

# **Country Case Study: Myanmar**

## Mainstreaming Climate Change into Urban-Related Policies

## **Relevant Policies and Legislative Frameworks**

Extreme weather events in Myanmar have become more and more frequent in recent years and according to the Climate Risk Index, Myanmar is ranked the third most severely affected country by extreme weather events within the last twenty years. Cyclone Nargis of 2008 alone was responsible for an estimated loss of 140,000 lives as well as the property of approximately 2.4 million people. The country is suffering from increased severe droughts, an increase in intensity and frequency of cyclones and strong winds, rainfall variability including erratic and record-breaking intense rainfall events, increases in the occurrence of flooding and storm surge, and sea level rise.

The country's urban (rural) population increased (decreased) considerably within the past decades from 19.23% (80.77%) in 1960 to 34.65% (65.35%) in 2016, leaving cities like Yangon, Mandalay, or Naypyidaw to cope with and efficiently absorb the incoming population. This in turn makes it increasingly difficult for Myanmar to achieve its national sustainable development strategy, and the

country is highly committed to reducing its vulnerability and playing its role in the global community to combat climate change.

#### **Urban and Climate Change Policies**

The Myanmar Housing and Urban Development Policy Framework and Action Plan with the Vision (2040) of Balanced Spatial Development seeks to develop urban systems, contributing towards balanced, sustainable, and comprehensive urban and regional development, and to establish green cities which provide adequate housing and infrastructure, upgrading living standards for all.

In 2016, UN-Habitat Myanmar prepared the Rapid Urban Diagnostic Report Myanmar (RUDMYA), which was then submitted to the relevant governmental ministries as well as the attorney general. The Ministry of Construction, the focal point for the development of urban policies, has finalized the RUDMYA as well as the National Urban Policy



// Image 1. Informal Settlement in Yangon © UN-Habitat



// Image 2. Township Yangon Myanmar © UN-Habitat

Framework in 2018, and aims to have a draft National Urban Policy (NUP) in place by the end of 2019. Based on the initial findings of the RUDMYA, the NUP will seek to create a spatially integrated and orderly development of urban settlements with adequate infrastructure, efficient institutions, effective legal framework, and a high-quality living and working environment to support the socioeconomic development of Myanmar. Priority areas of action include

- i) municipal government and finance,
- ii) urban and regional legislation,
- iii) land governance,
- iv) housing, and
- **v)** environmental and climate change issues related to urban development.

Currently, the Government of Korea is supporting the NUP development process in Myanmar, and the Organization for Economic Co-operation and Development (OECD) is conducting a NUP Review.

The Myanmar Sustainable Development Plan 2018-2030, adopted in August 2018, highlights the importance of natural resources, environment and climate change in ensuring sustainable development gains for both present

and future generations. Strategy 5.2 under Goal 5, which addresses natural resources and the environment, is to 'Increase climate change resilience, reduce exposure to disasters and shocks while protecting livelihoods, and facilitate a shift to a low-carbon growth pathway.'

The Myanmar Climate Change Strategy identifies 6 key priority sectors to focus climate change interventions, and "Cities, Towns and Settlement" is one of them. It aims for 'climate resilient, inclusive, sustainable towns and cities' and resilience to increased risks of natural rapid and slow on-set disasters for all township and city dwellers, with a focus on the most vulnerable people. The Myanmar Climate Change Master Plan 2018-2030 was developed alongside the Strategy, laying out concrete actions for implementation. Both documents have been finalized and translated into Myanmar language as an essential requirement to be adopted by the country. The Myanmar Climate Change Policy, Myanmar Climate Change Strategy and Master Plan (2018-2030) have been submitted to the Cabinet for approval which will clear the path for formal adoption by the country.

Under the National Environmental Policy and Strategic Framework and Master Plan, Myanmar developed the draft National Environment Policy, Myanmar Climate Change Policy, the National Green Economy Policy Strategic Framework, and the National Waste Management Strategic Policy Framework. The Myanmar Climate Change Policy follows the vision of 'a climate-resilient, low-carbon society that is sustainable, prosperous and inclusive, for the well-being of present and future generations.' Specific objectives are to:

- i) take and promote climate change action on adaptation and mitigation,
- **ii)** integrate adaptation and mitigation considerations into national priorities and all levels and sectors; and
- **iii)** take decisions to create and maximize opportunities for sustainable, low-carbon, climate-resilient development.

