial needs are therefore a new need arising from the direct impacts of the cyclone, as well as ongoing consequences of the losses experienced. It is not enough to just replace pre-cyclone assets, but novel efforts must be employed to address the emergence of significant levels of distress. Referral mechanisms remain an important gap: firstly the recognition of individuals who need support, and secondly the capacity to provide more therapeutic but not medicalised interventions. Also, the incorporation of mental health and psychosocial support into the primary health care service is necessary.

5.4. SECTOR NEEDS AND INDICATIVE COSTING

TABLES (5.1 – 5.3): RECOVERY NEEDS – PROTECTED LIVES: (In USD millions)

Sector (6): Disaster Risk Reduction	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes: (In summary)				
Total	32.0	7.0	9.5	15.5

Sector (7): Environment	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes: 7. Natural resource management	2.0	0.3	0.6	1.1
Total	2.0	0.3	0.6	1.1

Sector (8): Protection and Vulnerable Groups	Sub-total	Jan – June 2009	July – Dec 2009	Jan 2010 – Dec 2011
Outcomes:				
8.1 Protected Children	7.2	1.2	1.2	4.8
8.2 Protected Women	4.0	1.0	1.0	2.0
8.3 Trafficking Prevention	0.4	0.1	0.1	0.2
8.4 Older people	5.0	1.0	1.0	3.0
8.5 People with Disabilities	4.2	0.7	0.7	2.8
8.6 Return, Integr. and Resettle	2.3	1.0	0.2	1.1
Total	23.1	5.0	4.2	13.9

Chapter VI : Implementation Architecture



CHAPTER VI

IMPLEMENTATION ARCHITECTURE

6.1 CONTEXT, ISSUES AND OPPORTUNITIES

6.1.1 CONTEXT

In the six months following Cyclone Nargis, relief and early recovery efforts have been carried out by a range of actors, including the Government, civil society, local and international NGOs, and UN agencies. Assessments show that much has been achieved during this period, and many immediate needs have been met. However, given the scale of the destruction efforts to support sustainable recovery must continue. At the TCG High-Level Roundtable on Post-Nargis Relief and Recovery Efforts in Myanmar, held in Yangon on 26 November 2008, participants noted that a realistic timeframe for recovery, based on experience after disasters of a similar scale including the 2004 Indian Ocean tsunami, would be four to five years. In that context, one subject under discussion was how to ensure the future coordination of recovery efforts during a period which includes the PONREPP's own three-year timeframe.

A number of coordination mechanisms currently exist at various levels. In the field there are regular meetings between six field hub locations maintained by the UN¹ and ASEAN² with the participation of NGOs and the respective TCCs, as well as internal coordination meetings within each hub. At the programming level, the emergency and early recovery phase was organized in ten sectoral clusters³ with representatives from implementing agencies and sectoral ministries meeting on a regular basis in Yangon with coordination by UN/OCHA. These sector-specific meetings are complemented by regular meetings of the Inter-Agency Standing Committee (IASC), which brings together UN agencies, national and international NGOs, and the Red Cross/Red Crescent movement. Donors meet on a regular basis, have ongoing discussions with UN agencies and NGOs, and formal meetings with UN agencies as frequently as every two weeks. At the policy level, there are regular meetings of the Tripartite Core Group (TCG), bringing together the Government, ASEAN, and the UN. To date, two high-level roundtables have been organized (in June and November 2008), bringing together representatives of the Government, ASEAN, the United Nations, INGOs, and the donor community.

Relief and early recovery efforts have been characterised by many actors and groups working to ensure as rapid a response as possible. It has been complex in nature given the urgency of the situation. Addressing this complexity required a large number of fora, meetings, consultations, and working groups. The current transition period into the recovery phase provides an opportunity to review and rationalise these structures, while at the same time addressing weaknesses or gaps to ensure the effectiveness, coordination, and tracking of post-cyclone assistance. The PONREPP considers the communities of the Delta both as beneficiaries of assistance and as key implementers, at the centre of the recovery process. Hence the basic criteria for assessing and improving assistance processes and systems are (i) the difference that target beneficiaries see in terms of amount, suitability, effectiveness, and timeliness of assistance, and (ii) greater cost efficiency. To this end, all key actors are committed to achieving a wider and more sustainable impact with current and future resources, including through improved implementation arrangements in response to the emerging situation in 2009.

1 Bogale, Labutta, Mawlamyinegyun, Patheingyi, Pyawbwe and Yangon

2 Bogale, Labutta, Pyawbwe and Yangon

3 Agriculture, Early Recovery, Education, Shelter, Emergency Telecoms, Food, Health, Nutrition, Protection of Women and Children, Water/Sanitation/Hygiene. A Logistics cluster was operational until August 2008.

6.1.2 ISSUES

While the relief and early recovery activities have much to inform the recovery phase, major issues facing the recovery effort (and addressed in subsequent pages) are:

1. Defining what an enhanced coordination architecture should be, including increased government presence;
2. How to improve accountability including building on the lessons learned from the multifaceted relief effort to date, and to capture the best available mechanisms and expertise for the recovery phase;
3. How to move to a more streamlined and cost-effective coordination and oversight mechanism as quickly as possible, which includes achieving delivery efficiencies; and
4. How to mobilise new resources while limiting the number of funding channels.

6.1.3 OPPORTUNITIES

At the November 2008 high-level roundtable there was a clear sense of goodwill and shared achievement, including recognition of the Government's role in the post-Nargis response to date. A number of stakeholders indicated that the time was right to build on and extend the successful tripartite TCG formula. The aid delivered in the six months following the cyclone showed that an effective aid effort implemented by a wide range of actors was possible.

Building on this success, the tripartite formula can be expanded and enhanced to address medium and longer-term recovery. This is also an opportunity to link into ongoing and proposed nationwide programmes addressing issues in common with the recovery plan – health, shelter, water, sanitation, education, livelihoods and food security, and so on. Further opportunities exist for drawing on the experience of countries from the region in recovery programmes and global lessons learned in post-disaster recovery.

Finally, there is an opportunity to look at how current interventions are being funded, and to seek ways of streamlining and monitoring the channelling of funds to the operational sectors of the recovery plan. The quantity and timing of aid flows remain critical, and any system that can improve how aid is to be prioritised, coordinated, delivered and implemented on the ground will increase the quality of strategic decision-making and of aid delivery and its effectiveness.

6.2 AID COORDINATION

A holistic approach to enhancing the tripartite formula for the recovery effort has been adopted. While the PONREPP provides a framework for international assistance for recovery, the Government is also implementing its reconstruction plan. In addition, there may be those who want to provide assistance independent of either framework. In principle, the TCG provides a mechanism wherein all actors engaged in post-Nargis relief and recovery, using any of the frameworks and channels of assistance, can coordinate and share information. Formed following the Special ASEAN Foreign Ministers' Meeting in Singapore on 19 May 2008 and the ASEAN-UN International Pledging Conference in Yangon on 25 May 2008, the TCG has three core functions: (i) resource coordination, (ii) operations coordination, and (iii) monitoring and reporting coordination.

To assure the effective coordination and implementation of recovery efforts in the coming period, the TCG could now consolidate its key coordination roles in two ways:

1. **Strategic and Operational Coordination**, and
2. **Aid Funding Coordination and Aid Tracking**.

Taking these in turn, the processes and structures required for the TCG to strengthen its coordination role are presented below, taking into account the search for greater inclusiveness, rationalisation and cost effectiveness.

6.3 PROPOSAL FOR STRATEGIC AND OPERATIONAL COORDINATION

Referring to Figure 6.1, it is suggested that enhanced TCG coordination should take place at three levels: (i) policy, strategy and impact monitoring, (ii) programmatic operations, and (iii) field operations.

6.3.1 LEVEL (1) – POLICY, STRATEGY AND IMPACT MONITORING

It is proposed that strategy and priorities be deliberated at the Recovery Forum (RF), a body to be chaired by the TCG that strengthens inclusion and provides a single forum for discussions on recovery. The Forum would aim to be broadly inclusive, with membership including representatives of both bilateral and multilateral donors, international and national organisations including UN agencies, Red Cross/Red Crescent Movement, non-governmental organisations, Government ministries at the operational level, and as appropriate, the private sector. The PONREPP will frame the deliberations of the Forum, with an emphasis on information sharing, prioritisation, addressing overlaps, standard operating procedures, fund mobilisation, operations oversight and evaluation, setting overall impact indicators, and discussing broader strategic issues. A key responsibility will be reviewing PONREPP's progress, Periodic Reviews and joint evaluations, and taking note of progress in the implementation of the Government's reconstruction plan. The Forum should convene quarterly, or more frequently if necessary, with secretariat functions provided under the aegis of the TCG.

A number of donors have committed to both the Paris Declaration on Aid Effectiveness⁴ and the Accra Agenda for Action⁵ sponsored by the OECD/DAC. There is an expectation that lessons learned and best practices on aid effectiveness will inform the deliberations of the RF, on matters of coordination, standard operating procedures, transparency and accountability amongst others. The RF would be a deliberative, not an executive, body, but its recommendations should carry considerable weight in related policy-setting bodies.

