

DRR WORKING GROUP STRATEGIC FRAMEWORK 2013-2018



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Introduction

Background

Myanmar is exposed to a wide range of natural hazards, triggering different types of small scale to large-scale disasters across the country's territory. A total of 27 natural disasters have been recorded between 1980 and 2010, causing the death of approximately 140,000 people, and affecting the lives and livelihoods of 3.9 million people; an average of 125,000 people a yearⁱ. Myanmar's vulnerability to hazards is compounded by socio-economic factors: widespread poverty and poor infrastructures are at the heart of the country's relatively low capability to recover from a significant event, be it natural or man-madeⁱⁱ. Furthermore, disaster risks are likely to be further exacerbated due to processes attributed to climate change and variability. Since its independence in 1948, Myanmar has also been home to some of the longest-running insurgencies in the world. Years of civil conflict and unresolved ethnic grievances have contributed to mass displacement and an influx of refugees in neighboring countries.

Since 2010 and the election of a nominally civilian Government, Myanmar has engaged in a crucial transition period, aiming to become a modern, developed and democratic nation. Recent liberalization processes in the country, along with its strategic location and wealth in natural resources frame Myanmar's potential for economic and social development. The development choices made by the country in coming months and years are likely to generate new disaster risks. The reform process creates a window of opportunity for DRR actors to help the Government lay the foundations for resilient development, provided that DRR becomes part and parcel of development processes in the country.

Rationale and objective of the Strategic Framework

The Disaster Risk Reduction Working Group (DRR WG) was formed in 2008, during the early recovery phase of cyclone Nargis, and has since grown into a diverse network of 49 agencies working for DRR interventions in Myanmar as of 2013. High levels of commitment, broad participation and relationship of trust with the line department of reference, the Relief and Resettlement Department, characterize the DRR WG.

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

The changes occurring in Myanmar highlight the need to have a robust DRR network that can support the Government as well as the communities in their efforts to build a resilient Myanmar. To this end, the DRR WG devised and facilitated a multi-stakeholder process aiming to develop its Strategic Framework 2013-2018. This document is the outcome of a series of internal workshops and external consultations, in particular with the relevant departments of the Government of Myanmar. This Strategic Framework will guide the collective efforts of the DRR WG over the next five years.

The Strategic Framework focuses on activities that will be conducted by the DRR WG as a whole, building on the collective voice and combined expertise and resources of this diverse mix of agencies. The document does not intend to prescribe or encompass the work of each and every member of the DRR WG. This explains why the emphasis of the Strategic Plan is mostly at Union level, with a clear priority given to policy work and institutional strengthening.

Summary of the Situational Analysis

A stepping-stone in the development of this Strategic Framework, the Situational Analysis of DRR in Myanmar provides a comprehensive picture of the challenges laying ahead of the DRR WG in the rapidly changing context of Myanmar; as well as an assessment of the overall capacity of the DRR WG.

Changes in the broader DRR Context

At the global level, years of DRR programming under the umbrella of the Hyogo Framework for Action have allowed the international community to formulate a number of lessons, summarized in the diagram below, and on which the DRR WG has heavily drawn throughout the strategic planning process.

Progresses recorded : priorities 1 and 5

- Enactment of national legislation
- Establishment of national platforms or coordinating bodies
- Improved disaster preparedness and response in general
- REDUCED MORTALITY

Continuing challenges: priorities 3 and 4

- Gap between policies and implementation
- Insufficient budget allocation and capacities for local level implementation
- Difficulties to implement genuine “multi stakeholder” processes (shared ownership)
- INCREASED ECONOMIC LOSS

Possible priorities for HFA 2 (Post 2015)

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

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

Changes in the Country Context

At national level, the country is undergoing a triple transition: from an authoritarian military system to democratic governance; from a centrally-directed economy to market-oriented reforms; and from 60 years of conflict to peace in the border areasⁱⁱⁱ. These political, social and economic changes are shaping new risks as well as opportunities for DRR, as detailed in the table below.