Policy recommendations include low-carbon and resilient growth and resilient urban and rural settlements.

Myanmar has also adopted a National Adaptation Programme of Action and has ratified the Paris Agreement and is advancing on the implementation of its Nationally Determined Contributions.

## WHAT HAS BEEN DONE SO FAR? Main Actors in Mainstreaming Process

The Myanmar Climate Change Alliance (MCCA), launched in 2013 and funded by the European Union as part of the Global Climate Change Alliance (GCCA), aims to mainstream climate change into the Myanmar policy development processes and to reform agendas under six

thematic areas:

- **i)** Climate Smart Agriculture, Fisheries and Livestock for Food Security,
- **ii)** Sustainable Management of Natural Resources for Healthy Eco-System,

- **iii)** Resilient and Low Carbon Energy, Transport, and Industrial Systems for Sustainable Growth,
- iv) Resilient and Sustainable Cities and Towns,
- v) Climate Risk Management for People's Health and Wellbeing, and
- **vi)** Education, Science, and Technology for a Resilient Society.

The MCCA is jointly implemented by the United Nations Human Settlements Programme (UN-Habitat) and the United Nations Environment Programme (UN Environment). The main governmental agency in charge of implementation is the Environmental Conservation Department (ECD) under the Ministry of Natural Resources

and Environmental Conservation (MoNREC). A Technical Working Group composed of almost all line Ministries, the three main cities (Yangon, Nay Pyi Taw and Mandalay), the Academia, the Civil Society, NGOs and technical development partners has also been established under the project.

MCCA seeks to achieve its mainstreaming objectives through 1. Evidence-based planning and policymaking from sub-national level projects that aim to increase the resilience of climate vulnerable populations; and 2. Strengthening the climate change related institutional and policy environment through sharing of technical knowledge and best practices, training and institutional support.

#### **The Process**

Between 2015 and 2018, Myanmar developed its Myanmar Climate Change Policy, Myanmar Climate Change Strategy, and the Myanmar Climate Change Master Plan 2018-2030 including 6 Sectoral Action Plans, integrating views from the states and regions, and from consultations with Townships (towns and cities). Sectoral Action Plans No. 2: Healthy Eco-System and No.4: Resilient and Sustainable Cities and Towns of the Myanmar Climate Change Strategy require local level administrations to:

- **a)** develop local level climate change assessments and plans;
- b) undertake disaster risk reduction activities; and
- c) implement local adaptation actions.

It also requires monitoring of national to local action on a yearly basis, through the State and Region Environmental Conservation and Climate Change Committees, down to the Township level.

Through the MCCA, MoNREC has developed a mechanism where Climate Change Vulnerability Assessments are conducted at the Township level, in turn providing the basis for Local Resilience Plans that integrate actions centred on ecosystem, social and economic development and infrastructure-based interventions. These plans are aligned with national sectoral outcomes.



// Image 3. Myanmar Climate Change Alliance Programme Initiation Event © UN-Habitat



#### **IMPACTS OF THE PROJECT**

## Climate Change Mainstreaming through Local-level Planning and Policy Making

Two township level initiatives applying a local resilience planning model have been implemented by MoNREC under the guidance of MCCA; in Pakokku Township in the Dry Zone area, and in Labutta Township in the Delta area. These projects followed the process of assessing vulnerabilities to climate change and formulating future scenarios; planning for resilience building through selecting appropriate climate change actions for implementation across various urban sectors, including shelter, land-use planning, vocational trainings to diversify local economy, and ecosystem restoration and rehabilitation, among others. The townships are beginning to implement activities as a result.

In order to expand the experience to a mountainous ecosystem, Hakka Township in the hilly area was also selected as an additional test case, but activities under MCCA have been limited to the vulnerability assessment

stage; thus, the development of a resilience plan is yet to be done.