6.3.2 LEVEL (2) – PROGRAMMATIC OPERATIONS

It is proposed that analysis be undertaken by a full-time Recovery Coordination Centre (RCC) based in Yangon, with a TCG appointed RCC Manager, and reporting to the TCG. In addition to being the secretariat for the RF, the RCC will: carry out planning, monitoring and evaluation of PONREPP-related initiatives; track aid pledges, contributions paid in and disbursements to implementing agents; identify funding shortages; manage and share data and information; and be a centre of reference for actors seeking information and guidance on matters relating to recovery and the PONREPP. It will also facilitate the elaboration of proposals or the independent assessment of proposals for implementing the PONREPP if so requested by donors or fund managers. As necessary, the TCG may call upon international organisations or other sources of national and international expertise to support the RCC as a centre of excellence and reference. An important function is the provision of oversight, including process support, guidance and training, of the work being undertaken by the field hubs. An early exercise, building on the Myanmar Information Management Unit (MIMU) database, will be to map which organisations are working where, and to obtain details of their planned horizon of engagement. For the stakeholders, the timely preparation and circulation of a consolidated PONREPP progress report and an aid tracking report will greatly facilitate RF deliberations.

Given that there is considerable knowledge, experience, systems and access to resources within the UN system in-country, it is anticipated that the UN R/HC office will be invited to administratively supervise core RCC functions. The existing competencies for the emergency phase – including in OCHA and MIMU – will need to evolve so as to be functionally (if not administratively) integrated with the RCC. A new TCG-support project could finance the RCC.⁶

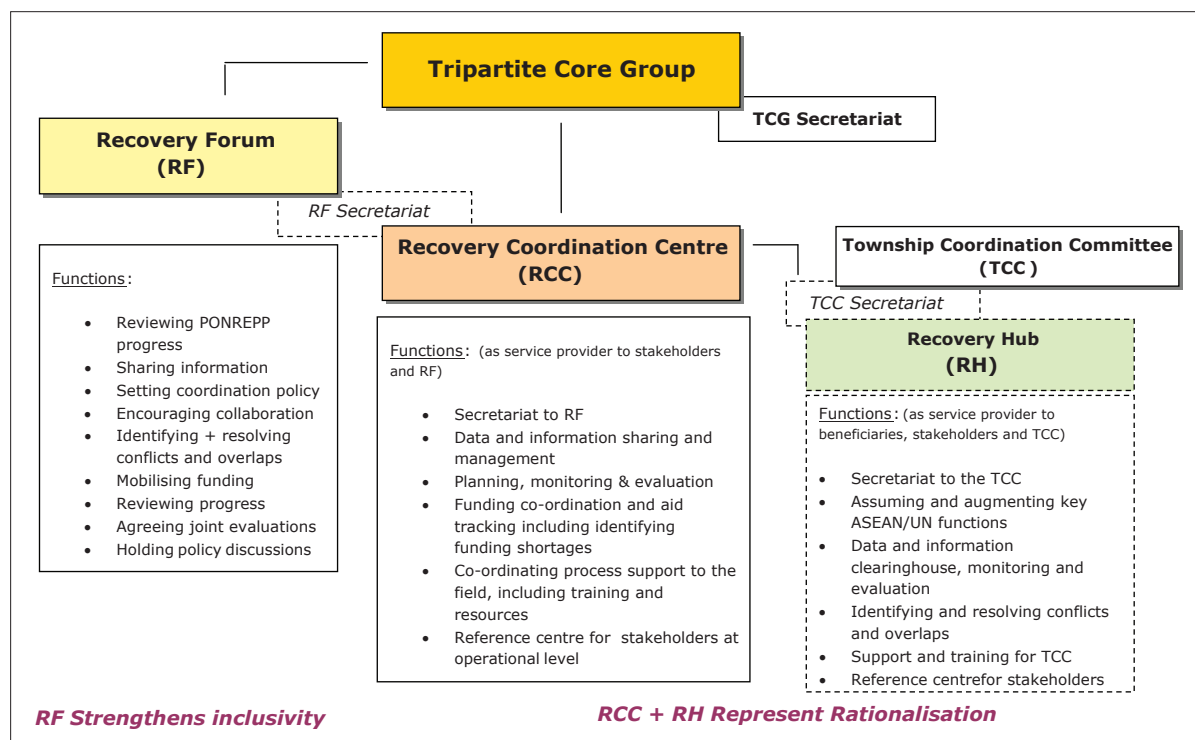
4 2nd High-Level Conference on Aid Effectiveness, Paris (02 March 2005)

5 3rd High-Level Conference on Aid Effectiveness, Accra (04 September 2008)

6 An initial estimate of cost of the RCC would be about US\$ 5 million over the three years, excluding OCHA and MIMU operations. This would include approximately four core professional staff, support staff, consultants, PONREPP review and updating exercises and internal travel. The RHs in the Delta townships are not included in this costing estimate, but their budgets will also need to be developed; depending on the number of hubs, the cost would probably be in the region of US\$ 5 million over three years. In sum, an incremental US\$ 10 million would probably be needed to facilitate PONREPP implementation (cf item 9 Recovery Coordination on page 12).

A consensus has emerged recently to maintain the Cluster approach for the time being, as a way of gathering sectoral competencies into cross-organisational groups. It is yet to be determined in what shape and numbers the Clusters will continue into the recovery period, but it is clear that they can provide invaluable support at the interface between the RH and the RCC by interpreting and clarifying information flows in both directions.

FIGURE 6.1: Coordination Role of TCG – Strategic and Operational⁷



6.3.3 LEVEL (3) – FIELD OPERATIONS

The third proposed component of the Strategic and Operations Coordination role of the TCG is at the field level, made in the spirit of rationalisation for greater effectiveness. The key local body for recovery in most townships are the TCCs,⁸ while in some this function is filled by the Peace and Development Committees (PDC). The TCC/PDC is the national counterpart authority to the system of field hubs, which in turn have close links and active cooperation with national and international NGOs. As endorsed by the TCG in August 2008, the common hub offices were initially staffed by OCHA, to be joined by an ASEAN officer. They closely cooperate with the TCCs. ASEAN officers are also hosted by the existing structures. There are, at this stage, only six common hubs, under the aegis of the TCG. The hub-offices staffed by OCHA are by no means limited to UN agencies. On the contrary, they aim at helping all humanitarian actors to coordinate, and these include the local authorities, local NGOs, international NGOs, as well as UN agencies and the Red Cross/Red Crescent Movement.

A seamless transition is envisaged from the current twin-hub system to a unified system that will assume and augment existing hubs and their resources. Management changes occurring in the UN hubs (i.e. handover from OCHA to UNDP) as recovery comes to the fore and relief is completed should not affect the Recovery Hubs. Each unified hub will be staffed by existing personnel or their replacements over time, subject to the elimination of any duplication of functions. Leadership of

⁷ The proposed implementation architecture is subject to decision by the Foreign Ministers of ASEAN on the continuation of the ASEAN-led mechanism, including the TCG, beyond the present timeframe.

⁸ These are ad-hoc bodies specifically established to deal with post-cyclone relief and recovery. Each township – as is the case country-wide – also has its Peace and Development Council with a wider long-term mandate.

each Recovery Hub will be determined by the TCG, but will be an ASEAN and UN partnership. There are a number of inter-related issues that should be assessed at the earliest opportunity before the above proposal can be fully considered: (i) the role and value of the existing “clusters” at the township level, (ii) the cost of running clusters in terms of resources and funding, and how these would be financed in the future, (iii) how well each hub is working and key areas for improvement, (iv) the capacity of TCC/PDC personnel to absorb their enhanced role as envisaged, and (v) language barriers and communication issues.

A major consideration will be ensuring that PONREPP implementation and procurement processes meet minimum standard requirements for soundness, transparency and fiduciary management. Each PONREPP sector will have aspects that relate to it alone by the very nature of the sector which therefore determines how sector-specific recovery can be delivered. Nevertheless, there should be many common elements across all sectors, and the RF may wish to establish policy or guidance on these so as to avoid local conflicts and misunderstandings.

6.4 PROPOSAL FOR AID FUNDING COORDINATION AND AID TRACKING

Once the above coordination role is adopted by TCG, issues relating to coordination of aid funding and tracking can be more easily managed, refer to Figure 6.2.

6.4.1 CURRENT AND PROPOSED FUNDING MECHANISMS

According to the OCHA Financial Tracking Service (FTS), as of 1 December 2008, the combined Revised Appeal and Other Humanitarian Funding (contributions plus commitments plus carry-over) was noted as US\$ 466 million. Approximately 63% of the funds requested under the Revised Appeal have been provided by donors. Additional contributions are expected given that the Appeal window encompasses the period up to end-April 2009.

In general, contributions for relief and early recovery are channelled in a number of ways:

- Direct to government in cash, in-kind, or in technical assistance;
- To international organisations – UN / Red Cross / Red Crescent / INGOs;
- To local NGOs.

UN organisations receive contributions for recovery-specific programmes and projects, in addition to undertaking certain activities in the Delta region as part of their nationwide programmes and projects. There is a 3 Diseases Fund (3DF - malaria, tuberculosis and HIV in operation nationwide since 2006), which receives funding from a number of donors for nation-wide interventions. International NGOs receive funding from donors directly and as implementing partners with UN organisations. Local NGOs receive funding direct from international and local donors, the latter including the private sector, and as implementing partners with UN organisations and international NGOs.

In mapping current funding commitments against the eight sectors covered in the PONREPP, it is seen that support from government, donors, international organisations and the private sector are being applied across all eight, but not evenly so. This raises questions of how to balance priority with equity, and as such is likely to be the subject of discussions at the RF.

One major initiative under development is the proposed 5 year country-wide multi-donor Food Security and Livelihoods Trust Fund⁹ to vulnerable groups by interventions at the community level. The Fund is expected to be an important channel for re-establishing food security and livelihoods for the victims of Cyclone Nargis within a wider programme.