Ongoing and anticipated changes	Threats for the DRR WG	Opportunities for the DRR WG
Political changes		
Accountable and democratic governance structure at national level	<ul style="list-style-type: none"> • Capacity of the Government stretched by multiple demands: DRR neglected • Lack of coordination: too many actors working in isolation • Competition for skilled labor: depletion of Government qualified staff • Inefficiencies and communication breakdowns between various levels of Government 	<ul style="list-style-type: none"> • Increased cooperation with Government Departments • Formulation of long-term capacity-building strategies • Opportunities to advocate for the integration of DRR in development planning and allocation of dedicated resources • Engagement with parliamentarians and political parties
Decentralization of governance structures and sub-national development planning	<ul style="list-style-type: none"> • Lack of capacity and resources to understand and implement DRR actions • Lack of coordination: too many actors working in isolation • Inefficiencies and communication breakdowns between various levels of Government 	<ul style="list-style-type: none"> • Increased engagement with and support to local actors for a more tangible and sustainable impact • Opportunities to advocate for the integration of DRR in development planning and allocation of dedicated resources
Peace and stability throughout the country	<ul style="list-style-type: none"> • Segments of population excluded from the development process due to failure to reach peace agreements or lack of recognition • Lack of uniformity of development processes in areas controlled by non state actors 	<ul style="list-style-type: none"> • Expansion of geographical coverage of DRR initiatives and outreach for the DRR WG • Increased engagement with non state actors
Empowered citizens and communities enjoying their political rights	<ul style="list-style-type: none"> • Conflicting priorities at community level and lack of awareness/capacity on DRR 	<ul style="list-style-type: none"> • Empowered communities driving their DRR agendas and successfully advocating with local Governments
Economic changes		
Infrastructure Development	<ul style="list-style-type: none"> • Inequalities in access and increased vulnerability of hard-to-reach populations • Unsafe constructions with no consideration of disaster resilience • Environmental degradation 	<ul style="list-style-type: none"> • Improved access and communication with the field • Improved early warning systems • Use of new technologies to support DRR programming
Increase in foreign direct investment,	<ul style="list-style-type: none"> • Environmental degradation • Industrial hazards 	<ul style="list-style-type: none"> • Corporate Social Responsibility: framework for

industrialization and role of the private sector	<ul style="list-style-type: none"> • Unsafe constructions with no consideration of disaster resilience • Poaching of skilled human resources 	<ul style="list-style-type: none"> • engagement and cooperation with the private sector • Availability of skills, technologies and resources at national and local levels
Urbanization	<ul style="list-style-type: none"> • Unplanned and unsafe settlements and constructions • Urban poverty: hard to reach population • Seasonal migrations: hidden population 	<ul style="list-style-type: none"> • Improved access of urban dwellers to communication technologies • Concentrated populations: easier to target and sensitize
Social changes		
Media freedom and diversity	<ul style="list-style-type: none"> • Inadequate reporting and lack of professionalism • Lack of awareness/understanding of the importance of DRR 	<ul style="list-style-type: none"> • Powerful partner for awareness-raising • Potential to influence decision-makers towards adopting resilient practices • Potential to reach out to multiple stakeholders simultaneously
Increased space for social events and campaigns	<ul style="list-style-type: none"> • Lack of experience of local authorities and communities leading to resistance to social mobilization or inappropriate reaction of the authorities 	<ul style="list-style-type: none"> • Potential to influence decision-makers towards adopting resilient practices
Increased use of social media	<ul style="list-style-type: none"> • Misuse of messages and lack of control over dissemination 	<ul style="list-style-type: none"> • Potential to reach out to youth and urban populations

The DRR WG has and will continue to pay particular attention to these changes and their implications on the DRR landscape.

Capacity Analysis of the DRR WG

The DRR WG is one of the most diverse and dynamic networks operating in Myanmar, with close to 50 members and high levels of individual and collective commitment on DRR. The DRR WG can capitalize on successful pockets of collaborative work as well as a solid relationship with the Government, including the Relief and Resettlement Department, for the effective implementation of the Strategic Framework.

There are a few areas for improvement that require the attention of the DRR WG for it to be able to maximize its contribution to the advancement of the DRR agenda in Myanmar. Improving its governance structures, reinforcing mechanisms for equal participation of all members, improving information sharing and working under the umbrella of a clear strategic framework could enhance the impact of the DRR WG. Translating these observations into action, the Strategic Framework includes objectives and outcomes that specifically relate to the organizational capacity of the DRR WG.