The General Administration Department administrator (township authorities) in Pakokku and Labutta have announced that they will integrate the findings of the Vulnerability Assessments, as well as the Local Resilience Plans which they have developed into their Township Development Plans for 2019. This has yet to influence the nationwide system; however, the next phase of MCCA aims to scale up and replicate the local climate resilience planning in other townships of Myanmar, including mandatory integration of the climate change vulnerability assessment into Township Development and Village Development Planning processes. In addition, township authorities will be expected to regularly update Township Development Plans to reflect changing conditions and priorities over the years.



#Figure 1. Institutionalization of Local Climate Action Planning

### **Strengthened Governance**

#### Institutional Capacity

In terms of institutional strengthening, Myanmar has established six Working Committees, with one specifically focusing on urban issues and another on climate change-related issues. The National Environmental Conservation and Climate Change Committee is now progressively including subnational committees. It has created a national platform for coordination of climate change action among all Ministries, the three main cities (Yangon, Nay Pyi Taw and Mandalay), the civil society and the private sector.

Efforts are being made to ensure close harmonization and coordination between the forthcoming NUP and the Myanmar Climate Change Policy, Myanmar Climate Change Strategy, and the Myanmar Climate Change Master Plan 2018-2030. As one of its core components, the forthcoming NUP includes a section on the integration of sectoral policies into the NUP - reflecting the crosscutting nature of urban development and planning (see Figure 2 below).



#Figure 2. NUP and Policy Alignment

To build local level capacities, a training course on climate change adaptation and disaster risk reduction has been developed by MoNREC and the Ministry of Social Welfare Relief and Resettlement (MSWRRR) and is being rolled out in the Disaster Management Training Centre in Hinthada. Training on how to use the vulnerability assessment tool was conducted in both the pilot townships.

On the national level through support of MCCA, the Institute for Housing and Urban Development Studies (IHS) based in Rotterdam, Netherlands builds the capacity of the Department of Urban and Housing Development (DUHD) for development planning and town planning. Apart from knowledge exchange and a field trip visit of DUHD officials from Myanmar to Bangkok, on-the-job training of township authorities for integration of climate change into town planning was also conducted in Pakokku and Taunggyi. Based on these experiences, a guideline document: Mainstreaming Climate Change in Town Planning in Myanmar has been developed to provide guidance on how various elements of a climate change action plan, including climate change adaptation, mitigation and disaster risk reduction actions can be integrated into the township plans.

## **Financial Capacity**

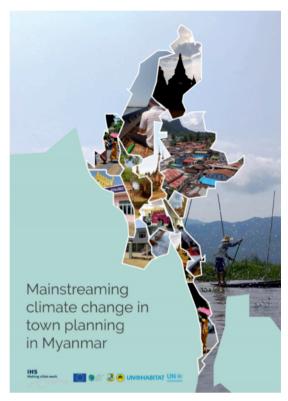
Climate change action at the national and local levels in Myanmar is still mostly induced through international climate finance and donors. These international sources include the Adaptation Fund, the Global Environment Facility and the Least Developed Countries Fund, grants from multilateral organizations such as the European Union, and bilateral funding. Green Climate Fund projects are also in the pipeline.

Under the MCCA programme, MoNREC carried out an exercise with Ministry of Planning and Finance and other key line ministries on "How to integrate Climate Change into Annual Budgeting Process." However, line ministries have very limited capacities to integrate climate change into their sectoral plans, and this remains a serious challenge for ensuring the mainstreaming of climate change. Although MCCA has started providing support to some line ministries on this aspect, the next phase of MCCA will continue its effort in a more strategic way to enhance the capacities of line ministries.

#### **LESSONS LEARNED OF THE PROJECT**

#### **Gaps and Needs**

Myanmar has identified multiple gaps and needs during its process of mainstreaming climate change. To begin



// Guideline. Mainstreaming Climate Change in Town Planning in Myanmar

with, Myanmar's decentralization process is still in its early stages. While the finance strategy has been restructured, local level township administrations remain in need of funding. Townships are in effect still managed by the Union government, and with the exception of the three large cities, Yangon, Mandalay and Nay Pyi Taw, there is no actual municipal governance. This becomes an issue when one tries to translate national level objectives for climate change to the local level.

Myanmar is currently undertaking several legal and institutional reforms to redefine the conventional roles of central government agencies, particularly in the delegation of authorities to region and state governments. Moving forward, the role of the regional government may expand to land administration, housing and urban development. Local governments currently in charge of township administration and development (Town Management Committees) are learning to engage in long-term strategic coordination and planning. Moreover, efforts towards further decentralization are now being made to delegate planning authorities to the local level.