⁹ Most assistance to Myanmar will to some extent be impacted by various donor restrictions on aid flows to the country. In particular, the FSLTF will be guided by the EU Council Common Position 2006/318/CSFP of 27 April 2007 on Burma/Myanmar.

6.4.2 RECOVERY-RELATED FUNDING MECHANISMS

With the enhanced coordination mechanism in place particularly at the RF level, actors will be able to share information regarding funding – planned, actual and required, sector-by-sector. In this way critical gaps can be identified in advance, and through RF consultations, the necessary funding can be sought. However, final decision-making regarding the use and oversight of programme funds and trust funds rests with the respective Fund Boards.

Donors wishing to contribute to the recovery effort including the PONREPP may do so in a number of ways: (i) continued funding through local and international organisations – UN / Red Cross / Red Crescent / INGOs – through existing or extended programmes, (ii) channel funding in cash, in-kind or technical assistance to government, or (iii) join and contribute to the proposed Multi-donor Food Security and Livelihoods Trust Fund. However, there is a gap, namely a fund that would allow donors to contribute to the needs identified in the PONREPP that may be beyond the scope of the Multi-donor Food Security and Livelihoods Trust Fund as currently understood, and that are not easily accommodated in current funding channels. While an additional mechanism would seek to attract un-earmarked pool funding, it will be important that it also be able to accommodate earmarked funding from non-traditional donors such as ASEAN and neighbouring countries.

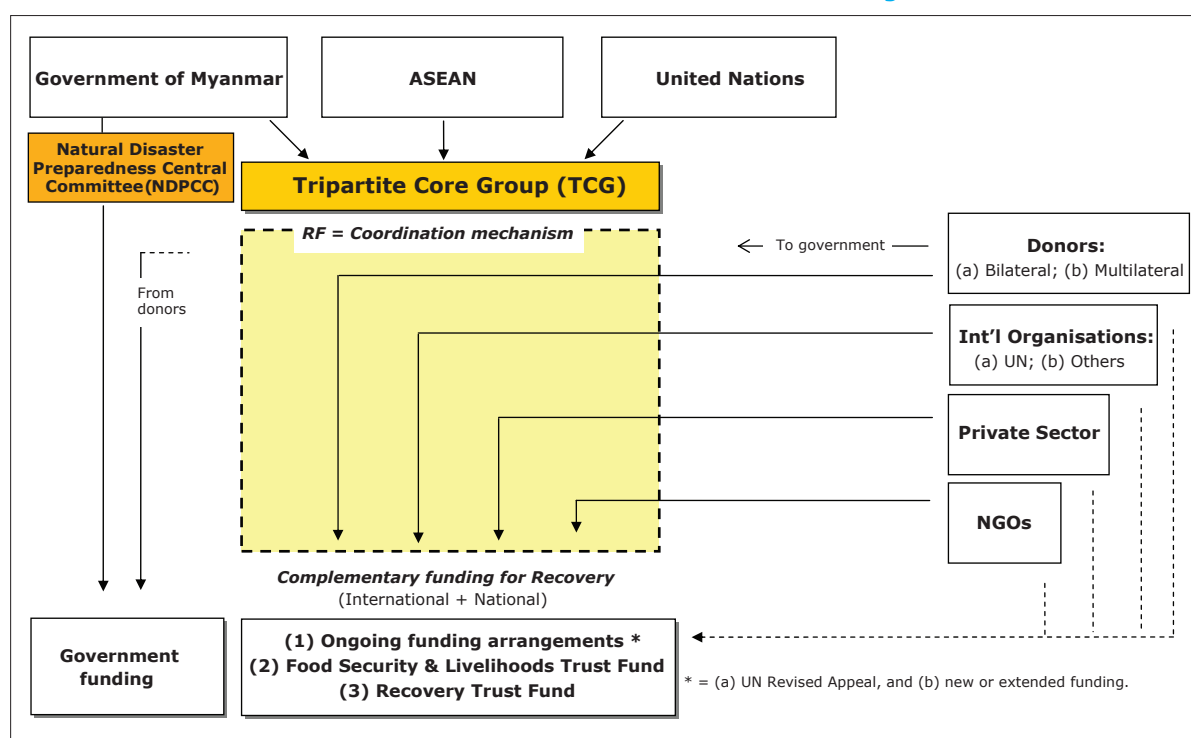
So as to complete the menu of available funding mechanisms, the UN proposes that a Recovery Trust Fund (RTF) be established. Details are being developed for early presentation to the TCG and the international community. The essential elements will include an RTF Board with representatives from contributing donors and the TCG, chairmanship by the contributing donors on a rotating basis, funding for recovery activities and not just PONREPP, appointment of a Fund Manager to manage the operation of the fund and answerable to the Board, and building on experiences to date with similar funds so as to maximise efficiency, accountability and prioritising allocations based on needs.

Whereas each funding mechanism has its own ToR and governance arrangements, for greater effectiveness coordination at the RF level should be addressed, with advice and support from the RCC as secretariat. Two important inputs to the first RF meeting will be (i) ascertaining the level and sources of funding available for the transition period January – June 2009, as the recovery phase comes on line and emergency and early recovery assistance declines, and (ii) a mapping of what is being undertaken sector by sector in which townships, by whom, with what level of resources, and the forecast date of completion. By keeping this map, derived from the aid tracking system, up to date the RCC will be able to advise the RF on resource gaps, overlaps and also unfinished or outstanding needs in a timely manner. This will also allow the RF to situate the support flowing to the Delta in relation to the support flowing to other equally needy parts of the country.

6.4.3 AID TRACKING AND PROGRESS MONITORING

Aid tracking is important in order to follow pledges, paid-in contributions and disbursements. OCHA's Financial Tracking Service (FTS) is currently used to record relief and recovery aid commitments and contributions ("funding") and uncommitted pledges. The website (www.reliefweb.int/fts) contains a number of tables that show how aid is allocated by donor and by sector. This can inform the consultations on a longer term recovery aid tracking system based at the UN Resident Coordinator's Office (RCO). The RCO currently prepares a monthly financial report including by sector and for key international organisations. The clusters are strengthening their reporting system, and the Government shares some information. But at present there is no single reporting mechanism that includes progress monitoring and aid tracking. To remedy this gap, the TCG commissioned a review of aid tracking options, the results of which are expected shortly. The aid tracking function falls under the general ambit of the RCC's function described above.

FIGURE 6.2: Coordination Role of TCG – Funding



Note: Dotted lines on the right represent existing arrangements, which it is proposed to modify.

6.5 IMPACT MONITORING AND TRANSPARENT AID MANAGEMENT

The question of whether the various actors, collectively or individually, are doing the right things in the right places at the right time, as efficiently as possible, goes to the heart of an effective results framework and monitoring system. The PONREPP is a good starting point, but it only offers the indicative framework for prioritising and programming interventions and allocating resources, which needs to be complemented by an aid tracking system which monitors all funding.

As the majority of activities will be undertaken at the village level, the involvement of villagers in planning, management and monitoring the impact of interventions is vital. NGOs, having close contacts at the village level through their extensive networks, have a crucial role to play in learning how needs should be prioritised and whether ongoing activities are delivering the expected benefits. Issues of this nature can be fed back through the local Recovery Hub regular meetings with the TCC/PDC, and also recorded in the progress monitoring report. While the monitoring system is being developed by the RCC, templates can be shared with Recovery Hubs for comment, soliciting the best ideas for capturing and conveying information on achievements and constraints to the TCG via the RCC. A well-designed system will permit the preparation of a consolidated report on the progress of recovery efforts, which can inform the RF's deliberations and the TCG itself. This can be on a periodic basis, perhaps quarterly, taking into account the time required for and the cost of information collection and processing. Furthermore, when the periodic progress report is read together with the periodic aid tracking report, this will give good oversight of both progress and funding. This public scrutiny of the complex interdependency between aid and sustainable impact will identify areas and opportunities for enhancement and should encourage better performance and transparency.

Experience to date with the post-Nargis relief and early recovery effort is a clear indication that with committed partners working with the right mechanisms, in this instance the TCG, real success and impact can be achieved in the most challenging of situations. The value of coordination has shown that wider efficiencies at all levels can deliver greater effectiveness and offer opportunities for expanding the target population. In time this coordination will become a virtuous circle, as greater sharing of information should lead to improved efficiency and resource allocation, resulting in greater effectiveness. The result is that more people will achieve sustainable outcomes. Success will allow those involved to assess the lessons learned and to engage in wider discussion on whether to apply similar formulae to other areas with people in need.