DRR WG’s Position on Key Related Issues

The Situational Analysis also highlights a number of key issues, which in spite of being of relevance to the DRR WG, had not been clearly articulated as part of the DRR WG's mandate in the past. For the purpose of the Strategic Framework, the DRR WG clarified its position on each of these issues, namely Climate Change Adaptation (CCA), emergency response, early recovery and conflict.

Climate Change Adaptation

The DRR WG's mandate includes CCA defined as "DRR to include CCA", thereby contributing to the long-term adaptation process in Myanmar. Hence, every occurrence of the word DRR in this document needs to be read as "DRR to include CCA". The DRR WG will work in coordination with other actors engaged in climate change-related issues, including the Environmental Thematic Working Group, and explore opportunities for collaborative work on the common issue of adaptation.

Emergency Response

The DRR WG omits emergency response as part of its mandate, in recognition of the existence of a dedicated humanitarian architecture, known as the Humanitarian Country Team (HCT). The DRR WG focuses on preparedness (excluding immediate response preparedness) and prevention, ensuring complementarity with and acting as a technical resource for the HCT. Examples of long-term preparedness activities supported by the DRR WG include the development of disaster management plans at various levels, institutional capacity-building on disaster management, etc. Coordination with the HCT is ensured through participation of an authorized representative of the DRR WG in HCT meetings.

Early recovery

The DRR WG does not include early recovery in its mandate but it recognizes that it has an important role to play in the sector, and within the cluster when activated. At all times, the DRR WG makes its technical support on "Build Back Better" available through the relevant Government departments or directly to interested parties.

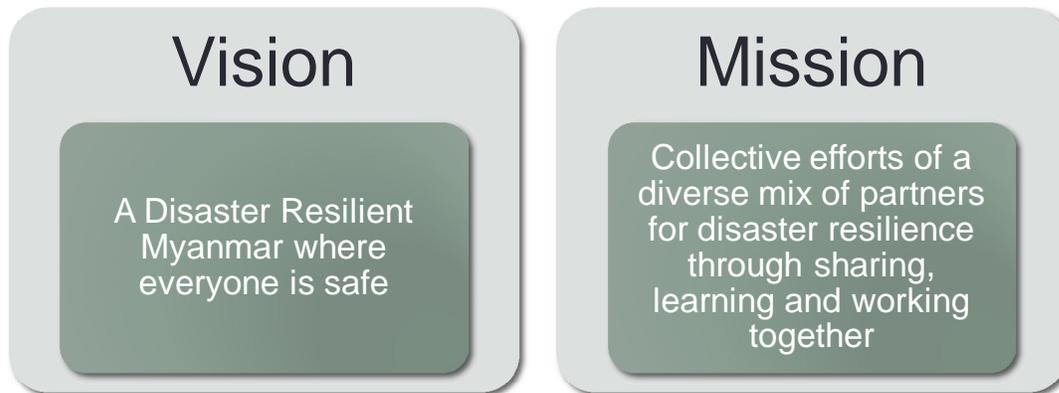
Conflict

Whilst recognizing that conflict is a key hazard in the context of Myanmar (in line with the Disaster Management Law), the DRR WG lacks the capacity and mandate to address it in a comprehensive manner as it would any natural hazard (mitigation, prevention, preparedness). However, the DRR WG has adopted a conflict sensitive approach to DRR programming in recognition of the fact that conflict is a primary driver of vulnerability.

In all its initiatives towards strengthening the Disaster Risk Management policy and legal framework, the DRR WG is committed to not only highlight gaps relating to man-made and environmental disasters but also to proactively identify the appropriate stakeholders that can support the Government in filling such gaps.

Vision and Mission

The vision and mission statements of the DRR WG were developed by the DRR WG members during the strategic planning workshop held in Yangon on 28-29 June 2013.