With this said, some of the gaps and needs identified with regards to mainstreaming include:

1. Ensuring a close harmonization and coordination between Myanmar Climate Change Policy, Myanmar

Climate Change Strategy, and the Myanmar Climate Change Master Plan 2018-2030 and the forthcoming NUP

- 2. Mainstreaming climate change adaptation and mitigation into Union-level laws
- 3. Strengthening the recognition of environmental and climate change issues in spatial planning
- 4. Institutionalizing the Strategic Environmental Assessment in spatial plan preparations
- 5. Devising municipal infrastructure planning with a clear view on adaptation to climate change
- 6. Prioritizing municipal infrastructure investment according to their relevance for adaptation to climate change
- 7. Ensuring that climate change Resilience Audits for cities and towns are mandatory.

#### WHERE TO GO FROM HERE?

#### **Next Steps**

Possible next steps include:

- 1. Enhance inter-ministerial coordination and collaboration through experience sharing.
- 2. Enhance municipal governance and finance, strengthen instructions and restructuring, seek sustainability of professional development, and enhance capacity development plans.
- 3. Gain support from international organizations to follow

the New Urban Agenda and the Sustainable Development Goal 11 agreements – particularly on resilience, urban planning, and the provision of basic services.

- 4. Gain support from international organizations for cooperation and co-financing among central and regional governments, ministries, and effective support from development partners to meet sustainable urban development goals.
- 5. Develop awareness of sustainable urbanization within key decision makers, the civil society as well as the general public, and increase participation in planning and development.
- 6. Increase awareness of sustainable development in the private sector (especially developers and construction)

For the government, it will be necessary to simultaneously work on climate change and green economy policies, while also considering waste management strategies. It will be important for the government to take advantage of the ongoing process to develop a National Urban Policy for Myanmar but ensuring that consideration for climate change is mainstreamed within the policy. Recommendations to link the Myanmar National Climate Change Policy into the National Urban Policy include:

- i) Integrate climate change adaptation and mitigation considerations.
- **ii)** Long-term inclusivity, liveability, economic development and a high quality of life in rural and urban areas, and
- **iii)** Territorial spatial planning fully addresses current and future climate-related risks and opportunities, strengthen local knowledge and capacities.



// Image 4. Child Beneficiaries of Housing Project in Yangon © UN-Habitat

In the table below, the content of this case study has been applied to the Mainstreaming Framework introduced in the Regional Guide. Red text are actions from the case study that correspond to individual tasks recommended within the Framework. Yellow highlights and content in blue parenthesis are possible next steps, per the case study content.