ANNEXES



ANNEXES:

A.1 RESULT FRAMEWORKS – PRODUCTIVE LIVES

A.2 RESULT FRAMEWORKS –HEALTHY LIVES

A.3 RESULT FRAMEWORKS – PROTECTED LIVES

Sector:		LIVELIHOODS				
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011	
Outcome 1: Farming communities’ crops sustainably restored and improved	240,000 farming hhs and 140,000 landless labour hhs affected 783,000 ha, or 63%, of paddy fields damaged, 85% of seed stocks destroyed, and much essential equipment lost	Restoration of 90 % of damaged paddy fields, and seeds and equipment partially replaced (50% and 20% respectively) Rice production expected to reach 60% of average in 2008	1) 20,000 hhs received seeds, fertilizers, and equipment 2) Community producer groups strengthened and created 3) Community farming assets and local seed production programmes initiated 4) Skills and capacity needs identified 5) Micro-credit scheme for farmers initiated 6) Village extension system initiated	1) 20,000 landless hhs received vegetable seeds 2) 1,000 new producer groups established 3) 1,500 village grain silos constructed 4) More than 20,000 farmers and labourers trained in production and harvest technologies 5) 8,000 farming hhs benefit from micro-credit scheme	1) 40,000 hhs received seeds, fertilizers and equipment 2) 30,000 landless hhs received vegetable seeds 3) Additional 1,300 producer groups established 4) 1,500 village silos constructed 5) More than 40,000 farmers and labourers trained in production and harvest technologies 6) 12,000 farming hhs benefit from micro-credit scheme	
Total cost estimates			US\$ 19.5 million	US\$ 12.0 million	US\$ 5.0 million	
Outcome 2: Fisheries and aquaculture production restored, value chains re-established, and sustainability of resources use improved	96,000 of the affected hhs derive primary income from fishing More than 27,000 fishers dead or remain missing, half or 100,000 of all inland fishing boats and 70% of all fishing gear lost Extensive damage to aquaculture farms and fish processing assets	1) 15% of lost inland fishing boats replaced by GoUM, private sector and NGOs, and 25% of lost fishing gear distributed 2) Government fish hatcheries partially repaired	1) More than 11,000 boats and fishing vessels, and 6,000 sets of fishing gears for subsistence use replaced 2) Some hatcheries, ponds, ice plants, cold storage facilities and processing equipment rehabilitated and replaced 3) Micro-credit facility initiated for fishers 4) Resource monitoring and protection system developed, and awareness raising initiated	1) More than 25,000 boats and fishing vessels, and 17,000 sets of gear for subsistence and commercial use replaced 2) More hatcheries, small scale aquaculture farms, cold storage facilities and processing equipment rehabilitated and replaced 3) US\$ 2.5 million made available in loans to fishers	1) More than 38,000 boats and fishing vessels, and 21,500 fishing gear sets for subsistence and commercial use replaced 2) More small scale aquaculture farms, cold storage facilities and processing equipment rehabilitated and replaced 3) US\$ 7.5 million made available in loans to fishers	
Total cost estimates			US\$ 8.2 million	US\$ 18.8 million	US\$ 24.2 million	

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<p>Outcome 3: Productive capacity of farmers strengthened by replacing lost livestock, building capacity, and protecting existing livestock</p>	<p>227,000, or 50% of buffalo & 25% of cattle, lost in 11 worst-affected townships</p> <p>67,000, or 28%, of pigs, 500,000, or 52%, of ducks, 1,250,000, or 45%, of chickens, and 7,000, or 30%, of goats lost</p> <p>Extensive damage to private and communal livestock infrastructure</p>	<p>1) 2% of draft animals, 11% of ducks, and 1% of chickens restocked</p> <p>2) Some livestock buildings repaired</p>	<p>1) 5,000 draft animals distributed to targeted farmers</p> <p>2) 5,500 landless & other vulnerable hhs received pigs, goats, ducks and chickens</p> <p>3) Vaccine for cattle, swine and poultry produced and distributed</p> <p>4) Livestock management training programme developed</p> <p>5) Village livestock extension system initiated</p>	<p>1) 5,000 additional draft animals distributed</p> <p>2) 5,500 landless & other vulnerable hhs received pigs, goats, ducks and chickens</p> <p>3) Vaccine for cattle, swine and poultry produced and distributed</p> <p>4) 1,500 farmers & labourers trained in livestock management</p> <p>5) 1,650 community-based cyclone proof livestock shelters constructed</p> <p>6) Livestock banking system developed</p>	<p>1) 5,000 additional draft animals distributed</p> <p>2) Pigs, goats, ducks and chickens distributed as part of the livestock banking system</p> <p>3) Expanded production and distribution of vaccine for cattle, swine and poultry</p> <p>4) 3,300 farmers & labourers trained</p> <p>5) 1,500 community-based cyclone proof livestock shelters constructed</p> <p>6) Animal offspring from livestock banking initiative provided to vulnerable hhs</p>
<p><i>Total cost estimates</i></p>			<p><i>US\$ 7.0 million</i></p>	<p><i>US\$ 8.0 million</i></p>	<p><i>US\$ 6.0 million</i></p>
<p>Outcome 4: Enhanced livelihoods of households dependent on forestry, and reduced impact of future disasters through mangrove rehabilitation and plantation</p>	<p>14,000, ha, or 25%, of mangrove destroyed, and 21,000 ha of re-developed mangrove damaged</p> <p>Forestry facilities destroyed</p>	<p>1) Replanting of mangrove begun and mangrove seedlings collected</p> <p>2) Some facilities restored</p>	<p>1) New community user groups established and existing groups provided with equipment and seeds to establish village nurseries</p> <p>2) Infrastructure rehabilitated and forest department staff trained</p> <p>3) Needs assessment for reforestation carried out</p> <p>4) Village woodlot and shelter belts planned and initiated</p>	<p>1) Some 2 million seedlings for 5,000 ha of forest produced by user groups</p> <p>2) Some 6,000 hhs benefitted from income generation and skill training in mangrove utilization</p> <p>3) Reforestation location identified</p> <p>4) Infrastructure rehabilitated, and forest department staff trained</p> <p>5) Coastal zone management introduced</p>	<p>1) Some 8 million seedlings for 19,000 ha of forest produced by user groups</p> <p>2) Income generation and skill training continued, benefiting 10,000 hhs</p> <p>3) 500 km river banks planted with mangrove</p> <p>4) Coastal zone management piloted in 3 most critical areas, later to be expanded</p>
<p><i>Total cost estimates</i></p>			<p><i>US\$ 0.8 million</i></p>	<p><i>US\$ 2.0 million</i></p>	<p><i>US\$ 3.0 million</i></p>

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<p>Outcome 5: Increased livelihood opportunities through enhanced labour skills, and new employment opportunities associated with community infrastructure projects</p>	<p>140,000 landless labour hhs affected</p> <p>200 million workdays were lost due to the cyclone, representing loss of US\$ 400-600 million in hhs income</p>	<p>1) Significant employment and income opportunities through the rehabilitation and reconstruction efforts</p> <p>2) Increased employment opportunities as a result of partial recovery of agriculture</p>	<p>1) 1.2 million workdays created in 1,500 villages through ongoing community based rehabilitation & reconstruction work, benefiting 26,250 hhs</p> <p>2) Existing and needed labour and vocational skills assessed</p>	<p>1) 1.6 million workdays created, and expanded to 500 additional villages, benefiting 35,000 hhs</p> <p>2) Technical & vocational training centres built in two townships and 200 young men and women trained</p>	<p>1) 8.4 million workdays created, and expanded to all 2,670 villages, benefiting 187,000 hhs</p> <p>2) 1,000 young men and women received skill training in the technical & vocational centres and receive start up capital (tools, equipment, material, technical advice)</p>
<p>Total cost estimates</p> <p>Outcome 6: Increased livelihoods opportunities through improved access to credit, especially micro-finance</p>	<p>140,000 landless labour hhs affected</p> <p>20,000 small and medium scale commercial establishments were lost or severely damaged</p> <p>The recovery of lost or damaged enterprise assets hindered by the lack of insurance institutions</p>		<p>US\$ 2.4 million</p> <p>1) Existing financial services/ credit facilities assessed and strategy for expansion developed</p> <p>2) Existing credit and banking systems (government and non-government) strengthened to benefit self-reliance groups/ livelihood groups (SRGs/LGs) in 1,500 villages, and 20,000 micro-finance applicants</p> <p>3) 2 EDSFs established to provide technical support for skills upgrading, and marketing access assistance</p>	<p>US\$ 3.0 million</p> <p>1) 3,500 additional hhs engaged in small-scale enterprises given access to livelihoods capital assets</p> <p>2) 500 additional SRGs/LGs given access to capital grants</p> <p>3) 30,000 additional micro-finance beneficiaries</p> <p>4) 5 additional EDSFs operational</p>	<p>US\$ 6.9 million</p> <p>1) 4,500 additional hhs engaged in small-scale enterprises given access to livelihoods capital assets</p> <p>2) 670 additional SRGs/LGs given access to capital grant</p> <p>3) Additional 70,000 micro-finance beneficiaries</p> <p>4) 5 additional EDSFs operational</p>
<p>Total cost estimates</p> <p>Total Sector Cost</p>	<p>US\$ 139.0 million</p>		<p>US\$ 2.4 million</p> <p>US\$ 40.3 million</p>	<p>US\$ 3.0 million</p> <p>US\$ 46.8 million</p>	<p>US\$ 6.8 million</p> <p>US\$ 51.9 million</p>