Strategic Value of the DRR WG

Initially focused on early recovery activities in the Delta, the DRR WG later shifted and expanded its scope to DRR and its coverage to the entire country. The group has also grown with a current membership of 49 organizations; gathering different types of organizations, with different mandates and technical skills, working at different levels. The DRR WG has relied on voluntary membership, and the mobilization of human and financial resources from its members to maintain and expand its activities to support the broader DRR agenda in Myanmar. Below are some of the key strengths that frame the strategic value of the DRR WG and its ability to deliver on the Strategic Framework.

The DRR WG is a diverse mix of organizations with high levels of commitment on DRR

- The DRR WG encourages and values diversity among its members, which is reflected in its governance structure
- The DRR WG, through its members, benefits from a wide range of expertise and skills across the DRR spectrum
- The DRR WG, through its members, has accumulated experience down to the community and all the way up to the policy level
- The members of the DRR WG have an organizational as well as collective commitment to advancing the DRR agenda in Myanmar

The DRR WG has a recognized track record on promoting the DRR agenda in Myanmar

- The DRR WG capitalizes on a number of successful collaborations, including with the Government
- The DRR WG has built a collective voice to further the DRR agenda
- The DRR WG is a credible network whose work is recognized by the Government and other stakeholders

The DRR WG establishes bridges with regional and global initiatives on DRR as well as linking its work with the broader development agenda

- The DRR WG centralizes all DRR-related information and acts as knowledge-base on DRR in Myanmar
- The DRR WG, through its members, has linkages to regional and global DRR initiatives and the ability to share learning and experiences
- The DRR WG recognizes the importance of integrated approaches to DRR and explicitly articulates its linkages with the broader development sector

Working Principles

The DRR WG adheres to the five Partnership Principles endorsed at the Global Humanitarian Platform in 2007, which its members have translated in the context of their work as follows:

Equality

- The DRR WG is open to all on the basis of the membership criteria defined in its regulations,
- Decision-making is democratic and the outcome of participatory processes,
- The DRR WG is characterized by equal relations between its members reflected in equal representation in its governance structures; and equal relationships between men and women.

Transparency

- The members of the DRR WG are committed to share information in a transparent and timely manner,
- Clear guidelines, roles and responsibilities are in place and known to all,
- The DRR WG is transparent with its key stakeholders, including the Government, its donors and the communities (reporting, information-sharing),
- All important proceedings of the DRR WG are available to the public on its website,
- The DRR WG members elect representatives to form the governing body on an annual basis.

Responsibility

- There is a commitment by all members to actively participate and share responsibilities,
- The DRR WG follows key principles of humanitarian and development work (Code of Conduct, Do no Harm, etc.),
- The DRR WG delivers on its agreed objectives and regularly monitors its progress.

Complementarity

- The DRR WG works in partnership with the Government to help the Government achieve its DRR commitments (MAPDRR, AAMDER, HFA, MDGs),
- The DRR WG works in coordination with a broad range of stakeholders, including the Government, development partners, the private sector, the media and academia,
- The DRR WG focuses on identifying and bridging gaps in the DRR framework,
- The DRR WG understands and utilizes its comparative advantages and pull resources together for increased efficiency.

Result-oriented approach

- The DRR WG has a clear strategic vision and direction, which informs all its activities,
- The DRR WG follows realistic and time-bound work plans that can be adapted in response to contextual changes,
- The DRR WG is committed to measuring the impact of its work.

In addition to the five Principles of Partnership, the DRR WG adheres to the two following principles:

Inclusiveness

- The DRR WG values diversity,
- The DRR WG prioritizes the needs of the most vulnerable segments of the population such as children, women, older people and people with disability and promotes their right to participation in DRR processes.

Integration

- The DRR WG recognizes the need to anchor its work within the broader development framework and supports the integration of DRR and CCA,
- The DRR WG works at all levels of the DRR spectrum and across sectors,
- The DRR WG advocates for the importance of a multi-hazard approach recognizing the diversity of threats and vulnerabilities that affect Myanmar communities.

Objectives and Expected Outcomes

The objectives, outcomes and indicators presented below were developed by the DRR WG members during the Strategic Planning workshop held in Yangon on 28-29 July 2013 and revised based on feedback received from key stakeholders, including the Government. A detailed Strategic Plan can be found at the end of the Strategic Framework, detailing the outputs, timeframe and responsibilities for the implementation of the framework.