	I) Substantive process	II) Resource & Capacity Assessment & Development	III) Urban & Climate Related Policy Alignment	IV) Institutions & Stakeholders
Phase A: Feasibility & Diagnosis	<ul> <li>✓ Identify drivers (WHY) you want to mainstream climate action into urban policy - make your case for mainstreaming</li> <li>✓ Action Taken - Forthcoming NUP (to be developed by end of 2019) identified as main entry point for climate change mainstreaming</li> <li>✓ Identify urban-related climate change issues, mainstreaming objectives &amp; climate actions (WHAT)</li> <li>✓ Action Taken - Pilot projects: Local climate change vulnerability assessments and Local Resilience Plans piloted in two townships, with the goal of replicating in all townships.</li> <li>✓ Action Taken - Climate change issues identified through the local pilot initiatives were highlighted in Myanmar Climate Change Strategy, and the Myanmar Climate Change Strategy, and the Myanmar Climate Change Master Plan 2018-2030</li> <li>✓ Customize your mainstreaming process using this Framework (HOW) - creating process Timeline</li> <li>✓ Analyze good practices for Monitoring &amp; Evaluation (M&amp;E) &amp; draft Plan, including indicators for mainstreaming goal &amp; interim milestones</li> <li>✓ Compile Diagnosis Paper based on outputs of all tasks from your tailored mainstreaming process Phase A</li> <li>✓ Action Taken - National Urban Policy Rapid Diagnosis Report prepared</li> <li>✓ The goals, substance and main steps of the mainstreaming process (including M&amp;E) have been clearly articulated in the Diagnosis Paper</li> <li>Output Phase A: DIAGNOSIS PAP</li> </ul>	diagnosis, formulation, implementation & M&E phases of mainstreaming process (WHO)   ✓ Assess availability & gaps in needed human, financial, informational, institutional & other resources for undertaking mainstreaming process & develop a Financing & Capacity Development Strategy  The necessary (human, financial) resources & institutional conditional conditional composes and the mainstreaming process have been secured	Identify relevant national, sectoral & sub - national urban - related documents, including stage of National Urban Policy development, sources of financing & check if climate change mainstreamed  **Action Taken - Identification of relevant urban policies and legislation  Identify relevant national, sectoral & sub-national climate policies, strategies & frameworks that have relevance in urban context & check if urban-related concerns sufficiently covered  **Action Taken - Identification of relevant climate change policies and legislation  Identify relevant sections in international frameworks linked to urban development &/or climate change with relevance for urban context  Review of existing international urban and climate change related frameworks, policies, legislations  Indentify a concerns into national, sectoral or sub-national urban policies from other countries - diagnose if helpful for your context  Identify other cross-cutting issues (e.g. gender) that could be mainstreamed in your policy formulation or revision alongside climate change & existing mainstreaming processes of your country & other countries to learn from  In Diagnosis Paper, undertake comparative analysis of above-mentioned set of country documents (& international frameworks) & identify urban policy document(s) to mainstream climate actions into (WHERE), / or propose using mainstreaming process to drive development of new NUP  The urban policy document(s) into which to mainstream has/ have been identified & an annotated outline drafted (or a new climate responsive NUP outline drafted) as part of the Diagnosis Paper greed/validated by key institutions and stake	of country's institutional landscape (government) & identify potential mainstreaming champions  ✓ Map & analyze relevant key stakeholders (outside government) & identify potential mainstreaming champions  ✓ Determine potential means & level of engagement of relevant institutions & key stakeholders based on capacities & interest (HOW, WHAT) & agree on Participation Strategy for mainstreaming process, including forming a Reference Group (WHO)  Action Taken - Established working committees for urban and climate change issues and created a national platform for coordination of climate change among all Ministries, 3 main cities, civil society and private sector.  Action Taken - Established a Technical Working Group for climate change, consisting of almost all line Ministries, three main cities, academia, civil society, NGOs and development partners.  Consensus has been reached with institutional partners & other stakeholders on content & process for mainstreaming policy formulation & implementation as proposed in the Diagnosis Paper

Annotated outline of content to be mainstreamed into a certain policy or set of policies

• A preliminary strategy for mainstreaming process is outlined in broad terms,

including general roles, resources & M&E

the goverment, containing:

• Goal & objectives of the mainstreaming process

• Summary of urban-related climate issues & diagnosis of

urban & climate related policies (SWOT, gaps, priorities)