Sector: SHELTER AND SETTLEMENTS					
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Outcome 1: Safer, more durable shelter through the rehabilitation and reconstruction of shelter and adoption of disaster risk reduction construction techniques	450,000 houses completely destroyed and 323,000 houses damaged 74% temporarily repaired, 11% partially repaired, 8% no progress, 6% partially rebuilt and 1.2% repaired/rebuilt	1) Shelter relief supplies provided to affected villages and hhs 2) Temporary displacement reduced 3) Shelter materials for upgrading distributed 4) Mobilisation of organizational capacities 5) Construction of durable shelter underway, with 8,000 already completed (GoUM supported) 6) Sector surveys undertaken	1) Vulnerable groups for priority support identified, including the elderly 2) Partially rebuilt/repaired structures upgraded for 55,000 hhs (including 8,000 hhs of vulnerable groups) 3) DRR measures integrated in repair, benefiting 11,000 hhs 4) On-the-job DRR training provided to carpenters 5) Monitoring and gap analysis undertaken 6) Community shelter solutions for the displaced explored	1) Lessons learnt reviewed and programme adjusted 2) Shelter packages provided to 16,000 hhs of vulnerable groups 3) Partially rebuilt/repaired structures upgraded for an additional 77,000 hhs 4) DRR measures integrated, benefiting an additional 12,000 hhs 5) On-the-job training continued 6) Planning undertaken for 2010 sector monitoring	1) Lessons learnt incorporated in scale-up of programme 2) Additional shelter packages provided to 26,000 hhs of vulnerable groups 3) Partially rebuilt/repaired structures upgraded for an additional 268,000 hhs 4) DRR measures integrated, benefiting an additional 12,000 hhs 5) On-the-job training continued
<i>Total cost estimates</i>			<i>US\$ 24.0 million</i>	<i>US\$ 33.0 million</i>	<i>US\$ 85.2 million</i>
Outcome 2: Improved access to cyclone shelters for households across the Delta	84,537 perished, 53,836 people missing in part due to inadequate cyclone shelters	1) Debris cleared 2) Sector surveys on needs undertaken	1) Community storm shelters constructed in targeted communities 2) Spatial planning/settlement mapping undertaken 3) DRR techniques incorporated in the rehabilitation of community structures (i.e. schools and health facilities) 4) Policy on standards developed	1) Community storm shelter construction programme continued 2) Settlement mapping and spatial planning continued 3) DRR support continued to the rehabilitation and retrofitting of community structures	1) Community storm shelters constructed 2) DRR support continued to the rehabilitation and retrofitting of community structures, benefiting more than 1,500 villages across the Delta 3) Policy on minimum standards endorsed
<i>Total cost estimates</i>			<i>US\$ 7.0 million</i>	<i>US\$ 6.0 million</i>	<i>US\$ 17.0 million</i>

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Outcome 3: Land and tenure security restored (shelter/non-agricultural) for population displaced by the disaster	600 informal settlements initially established, housing more than 260,000 people Displacement within villages	1) Return to and reoccupation of shelters and signs of self-recovery 2) Technical assistance provided and working group on land established	1) Environmental assessment conducted 2) Technical expert on land deployed 3) Pilot system to verify land tenancy rights and resolve disputes transparently created 4) Land-related solutions for key groups explored 5) A common policy course agreed between stakeholders	1) Monitoring system for tracking land use patterns and occupancy established 2) System for verifying land tenancy rights established	1) Community-based verification system established 2) Best practices promoted
<i>Total cost estimates</i>			<i>US\$ 0.2 million</i>	<i>US\$ 0.2 million</i>	<i>US\$ 0.5 million</i>
Outcome 4: Selected communities and households displaced by the disaster relocated to new sites and resettlement risks minimized	65% of affected population initially displaced Return of many households to places of origin but some remain displaced		1) Identification of communities and hhs where resettlement to a new site is the ONLY option* 2) International best practices promoted 3) Technical expert deployed 4) A common policy course agreed between stakeholders	1) Resettlement needs monitored 2) Technical assistance provided 3) Direct assistance extended to hhs, including moving assistance and pre-move visits	1) International best practice standards adopted to minimize resettlement risks 2) Technical assistance continued
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.1 million</i>	<i>US\$ 0.3 million</i>
Total Sector Cost	US\$ 173.6 million		US\$ 31.3 million	US\$ 39.3 million	US\$ 103 million

* The latter group should be identified for assistance under sub-sectors of shelter and land.

Sector:		EDUCATION			
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Outcome 1: Access to appropriately enhanced quality education	After Nargis: 1,400 schools totally destroyed and 2,600 damaged <u>6 months later:</u> Schooling is going on in all schools (repaired or through temporary safe learning spaces) Few permanent schools reconstructed	1) 1,700 schools received replacement furniture 2) 10 school designs developed and 100 school constructions approved 3) Funds raised for an additional 600 schools 4) Initial GoUM commitment to contribute 20% of cost	1) Preparation and agreement on school construction programme (minimum standards, priority areas) and 200 schools rebuilt by international community, local associations and private sector 2) All temporary safe-learning spaces maintained to last another 1-2 years	1) Finalization of designs and contracting effort expanded for construction of an additional 300 schools completed by April 2010 2) Programme to rehabilitate damaged schools initiated (300 completed by April 2010) 3) All remaining temporary safe learning spaces maintained to endure another year	1) Another 500 schools reconstructed by April 2011 2) 2,300 partially damaged schools rehabilitated 3) By end 2011 all but 400 totally destroyed schools replaced by permanent structures
Total cost estimates			US\$ 5.0 million	US\$ 10.0 million	US\$ 130.0 million
Outcome 2: Improved quality of education in primary level schools through introducing the Child Friendly School (CFS) approach	Not a feature of school system	1) Provision of 1,200 games kits, and 700 library boxes 2) Child friendly school approach piloted in 5 affected townships (initial training on CFS) 3) Initiation of training on child centered approach (CCA) for teachers in monastic schools	1) Programme continued on ad-hoc basis pending development of full quality enhancement programme 2) 4,500 teachers trained on CFS in the 5 townships 3) Orientation workshops for PTAs conducted 4) Support to monastic/private schools in CCA extended	1) Plan for all affected townships finalized and rolled out 2) School Cluster System in pilot townships strengthened for monitoring and support to teachers and schools 3) School Self Assessment and School Improvement Planning conducted in all primary schools in affected area 4) Support to monastic/private schools in CCA sustained	1) Programme roll-out continued and outcomes monitored and teacher and learning behaviour evaluated 2) CCA standards in non-governmental schools raised
Total cost estimates			US\$ 0.6 million	US\$ 0.6 million	US\$ 1.5 million

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January-December 2011
<p><i>Outcome 3:</i></p> <p>Increased access and retention in school by reducing cost of education, with particular focus on vulnerable hhs</p>	<p>No targeted programme</p> <p><i>Net enrolment rate in affected areas: 87%. Proportion of pupils starting grade 1 who reach grade 5 in affected areas: 71.5%. National gender parity indicator: 1.06 2005 Retention rate Grade 1 - 86.6, Grade 2 - 91.6</i></p>	<p>1) Blanket distribution of 365,000 essential learning materials, 6,800 teachers' kits, 37,5000 textbooks, 640 schools-in-a-box in 9 townships and limited distribution in other 8 townships</p>	<p>1) Quality inputs defined for all schools in affected areas</p> <p>2) Pilot programme of essential learning packages for primary schools in 5 selected townships initiated</p> <p>3) Planning and procurement action initiated for quality inputs for all schools (primary and secondary with priority for primary)</p> <p>4) TA provided to design community-based interventions and cash grants for school attendance of children from vulnerable hhs</p>	<p>1) Quality input programme finalized and rolled out to all primary schools</p> <p>2) Blanket distribution of essential learning packages, school supplies, teachers' kits in all primary schools continued</p> <p>3) School attendance subsidy programme initiated in the most vulnerable areas</p> <p>4) Advocacy for policy changes related to household schooling costs conducted</p>	<p>1) Programme roll-out continued and all primary schools in affected area received agreed set of quality inputs</p> <p>2) 1 million children benefited from quality inputs, 3,300 schools from enhanced supplies, and 25,000 teachers from teachers' kits</p> <p>3) Subsidy programme scaled up</p> <p>4) Consideration given by government to sustain programme in view of achievements</p>
<p><i>Total cost estimates</i></p> <p><i>Outcome 4:</i></p> <p>Increased access for children under five to school and community based Early Childhood Care and Education (ECCE) services</p>	<p>Nationwide gross enrolment in ECCE programmes, 16.9% of 3-5 years population</p> <p>Only 56% of preschool teachers trained</p>	<p>1) About 500 ECCE centers set up and supplied with 870 ECCE kits</p> <p>2) 350 Child Friendly Spaces set up and 125 school tents distributed, which can potentially serve as future ECCE centers</p>	<p>US\$ 0.3 million</p> <p>1) Teachers trained, ECCE supplies provided, and community orientation workshops undertaken for children aged 3-5</p> <p>2) Parenting Education programmes (community-based) initiated for children under 3</p>	<p>US\$ 1.2 million</p> <p>1) Training of teachers continued, ECCE supplies provided and community orientation workshops conducted for children aged 3-5</p> <p>2) Continuing Parenting Education programmes (community-based) for children under 3</p>	<p>US\$ 5.0 million</p> <p>1) Technical support continued to ECCE centers and parenting education programmes</p> <p>2) Significantly increased number of children entering Grade 1 did benefit from ECCE experiences</p> <p>3) Experience replicated in other townships by government</p>
<p><i>Total cost estimates</i></p> <p><i>Outcome 5:</i></p> <p>Enhanced capacity of schools and education system to effectively prepare and respond to future disasters</p>	<p>Not available, neither national nor for the affected areas</p>	<p>1) Disaster Preparedness Working Group and action plan developed</p> <p>2) School designs developed reflecting a higher degree of disaster resilience</p>	<p>US\$ 0.2 million</p> <p>1) Resource Pack for disaster preparedness developed and its roll-out initiated</p> <p>2) Guidelines set up for school-based disaster preparedness and with participatory planning process for response planning</p> <p>3) DRR training developed</p> <p>4) Training of trainers initiated</p>	<p>US\$ 0.2 million</p> <p>1) Resource pack used by schools to develop school-based plans</p> <p>2) Training of teachers and education officials conducted</p>	<p>US\$ 0.1 million</p> <p>1) DRR plans implemented by schools, demonstrating higher overall capacity in disaster preparedness and response capacity, including ability to respond to post-disaster situations</p>
<p><i>Total cost estimates</i></p>			<p>US\$ 0.1 million</p>	<p>US\$ 0.2 million</p>	<p>US\$ 0.2 million</p>