Objectives

- 1) To strengthen the operationalization of a DRR framework that is inclusive, responsive to the needs of the hazard-prone communities and takes into account climate change.
- 2) To support the mainstreaming of DRR into development processes.
- 3) To become a Government-led model of DRR coordination, championing DRR learning and innovation.

Expected Outcomes and Indicators

Outcome 1: A policy and legal framework on DRR that is inclusive, responsive to the needs of hazard-prone communities and takes into account climate change is in place.

Indicators:

- Number of formulated laws & policies, on DRR that are inclusive, responsive to the needs of hazard-prone communities and take into account CC
- Number of revisions to the legal and policy framework made by the Government in response to advocacy efforts

Outcome 2: Government partners at different levels have increased capacity to implement the DRR framework and mainstream DRR into development processes.

Indicators:

- Increase in budget allocation for DRR/CCA-related activities in national budget and selected regions/states/townships
- Number of sub-national DM plans developed and number of implementation actions taken in the most hazard-prone areas
- Number of guidelines/minimum standards for the mainstreaming of DRR into development developed or revised by Government partners
- Number of Government development plans at national and subnational levels that include DRR activities and specific budget allocations

Outcome 3: Communities and civil society organizations have access to information on the DRR framework and tools and resources to strengthen their resilience.

Indicators:

- Number of events, campaigns and other awareness-raising initiatives undertaken jointly by the DRR WG and the Government
- Recorded increase in media coverage on DRR

Outcome 4: Local organizations have the capacity to take on leading roles in the DRR sector.

Indicators:

- Participation of LNGOs account for at least 50% of the total membership of the DRR WG with evidence of active participation
- At least 70% of sub-national level DRR coordination networks are jointly led by LNGOs and local Government
- At least 70% of field-level DRR related projects in Myanmar are implemented by LNGOs

Outcome 5: Effective partnerships for DRR are established with the private sector, professional bodies and other relevant stakeholders.

Indicators:

- Number and type of partnerships for DRR/CCA established by the DRR WG
- Number and type of initiatives on DRR & CCA jointly undertaken by the DRR WG and its partners

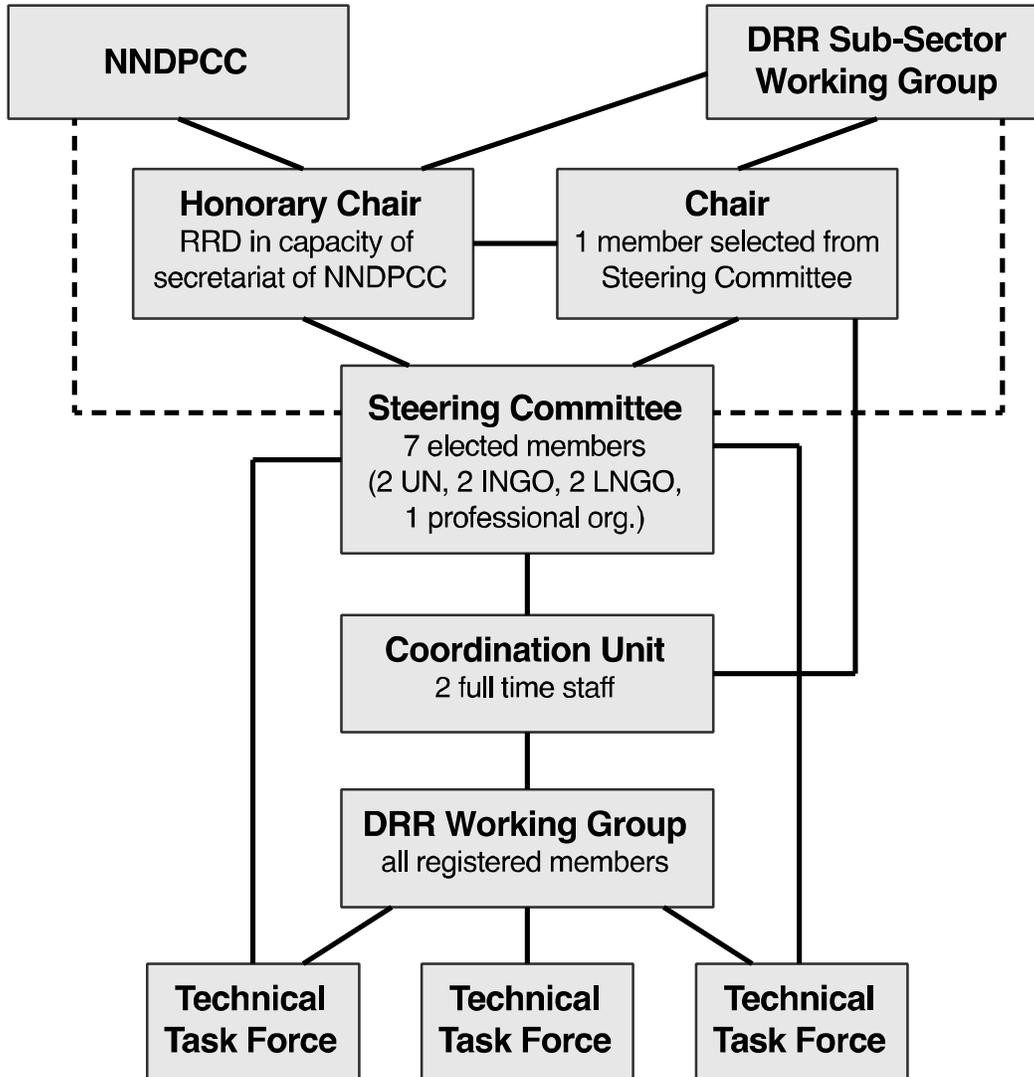
Outcome 6: The DRR WG is effective and accountable and provides the Government with tools, experiences and capacities to coordinate the broader DRR Sector