	I) Substantive process	II) Resource & Capacity Assessment & Development	III) Urban & Climate Related Policy Alignment	IV) Institutions & Stakeholders
	✓ Prepare detailed Formulation Work Plan for Policy Proposal  ✓ Conduct periodic M&E as per plan developed in Phase A:	<b>√</b> Undertake capacity development activities of Core Team or reference group if needed	✓ Formulate <b>Policy Proposal</b> , including clear indication of what other documents need to be aligned & estimation for budget needs & other resources to implement the mainstreaming objectives	✓Involve relevant institutions & key stakeholders in formulation process & Implementation Analysis
ation	✓Undertake Implementation Analysis to understand legislative Institutional & administrative landscape		Action Taken - National Urban Policy Framework has been formulated Align national policy targets with International framework targets and indicators as well as review and reporting requirements as far as possible	
Phase B: Formulation			Next Steps - Gain support from international organizations to follow the New Urban Agenda and the Sustainable Development Goal 11 (particularly on resilience, urban planning, and the provision of basic services) and Goal 13 agreements	
Phas	planned and executed & an	Group has clear assignments & capacity to complete them in time &	Text of policy proposal has been either newly formulated or adapted to include: a) climate responsive language, b) evidence on climate change status quo & trends & impact of planned climate actions, & c) concrete mainstreaming objectives & climate actions – by sectors & at national & sub-national levels	Participating institutions & stakeholders support formulation of changes & are ready to support implementation
	Outputs Phase B: Formulation: PC by key institutions and stakeholde		national urban policy/ies document), who	ose content has been agreed
	<ul> <li>Prepare the implementation plan v</li> </ul>		rmed resources and covering capacity develo	pment needs;
Phase C: Implementation	create feedback mechanisms to inform future policy cycles (responsibilities defined, clear progress indicators, analysis of downstream policy documents,	plan on support/ coordination/ oversight by Core Team & Reference Group   ✓ Support resource mobilization for implementation of mainstreamed climate actions, considering domestic & international, private & public financing sources & mechanisms & support measures to channel financial resources to sectoral & sub-national implementing bodies,  Next Steps - Gain support from international organizations for cooperation and co-financing among central and regional governments, ministries, and effective support from development partners to meet sustainable urban development goals	governments to align existing policies & plans, or develop new ones in line with implementation objectives of the newly mainstreamed national level urban policy/ies  Action Taken - Development of Guidelines for Mainstreaming Climate Change into Town	<ul> <li>✓ Facilitate delegation of roles &amp; responsibilities to sectoral &amp; sub-national implementation bodies</li> <li>✓ Define roles &amp; responsibilities for stakeholders &amp; facilitate institutionalization of coordination processes (e.g. development of standards &amp; procedures for stakeholders) if possible</li> <li>Next Steps - Enhance inter - ministerial coordination and collaboration through experience sharing</li> </ul>
Δ.		✓ Develop capacities of sectoral & sub-national implementing bodies if mandated & needed (including on how to access climate financing) & support institutionalization of capacity building processes where possible  Action Taken - Building the capacity of the Department of Urban and Housing Development for development planning and town planning.		

	I) Substantive process	II) Resource & Capacity Assessment & Development	III) Urban & Climate Related Policy Alignment	IV) Institutions & Stakeholders	
Phase C: Implementation		Action Taken – Development of training curriculum in local climate change adaptation and disaster risk reduction developed for local level officials.	•	<b>\</b>	
		Action Taken - On-the-job training of Pakokku and Taunggyi township officials for local climate change planning, including climate change vulnerability assessments and development of Local Resilience Plans			
		Next Steps - Enhance municipal governance and finance, strengthen instructions and restructuring, seek sustainability of professional development, and enhance capacity development plans			
Phase C:	The process of adopting and operationalizing the policy has been completed	development for successful	All linked ("downstream") documents have been aligned with new climate responsive national urban policy, enabling actors to start implementation of urban-related climate actions	inclusively contributed to policy adoption & operationalization;	
	Output Phase C: Implementation: POLICY ADOPTION & OPERATIONALISATION  Implementation plan with clear timelines, tasks & roles, confirmed resources & covering capacity development needs;  Mainstreamed National Urban Policy/ies Document has been ratified (if legally binding according to country's legislative process), its directives & recommendations have been transcribed into respective laws & regulations, & operationalized in sectoral and sub-national policy documents, & plans & budgets have been aligned accordingly				
Phase C: Implementation	✓ Evaluate if mainstreaming proces has been effective & inclusive  ✓ Evaluate if policy proposa sanctioned/ adopted or agreed by the respective oversight	desired impact & reached the right people	of national urban policy/ies fully ronsidering existing sectoral & roughly sub-national policies & legislation	✓ Evaluate if institutional roles, esponsibilities, coordination clear & process is functioning ✓ Evaluate if all key stakeholders were meaningfully involved throughout, their	
	decision-making bodies  ✓Evaluate if climate-responsive national urban policy has been operationalized with follow-or policies, legislation, plans etc.	local, national & global financing opportunities	policy/ies aligned with targets, r	esources were effectively incorporated & their needs met	
	√Plan or encourage evaluation of whether the mainstreamed/ new national urban policy has enabled implementation of urban-related climate actions	v L			
	Evaluation process has been implemented & institutionalized including all relevant government bodies & stakeholders				

Output Phase D: Evaluation: EVALUATION REPORT, whose content has been agreed by key institutions & stakeholders

• Institutionalisation of periodic evaluation & review of policy impacts with feed-in of learnings into subsequent policy processes