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Outcome 6: Increased access to non formal primary education, life skills education, technical and vocational skills education	Not available, either national nor from the affected areas	1) Interested organizations have fully develop their programmes	Initiation in 5 selected townships of: 1) Expansion of Life Skills Education programme (EXCEL) for out-of-school children 2) Launching of Non Formal Primary Education (NFPE) programme 3) Start of NFE programme for migrant adolescents 4) Development of outline and focus of Technical and Vocational Skills Education and Training (TVET) programme	1) Continuation of EXCEL pilot 2) Continuation of NFPE programme pilot 3) Continuation of NFE programme for migrant adolescents 4) Action plan developed for TVET programme 5) Community Literacy Centers strengthened	1) Technical support continued to NFPE and EXCEL programmes 2) Continued implementation and evaluation of NFE pilot 3) Continued NFE programme and evaluation of outcomes for possible future replication
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.3 million</i>	<i>US\$ 0.8 million</i>
Outcome 7: Education planning, management and implementation capacity enhanced	No Township Activity Plans or systematic information system	1) Involved organizations have fully develop their programmes	1) Agreement reached on: (i) terms of reference for township focal points and their selection criteria; (ii) draft township planning guidelines; (iii) selection of INGOs/firm to undertake exercise and (iv) planning initiated 2) Town and school information system for selected townships and implementation roll-out agreed	1) Initial township expenditure plan finalized and how it is to be financed documented 2) Equipment and facilities installed and supplies provided for TEMIS /SMIS 3) Education Managers trained on the use of system and on use of indicators	1) Monitoring and plan updated annually continued 2) Increased skills of education planners and managers in planning and managing educational projects in selected townships
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.2 million</i>	<i>US\$ 0.3 million</i>
Total	US\$ 157.0 million		US\$ 6.3 million	US\$ 12.7 million	US\$ 138.0 million

Sector:	HEALTH (including nutrition).				
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Baseline and Target Indicators for Proposed Programme	<div>Indicators (Actual)</div> <div>1) Outpatient Visits Per Capita/year: Not Known</div> <div>2) Births attended by skilled personnel: (30%) (2007)</div> <div>3) One year olds vaccinated against: (i) measles No. 60,955 (75%) (ii)DPT 3 No. 70,333 (91%) (2007)</div> <div>4) Proportion of pregnant women vaccinated with TT2+: Not known</div> <div>5) Child malnutrition: Global Acute 13% Severe Acute 2 %</div> <div>6) Percentage of < five children treated with ORS after diarrhoea episode in last month: Not known</div> <div>7) Proportion of mothers exclusively breast feeding child for first 6 months: 15 %</div> <div>8) Number and % of SHC and HC reporting stockout of essential drugs of 2 weeks in last 6 months: Not known</div>	<div>Indicators (Actual)</div> <div>1) Outpatient Visits Per Capita/year: 0.35</div> <div>2) Births attended by skilled personnel: (35%)</div> <div>3) One year olds vaccinated against: (i) measles No. (76 %) (ii) DPT 3 No. (82%)</div> <div>4) Proportion of pregnant women vaccinated with TT2+: 94 %</div> <div>5) Child malnutrition: Global Acute 12% Severe Acute 2 %</div> <div>6) Percentage of < five children treated with ORS after diarrhoea episode in last month: Not known</div> <div>7) Proportion of mothers exclusively breast feeding child for first 6 months: 15 %</div> <div>8) Number and % of SHC/ HC with 2-week stockout of essential drugs in last 6 mn: Not Known</div>	<div>Indicators (Target)</div> <div>1) Outpatient Visits Per Capita/year: 0.5</div> <div>2) Births attended by skilled personnel: (37%)</div> <div>3) One year olds vaccinated against: (i) measles No. (80 %) (ii) DPT 3 No. (85 %)</div> <div>4) Proportion of pregnant women vaccinated with TT2+: 95 %</div> <div>5) Child malnutrition: Global Acute 11% Severe Acute <2%</div> <div>6) Percentage of < five children treated with ORS after diarrhoea episode in last month:</div> <div>7) Proportion of mothers exclusively breast feeding child for first 6 months:>15 %</div> <div>8) Number and % of SHC/ HC with 2-week stockout of essential drugs last 6 mn: RHCs No: < 20 % Sub-RHCs No: < 25 %</div>	<div>Indicators (Targets)</div> <div>1) Outpatient Visits Per Capita/year: 1.0</div> <div>2) Births attended by skilled personnel: (40%)</div> <div>3) One year olds vaccinated against: (i) measles No. (80%) (ii) DPT 3 No. (90%)</div> <div>4) Proportion of pregnant women vaccinated with TT2+: 95%</div> <div>5) Child malnutrition: Global Acute 10% Severe Acute 1%</div> <div>6) Percentage of < five children treated with ORS after diarrhoea episode in last month: 60%</div> <div>7) Proportion of mothers exclusively breast feeding child for first 6 months: 20 %</div> <div>8) Number and % of SHC/ HC with 2-week stockout of essential drugs last 6 mn: RHCs No: < 15 % Sub-RHCs No: < 20 %</div>	<div>Indicators (Targets)</div> <div>1) Outpatient Visits Per Capita/ year: 1.5</div> <div>2) Births attended by skilled personnel: (50 %)</div> <div>3) One year olds vaccinated against: (i) measles No. (85 %) (ii) DPT 3 No. (90 %)</div> <div>4) Proportion of pregnant women vaccinated with TT2+: 95 %</div> <div>5) Child malnutrition: Global Acute 8% Severe Acute <1%</div> <div>6) Percentage of < five children treated with ORS after diarrhoea episode in last month: 80 %</div> <div>7) Proportion of mothers exclusively breast feeding child for first 6 months: 30 %</div> <div>8) Number and % of SHC/ HC with 2-week stockout of essential drugs in last 6 mn: RHCs No: < 10 % Sub-RHCs No: < 15 %</div>

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<p>Outcome 1:</p> <p>a. Minimum essential health services package delivered from township down with a focus upon MCH and community-based approaches to primary health care (including key medical supplies)</p> <p>b. Medium Term Plan developed at Township-level area to form basis of programme funding</p>	<p>a. Essential services significantly disrupted particularly at sub-centre and health centre levels</p> <p>b. Before Nargis no Township plans in cyclone affected areas</p>	<p>1a) Significant service delivery restoration through INGOs and makeshift health facility and mobile services</p> <p>1b) Agreement to use township planning approach as basis for establishing one plan</p>	<p>1a) Focus on: (i) delivery of basic health services through village based volunteer health workers; and, (ii) health facilities supported through training and medical supplies with focus on MCH & nutrition</p> <p>1b) Agree on: (i) TOR for township focal points (FP); (ii) planning framework guidelines; & (iii) selection of FPs and initiate planning</p>	<p>1a) Scale up programme (See targets above)</p> <p>1b) Finalize initial township expenditure plan, outcomes and budget, including financing plan</p>	<p>1a) Implement programme and focus on implementing sustainability strategies (See targets above)</p> <p>1b) Continue planning review, and update in light of implementation progress</p>
<i>Total cost estimates</i>			<i>US\$ 5.9 million</i>	<i>US\$ 9.7 million</i>	<i>US\$ 19.2 million</i>
<p>Outcome 2:</p> <p>Ensure referral system in place including access to Emergency Obstetric Care (EOC)</p>	Not Applicable	1) Pilots underway to ensure referral of seriously ill and for EOC	1) Undertake rapid evaluation of pilots and develop community based plans for referrals and access to EOC as part of Township area plans	1) Scale up community based referral systems and monitor their effectiveness	1) Scale up community based referral systems and monitor their effectiveness
<i>Total cost estimates</i>			<i>US\$ 0.5 million</i>	<i>US\$ 0.5 million</i>	<i>US\$ 2.0 million</i>
<p>Outcome 3:</p> <p>Damaged or destroyed health facilities restored</p> <p>Note: Priority to restoration of sub health and health centers. An allocation in the facility restoration costs of US\$3 million has been included to: (a) judicially expand facilities in programme townships; (ii) ensure all health centers in other townships are restored; and /or); (iii) restore hospitals <25 and essential EOC facilities</p>	<p>Initial documentation of facility destruction (PONJA Report)</p> <p>Number of facilities damaged/ destroyed:</p> <p>S/RHCs: No. 300 (30%) RHCs. No. 60 (25%) Hospitals <25 beds: No. 25 (35%) (PONJA Report database)</p>	<p>1) Continued documentation of destruction and planning for designs and construction standards</p> <p>2) Number of health facilities restored:</p> <p>S/RHCs: Not known RHCs. Not known Hospitals <25beds: Not Known</p>	<p>1) Agree on facility configuration in towns</p> <p>2) Finalize designs and briefs for contracting</p> <p>3) Initiate contracting</p> <p>4) Number of health facilities restored:</p> <p>S/RHCs: No. 92 RHCs. No. 12 Hospitals <25beds: No. 0</p>	<p>1) Finalize all designs and expand contracting for construction effort</p> <p>2) Monitor construction progress and quality</p> <p>3) Number of health facilities restored:</p> <p>S/RHCs: No. 150 RHCs. No. 25 Hospitals <25beds: No. 1</p>	<p>1) Manage and adjust implementation of construction programme (incorporated in area health plans)</p> <p>2) Number of health facilities restored:</p> <p>S/RHCs: No. 250 RHCs. No. 60 Hospitals <25beds: No. <10</p>
<i>Total cost estimates</i>			<i>US\$ 1.0 million</i>	<i>US\$ 2.5 million</i>	<i>US\$ 6.8 million</i>