Indicators:

- The TORs of the DRR WG governance bodies (including the RRD chair role) are revised and updated regularly
- Percentage of attendance in SC and WG meetings and events by RRD representatives (95%)
- Percentage of attendance by members in SC and WG meetings and events (at least 50%)
- Number and type of national, regional and international DRR initiatives that the Government leads

Governance Structure, Roles and Responsibilities

In order to deliver on the Strategic Framework, the DRR WG members have agreed to the following governance structure:



The key roles and responsibilities of the different bodies of the DRR WG are detailed below:

Honorary Chair:

The honorary Chair of the DRR WG is RRD in its capacity of Secretariat of the NNDPCC. The roles and responsibilities of the Honorary Chair are:

- To guide, advise and contribute to the implementation of the DRR WG strategic framework
- To facilitate inter-departmental coordination on DRR

- To share information and updates on the work of the DRR WG with the NNDPCC and the members of the DRR Sub-Working Group, established by the Government under the framework of the FESR

Chair of the DRR WG:

The Chair of the DRR WG is selected from within the elected members of the Steering Committee. The roles and responsibilities of the Chair are:

- To host and manage the DRR WG coordination unit
- To chair the meetings of the DRR WG
- To act as spokesperson of the DRR WG
- To identify and share gaps and opportunities for resource mobilization

Steering Committee:

The Steering Committee of the DRR WG is composed of 7 members from within the DRR WG elected by their peers with the following criteria: at least 2 UN, at least 2 INGO, at least 2 LINGO+1. The roles and responsibilities of the SC are:

- To promote and support the implementation of the Strategic Framework
- To delegate/appoint members to represent the DRR WG in external meetings (other thematic working groups, sub-working groups, etc.) and relevant capacity-building initiatives
- To liaise with Government for all matters relevant to the Strategic Framework
- To agree and prioritize streams of work on behalf of the DRR WG based on the Strategic Framework
- To review the performance of the DRR WG against its work plan annually
- To support, organize and monitor the work of the coordination unit
- To set-up meeting agenda
- To provide support to sub-national level DRR WG based on needs
- To create and disband Technical Task Forces

The Coordination Unit:

The coordination unit of the DRR WG will be composed of two full-time staff, hosted by the Chair of the DRR WG. The two positions will be a coordinator and an admin assistant. The roles and responsibilities of the Coordination Unit are the following:

- To maintain and update the DRR WG registration system
- To document and disseminate meeting proceedings
- To ensure effective mechanisms are in place for information sharing, including website, 3W, mapping, etc.
- To develop/supervise the development of appropriate communication materials (website, leaflets, pamphlets, etc.)
- To plan for, collect and analyze M&E data on the progress of the DRR WG against its annual work plans

DRR Working Group Members:

Membership to the DRR WG remains open to any organization or individual interested in DRR, once said organization or individual has fully completed the DRR WG registration form. The roles and responsibilities of the DRR WG members are:

- To ensure regular, consistent and active participation in the meetings
- To maintain clear focal points for communication (main/alternate) and keep the coordination unit informed of any change

- To share all information relevant to the work of the DRR WG in a transparent and timely manner
- To contribute to the implementation of the DRR WG work plan to the best of the member's capacity
- To share quality and regular updates with the DRR WG if and when the member has been appointed by the SC as representative of the DRR WG in an external forum/training

Technical Task Forces:

Technical Task Forces are created to work on a particular activity or a set of related activities belonging to the DRR WG work plan. Membership to a TTF is open and voluntary and TTF will only be formalized after the SC has approved them. Each TTF will select a lead agency from within its members. The roles and responsibilities of TTF are:

- To provide technical and financial support to the implementation of a particular activity/set of related activities pertaining to the DRR WG work plan
- To liaise with relevant stakeholders (Government, donors, etc.) on behalf of the DRR WG for all matters related to the agreed activity
- To report progress to the SC on a monthly basis using agreed formats
- To share regular updates on the progress of the activity with the DRR WG

These roles and responsibilities are fleshed out in detailed TORs developed for each and every one of these groups.

Monitoring, Evaluation and Learning

Planning and Review

The Strategic Framework will be operationalized into annual plans that will include detailed the monitoring and evaluation mechanisms.

The Strategic Framework will guide the work of the DRR WG until 2018 and will be revised on a needs-basis to remain relevant to the rapidly changing context of Myanmar. In particular, the DRR WG members believe that 2015 will bring a number of major changes in the international scene (HFA 2, post-MDG) and in the country (general elections, post-MAPDRR) that will require a significant review and possible adjustments to the Strategic Framework.

Monitoring and Evaluation

The DRR WG will monitor its progress on the implementation of this Strategic Framework, including detailed information on expenditure broken down by funding source. Every activity and achievement will be recorded and this information will be brought together in an annual report. The DRR WG may commission external evaluations of large or significant activities undertaken as part of the delivery of this Strategic Framework.

Some of the changes identified in this strategy relate to the DRR WG's organizational performance. The DRR WG will produce a baseline of key indicators and track changes,

using self-assessments and external reviews where no objective measures are easily available.

Learning

The DRR WG will document good examples of its work as well as lessons learnt and share both internally and externally. The DRR WG will support members in their work by developing guidance on DRR programming and standardized approaches, allowing for enhanced cross-fertilization and learning.

Resource Mobilization

The DRR WG estimates that a total of 2,815,000 US Dollars is needed for the implementation of the Strategic Framework over the next 5 years. This amount will be revised and adjusted depending on funding availability and needs. Overall, the DRR WG will use two strategies of resource mobilization, as detailed below:

- Levying available resources from its members: the DRR WG will levy resources available with its members for a particular activity or set of related activities. Resources include funding, materials, in-kind support, and staff time. Depending on the activity and available resources, a single member may support or a group of members can pool together.
- Fundraising from institutional donors and other external actors: for activities that are not funded by DRR WG members, or identified as priority areas of work which can be presented as a coherent project, the DRR WG through its coordination unit or an appointed member, will fundraise from institutional donors or other external actors. This would include preparing a full proposal package.

ⁱ PreventionWeb (2011), "Myanmar – Disaster Statistics", http://www.preventionweb.net/english/countries/statistics/?cid=118&utm_source=pw_search&utm_medium=search&utm_campaign=search

ⁱⁱ SDC & ADPC (2012), "A Situational Analysis of Disaster Risk Management Policy and Practice in Myanmar"

ⁱⁱⁱ World Bank (2012), "Interim Strategy for Myanmar", http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2012/10/12/000386194_20121012024925/Rendered/PDF/724580ISN0IDA00Official0Use0Only090.pdf