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Outcome 4: Technical policies and protocols established or updated for priority public health interventions	GAVI/MOH agreed on township area planning approach	1) Health Cluster has began work and initiated MoH consultations	1) Agree on core list of technical policies and initiate work (includes essential drugs list)	1) Complete drafts and incorporate implications in township area plans	1) Formally approve policies in 2010 and monitor their implementation
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.1 million</i>	<i>US\$ 0.2 million</i>
Outcome 5: Human Resource and Training Plan developed and implemented linked to township area plans	Need updating &/or established	1) Initial discussions	1) Agree on scope of staffing needs & core focus and scale of training plan with MoH and initiate training	1) Finalize training plan, including targets, and scale up training and its evaluation	1) Continue training and monitor effectiveness in changing service provider behaviour and results
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.1 million</i>	<i>US\$ 0.3 million</i>
Outcome 6: Increased access to health services by the extremely vulnerable and poor households	Not applicable	1) Not applicable 2) Disease early warning system established	1) Provide TA to design pilot community based interventions & demand-side financing schemes	1) Implement pilot programmes and monitor results 2) Finalize design and implement agreed demand side financing scheme	1) Implement, monitor and evaluate operations and targeting
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.4 million</i>	<i>US\$ 4.0 million</i>
Outcome 7: Emergency Preparedness and Response capacity strengthened	No preparedness strategy in place Limited capacity in place Build infrastructure with improved cyclone-resistant facilities largely not built to any cyclone-resistant standards	1) Agreements reached on standards of "build-back better"	1) Initiate planning for strategy (TORs) 2) Strengthen system and monitor shifts in disease burden and nutrition status; respond to emerging challenges 3) Ensure technical standards are reviewed and documented for inclusion in all construction design briefs financed under this programme	1) Draft consultation strategy developed 2) Continue effort 3) Ensure standards are enforced and monitored under area planning framework	1) Continue effort 2) Continue effort
<i>Total cost estimates</i>			<i>US\$ 0.1 million</i>	<i>US\$ 0.1 million</i>	<i>US\$ 0.1 million</i>
Total Sector Cost	US\$ 53.8 million		US\$ 7.8 million	US\$ 13.4 million	US\$ 32.6 million

Sector:		WASH			
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
Outcome 1: The affected population have access to adequate safe water for drinking, cooking and personal and domestic hygiene	Rainwater storage system severely damaged and 13 % of ponds in Yangon Division and 43 % ponds in Ayeiwarwady Division damaged Limited community and township capacity to manage water and sanitation programmes Lack of national water policy framework	1) More than 2,000 ponds and 2,000 wells cleaned 2) Improvement made to the rainwater harvesting systems and water containers and water purification equipment distributed 3) Installation of over 30 water treatment units providing at least 285m³ of clean water per day 4) Government department assigned to coordinate water supply programmes in the Delta	1) Safe water provided to 1,000 villages (or 160,000 hhs) at risk during dry season 2) Support provided to the formulation of a national water & sanitation policy 3) Community water sources improved and protected, including saline protection of ponds 4) Provisions made for storing, treating and disinfecting water at community and hh level 5) Formation and capacity built of local WASH committees 6) Orientation provided to water vendors on safe water handling and treatment	1) Community water source, storage, and treatment improvements continued 2) National policy on water and sanitation finalised 3) Advocacy with private vendors to improve safe water access, handling and treatment 3) Support provided to townships and communities to institutionalize water quality monitoring and treatment	1) Community and hhs water harvesting and treatment capacity strengthened 2) Townships’ institutional capacity to manage WASH improved 3) Basic WASH-related community preparedness built
Total cost estimates			US\$ 5.0 million	US\$ 5.0 million	US\$ 20.0 million
Outcome 2: The affected population have access to equitable and adequate sanitation	Most latrines were destroyed or deemed unsafe Proportion of hhs practicing unsanitary defecation in the immediate aftermath almost doubled (to 40%)	1) Distribution of latrine construction materials to 85,000 hhs 2) Some 1,800 pre-fabricated latrines installed in schools and rural health premises	1) Basic latrine construction material provided to 20,000 hhs 2) Support provided to local authorities and communities in the establishment of solid waste collection and disposal systems 3) Support provided to half of all villages in the organisation of the annual national sanitation week	1) Latrine material supply programme continued 2) Village-based sanitation and solid waste needs assessments undertaken in affected townships 3) Technical support provided to communities in the development of appropriate latrine designs for high water table and flood prone areas	1) Townships and villages supported in the construction of 120,000 new latrines 2) Expanded support provided to all villages in the organisation of the annual national sanitation week 3) Solid waste disposal programme initiated in most affected areas
Total cost estimates			US\$ 2.0 million	US\$ 4.0 million	US\$ 10.0 million

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<p><u>Outcome 3:</u> The affected population have equitable access to resources and facilities needed for appropriate hygiene practices</p>	The destruction and massive loss of hh assets in the aftermath significantly worsened people's ability to practice safe hygiene	<p>1) 70,000 family hygiene kits & 1.5 million soaps distributed</p> <p>2) 200 community workers trained in hygiene promotion skills</p> <p>3) 600,000 hygiene posters and leaflets disseminated</p>	<p>1) Basic family hygiene kits distributed to 40,000 hhs</p> <p>2) Awareness material disseminated and villages campaigns organised (theatre, music) to promote appropriate hygiene practices</p>	<p>1) Basic family hygiene kits distributed to 40,000 hhs</p> <p>2) Food hygiene promoted at food stalls and to vendors</p> <p>3) A teacher training on hygiene promotion initiated</p> <p>5) Continued support provided to awareness raising campaigns</p>	<p>1) Family hygiene kits distributed to 80,000 hhs</p> <p>2) Hygiene and sanitation promoted through school clubs</p> <p>3) Continued support to awareness raising campaigns</p>
<i>Total cost estimates</i>			<i>US\$ 0.8 million</i>	<i>US\$ 1.0 million</i>	<i>US\$ 2.2 million</i>
Total Sector Cost	US\$ 50.0 million		US\$ 7.8 million	US\$ 10.0 million	US\$ 32.2 million

Sector:		DISASTER RISK REDUCTION				
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011	
Outcome 1: Communities are engaged and empowered to manage and reduce disaster related risks (CBDRM)	Limited knowledge and capacity at community & township level of basic disaster management standards and practices Minimal disaster preparedness and hazard awareness amongst communities in the Delta	1) Disaster management action plans developed in 30 villages 2) Training of Trainers package developed and 110 trainers trained at the Township level on community disaster risk management	1) Community awareness campaigns on DRR and preparedness organised 2) Community disaster management teams formed and their capacity built 3) Community risk assessments conducted and multi-hazard community-based disaster risk management plans (CBDRM) developed 4) Regional multi-hazard risk and vulnerability assessment conducted 5) Community-based monitoring systems developed	1) Community awareness, risk assessment and community disaster management team formation and capacity support continued 2) Micro insurance programme explored and a pilot developed	1) Mid-term (Phase I and 2) evaluation of DRR activities conducted to inform replication and expansion of activities to other villages 2) Exchange and replication of CBDRM to other vulnerable and coastal areas facilitated 3) Effectiveness and relevance of training modules, guidelines and tools to reviewed and assessed to continue to improve quality	
Outcome 2: Community and institutions have mechanism and capacity to disseminate and act on early warnings through an end-to-end early warning system	Limited early warning capacity at the township level and down to community level		1) Existing capacity of the Early Warning Systems (EWS) assessed an end-to-end EWS (from national to community level) developed	1) Drills to test and improve EWS conducted and coverage expansion continued	1) End-to-end EWS further strengthened and cross fertilization with Delta and regional institutions facilitated 2) Exchange and replication of EWS to other vulnerable and coastal areas facilitated	

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<p><u>Outcome 3:</u> Sustainable reduction of the disaster risk through locally adapted mitigation measures in the affected and vulnerable areas</p>	Limited knowledge of disaster resilient construction techniques	1) Key stakeholders identified and sensitized on community disaster management	1) DRR incorporated in ongoing and planned community infrastructural planning and construction programs 2) Small grants schemes initiated to promote and support local level mitigation initiatives, such as rehabilitation of sluice gates of embankments and ditches	1) Sustainable community resource management practices and programs (including reforestation) supported 2) Small grants scheme continued	1) Technical support continued to integrate and demonstrate DRR best practices in land-use planning, coastal zone management and management of mangrove ecosystems in high-risk areas 2) Further exchange and replication of climate risk management initiatives, embankment stabilization, mangrove regeneration to other vulnerable and coastal areas 3) Small grants scheme expanded
<p><u>Outcome 4:</u> Disaster risk reduction (DRR) integrated in the recovery and reconstruction efforts ensuring sustainable development</p>		1) Strategy developed for the inclusion of DRR as a cross cutting theme in Post-Nargis early recovery planning	1) Sector specific DRR guidelines developed to ensure DRR integration in all recovery sector plans	1) Technical support provided to the ongoing multi-sectoral DRR initiatives (community safety, disaster resilient housing, buildings and community infrastructure, health and education facilities)	1) Technical support to the on-going other sectoral DRR activities continued
<p><u>Outcome 5:</u> National and local institutions have policy and mechanisms in place for preparedness and mitigation to effectively respond to and recover from the impact of disasters</p>	<p>A well defined disaster management policy framework at all public administration levels needs to be developed</p> <p>National mechanism for multi-sectoral disaster risk management (DRM) needs strengthening</p>	<p>1) Nargis related reconstruction and preparedness plan developed by Government</p> <p>2) Action plan under development for the inclusion of DRR in public education</p>	<p>1) Guidelines developed to incorporate DRR in embankment projects</p> <p>2) Advance disaster management training provided to the Fire & Police Services</p> <p>3) Policy makers, local officials, and the corporate sector sensitized on DRR</p>	<p>1) Stakeholders at Township and national level trained on disaster risk management (DRM)</p> <p>2) DRM introduced in curricula of public education, non formal education, and training of civil servants</p> <p>3) Development of national DRM framework supported</p> <p>4) DRM capacity of technical and sector institutions built</p>	<p>1) Partnerships with regional, technical, and professional institutions to promote DRR and train DRR personnel through regional cooperation further developed</p>
Total cost estimates	US\$ 32.0 million		US\$ 7.0 million	US\$ 9.5 million	US\$ 15.5 million

Sector: ENVIRONMENT					
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<u>Outcome 1:</u> Sound management of environment and natural resources through strengthened systems at community, local administration, and Government levels	63% of paddy fields submerged 25% of natural mangroves destroyed Loss of income from natural resources for landless 43% of ponds in Ayeeyarwady damaged and rain-water containers damaged	1) Partial restoration of salinated land 2) Some restoration of mangroves and collection of seedlings 3) 600,000 people given access to safe water	1) Systematic assessment of quality of soil and groundwater undertaken 2) Needs assessment undertaken for sustainable fisheries management 3) Assessment conducted of surviving forests 4) Cash-for-work schemes initiated for replanting of trees, especially mangroves 5) Needs assessment conducted for timber and thatching for shelter	1) Needs assessment for soil improvement undertaken 2) Monitoring and surveillance of natural resources, including fisheries, forests, mangroves and water undertaken 3) Guidelines and standards for water quality and shelter developed 4) Climate change vulnerability assessment for Ayeeyarwady Delta conducted	1) Community capacity building undertaken 2) Mechanisms for community participation in decision-making established 3) Community-based projects piloted 4) Advocacy, capacity building and guidelines developed for local administration and Government officials on implementing policies and regulations
Total cost estimates*			US\$ 0.3 million	US\$ 0.6 million	US\$ 1.1 million

* These costs are additional costs for environmental interventions, to complement figures given in the sectoral results frameworks on DRR, livelihoods, shelter and WASH.

Sector: PROTECTION					
Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<u>Outcome 1:</u> Increased protection of children and women through strengthened and expanded formal and community based welfare mechanisms	Limited social welfare mechanisms in place to prevent abuse, and protect children, women, and their families Limited baseline data	1) Plan of Action for Child Protection in Emergencies finalised 2) Inter-agency tracking system established, 1,410 extremely vulnerable children registered 3) 280 community support groups for children and women established 4) 5 social workers from DSW reassigned	1) Community based and formal welfare systems strengthened to include social work 2) DSW's capacity for case management and coordination of support services strengthened, including the provision of 10 more social workers	1) Community-based support mechanisms in pilot villages expanded 2) 25 DSW social workers and social work administrators in place 3) Support to the Diploma of Social Work at the University of Yangon* continued	1) Community-based support mechanisms further expanded 2) 100 social workers and social work administrators in place 3) Support to the Diploma of Social Work at the University of Yangon continued
<i>Total cost estimates</i>			<i>US\$ 1.2 million</i>	<i>US\$ 1.2 million</i>	<i>US\$ 4.8 million</i>
<u>Outcome 2:</u> Increased protection of women through improved sub-sector information and planning, gender-based violence (GBV) programming, and technical capacity to report on and respond to women's protection issues	Limited WP-specific programs, baseline data at national and local levels, and capacity to report on or respond to the needs of women and girls Limited provision of health, psychosocial, and legal support for survivors of GBV	1) Establishment of WP planning structure to strengthen links with local and national NGOs 2) Implementation of limited women's protection/GBV-specific programmes 3) Completion of several WP data collection initiatives in Delta	1) Increased number of actors (10% coverage in Delta) implementing programmes focused on women and women's protection 2) Capacity built of DSW, health and protection partners on women's protection and GBV 3) Social mapping for settings related to transmission of HIV	1) Increased number of actors (25% coverage in the Delta) implementing programmes focused on women and women's protection 2) Initial implementation of DSW WP Plan of Action, and GBV response initiatives in cyclone-affected areas	1) Implementation of holistic women-focused programmes (WP, GBV, livelihoods, and empowerment) in all townships of the Delta 2) Increased capacity of government to support and coordinate WP programming
<i>Total cost estimates</i>			<i>US\$ 1.0 million</i>	<i>US\$ 1.0 million</i>	<i>US\$ 2.0 million</i>

* Assistance to the Department of Social Welfare; provision for a minimum of 100 social workers; and, support to the on-going Diploma of Social Work programme which receives technical support from RMIT University, Melbourne, Australia; Support for travel (and other costs) for social workers in the field.

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<u>Outcome 3:</u> Reduced trafficking in persons through strengthened multi-level trafficking response and prevention structures	National Plan of Action on Trafficking in Persons High levels of knowledge at policy level, but limited awareness and capacity to address the problem at state/divisional and township levels	1) Suspected trafficking cases investigated and return of trafficking victims to home communities facilitated 2) Awareness raising activities implemented in Delta	1) Investigation and referral system, including mechanisms for return and reintegration of trafficking victims, developed 2) Awareness raising on trafficking and safe migration among vulnerable groups conducted <i>US\$ 0.1 million</i>	1) Reintegration strategies for trafficking survivors implemented 2) Trafficking vulnerability integrated into assessments and relevant programmes <i>US\$ 0.1 million</i>	1) Return and reintegration strategies for trafficking survivors scaled up 2) Prevention programmes increased in all townships of the Delta <i>US\$ 0.2 million</i>
<u>Total cost estimates</u>					
<u>Outcome 4:</u> Increased support to older people, and increased policy attention on the needs of older people	Elderly received limited support during relief efforts Elderly often have to care for grandchildren	1) Support provided to DSW in developing national policy on ageing	1) Community efforts to provide shelter repairs for older people supported 2) Support for older people integrated in relief and rehabilitation programmes provided 3) Research on psychosocial impact of emergencies on older people carried out <i>US\$ 1.0 million</i>	1) Remaining vulnerabilities among older people assessed and community recovery efforts supported 2) Older people's psychosocial needs and programmes to address them advocated for <i>US\$ 1.0 million</i>	1) Project to reduce poverty and vulnerability among older people and their families piloted 2) Home care of older people promoted <i>US\$ 3.0 million</i>
<u>Total cost estimates</u>					
<u>Outcome 5:</u> Persons with disability have increased mobility, access and opportunity (MAO) to participate (measured by p-scale) in society as equal members	No baseline data on situation of People with Disabilities (PwD) Limited awareness of disability issues among communities, organizations and central administration Limited services for and participation of PwDs in social and economic activities	1) Prepared and initiated disability survey (60 Townships) 2) Appointed coordinating agency (TLM1) 3) 5 Disability Resource Centres opened to service >2,000 PwD 4) Plan of Action for PwDs drafted with DSW	1) Co-ordination & advocacy group for disability established 2) Capacity of facilities for specialized support services expanded 3) Resource materials for PwD produced and formation of self-help groups (SHGs) facilitated <i>US\$ 0.7 million</i>	1) Disability survey published and PoA revised (based on findings) 2) Advocacy for inclusion of PwD in policies and programmes across sectors continued 3) Rehabilitation support and SHG made available for >50 % of PwD <i>US\$ 0.7 million</i>	1) PwD inclusive practice demonstrated by 50% of agencies and improved MAO score (>2) and positive change in p-scale by 50% of PwD 2) 75% of PwD able to access rehabilitation support and SHG 3) PwD inclusive disaster preparedness plans in 50% of communities with significant numbers of PwD <i>US\$ 2.8 million</i>
<u>Total cost estimates</u>					

Outcomes	Baseline	Achievements (May – Nov. 2008)	Expected outputs January-June 2009	Expected outputs July-December 2009	Expected outputs January 2010-December 2011
<u>Outcome 6:</u> Harmonious and economically viable integration of selected people displaced into host villages, or reintegration in their villages of origin	At least 260,000 persons displaced immediately after Nargis Vast amounts of land related public records lost	1) Immediate relief to displaced persons provided in official camps, monasteries and schools 2) Displaced persons supported to return to their native villages or to resettle elsewhere 3) Reduced temporary displacement six months after cyclone	1) Livelihoods and shelter needs of persons that remain displaced documented 2) Operational plans developed to help persons that remain displaced to integrate, return, or resettle 3) Technical support provided to address access to land and accelerate issuance of documentation	1) Displaced persons included in livelihoods & shelter projects at priority locations	1) Recovery of severely-damaged communities and those to which displaced persons have returned, resettled in, or been integrated into documented 2) Remaining displacement addressed through continued livelihoods and shelter programming for formerly displaced persons
<i>Total cost estimates</i>			<i>US\$ 1.0 million</i>	<i>US\$ 0.2 million</i>	<i>US\$ 1.1 million</i>
Total Sector Cost	US\$ 23.1 million		US\$ 5.0 million	US\$ 4.2 million	US\$ 13.9 million

