

**Kingdom of Cambodia**  
Nation Religion King

The background of the entire page is a photograph of a flooded village. In the foreground, a person wearing a brown jacket and a hooded raincoat is wading through muddy, brown floodwater. In the background, several simple wooden houses and a mosque with a minaret are partially submerged. The sky is bright blue with scattered white clouds.

**STRATEGIC  
NATIONAL ACTION PLAN**

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**FOR DISASTER RISK REDUCTION**





**Kingdom of Cambodia**

Nation Religion King

**STRATEGIC NATIONAL ACTION PLAN  
FOR DISASTER RISK REDUCTION  
2008 ~ 2013**

Cooperation between  
National Committee for Disaster Management and  
Ministry of Planning

2008



## FOREWORD

The Strategic National Action Plan for Disaster Risk Reduction has been formulated under one of the objectives in reduction the social, economic and environmental impact which caused by natural and human-induced hazards in the Kingdom of Cambodia.

Adopting the disaster risk reduction management at community based level was the best and crucial means in achieving the poverty reduction goal and enhancing the people's welfare in conformity with rectangular strategy of the Royal Government as the basis of this action plan. Every event of the disaster occurrence, communities and households were the primarily potential of the disaster management.

Hence, the strengthening resilient capacity of communities and households against the hazards was the contribution to the disaster preparedness which independent from the custom and natural conditions. Over the period of time, the Royal Government has strengthened the cooperation with series of national and international organizations in boosting the opportunities of reducing the vulnerability of the poor people from the natural disaster through the flood and drought mitigation projects and the risk reduction at the communities and households level by strengthening capacity on public awareness and livelihood etc.

The objective of complying with the principles of the Hyogo Framework for Action (HFA) 2005 – 2015 which adopted by the World Conference on Disaster Reduction (WCDR) held in Kobe, Japan, the National Committee for Disaster Management (NCDM) and the Ministry of Planning (MOP) together with the concerned governmental institutions and partnership organizations has formulated a "Strategic National Action Plan for Disaster Risk Reduction 2008 – 2013" in order for the multi-stakeholders to take into account as the inter-sectoral issues and corporate into the sustainable development plans and projects, poverty reduction, good governance and disaster risk reduction aim at strengthening capacity of resilience at all levels, in particular community level.

The Royal government is looking forward to the support and active involvement of the multi-stakeholders in implementing and monitoring the Strategic National Action Plan for Disaster Risk Reduction in order to make the Action Plan to be more effectiveness and good fruit.

I would like to thanks to all contributors who had tried their utmost efforts in formulating this action plan document successfully.

Phnom Penh, Date...Dec...12...2008...



Samdech Akka Moha Sena Padei Techo **Hun Sen**  
Prime Minister of the Kingdom of Cambodia  
President of the National Committee for Disaster  
Management



## LIST OF ACRONYMS AND ABBREVIATIONS

|         |  |
|---------|--|
| ACF     | Action Contra La Faim  |
| ADB     | Asian Development Bank   |
| ADPC    | Asian Disaster Preparedness Centre   |
| ARPD    | ASEAN Regional Program for Disaster Management                                     |
| ASEAN   | Association of South East Asian Nations  |
| AUSAID  | Australian Agency for International Development                                    |
| CARE    | Cooperative for Assistance and Relief Everywhere                                   |
| CBDRM   | Community-Based Disaster Risk Management   |
| CCA     | Common Country Assessment  |
| CCDM    | Commune Committee for Disaster Management  |
| CRED    | Center for Research on the Epidemiology of Disasters                               |
| CRC     | Cambodian Red Cross  |
| CWS     | Church World Service   |
| DANA    | Damage and Needs Assessment  |
| DANIDA  | Danish International Development Assistance  |
| DCCDM   | District Committee for Disaster Management   |
| DFID    | Department for International Development   |
| DIPECHO | Disaster Preparedness Programme European Commission<br>Humanitarian Aid Department |
| DMIS    | Disaster Management Information System   |
| DMP     | Disaster Management Plan   |
| DRM     | Disaster Risk Management   |
| DRR     | Disaster Risk Reduction  |
| EWS     | Early Warning System   |
| FFW     | Food for Work  |
| FMMP    | Flood Management and Mitigation Program  |
| GTZ     | Deutsche Gessellschaft fur Technische Zusammenarbeit                               |
| GHP     | Global Humanitarian Platform   |
| HANET   | Humanitarian Accountability Network  |
| HDI     | Human Development Index  |
| HFA     | Hyogo Framework for Action   |
| HSSP    | Health Sector Support Project  |
| IFRC    | International Federation of Red Cross  |
| IDNDR   | International Decade for Natural Disaster Reduction                                |
| ISDR    | International Strategy for Disaster Reduction                                      |
| JICA    | Japan International Cooperation Agency   |
| LWF     | Lutheran World Federation  |
| MOAFF   | Ministry of Agriculture, Forestry and Fisheries                                    |
| MOLMUPC | Ministry of Land Management, Urban Planning and Construction                       |
| MOE     | Ministry of Environment  |
| MOEF    | Ministry of Economy and Finance  |
| MOH     | Ministry of Health   |

|         |  |
|---------|--|
| MOINT   | Ministry of Interior   |
| MOP     | Ministry of Planning   |
| MOWA    | Ministry of Women Affairs  |
| MOWRAM  | Ministry of Water Resources and Meteorology  |
| MOEYS   | Ministry of Education, Youth and Sports  |
| MORD    | Ministry of Rural Development  |
| MOPWT   | Ministry of Public Works and Transports  |
| MOINF   | Ministry of Information  |
| MRC     | Mekong River Commission  |
| NAPA    | National Adaptation Programme of Action to Climate Change                                    |
| NGO     | Non Government Organization  |
| OXFAM   | Oxford Committee for Famine Relief   |
| PCDM    | Provincial Committee for Disaster Management   |
| PDR-SEA | Partnership for Disaster Reduction – South East Asia   |
| PSDD    | Project in Support of Democratic Development through<br>Decentralization and Deconcentration |
| RFMMC   | Regional Flood Management and Mitigation Center  |
| RCC     | Regional Consultative Committee  |
| RGC     | Royal Government of Cambodia   |
| SNAP    | Strategic National Action Plan   |
| SOP     | Standard Operating Procedure   |
| TSBA    | Tonle Sap Basin Authority  |
| UNDAF   | United Nations Development Assistance Framework  |
| UNDMT   | United Nations Disaster Management Team  |
| UNDP    | United Nations Development Program   |
| UN/ISDR | United Nations International Strategy for Disaster Reduction                                 |
| USAID   | United States Agency for International Development   |
| VCA     | Vulnerability and Capacity Assessment  |
| WCDR    | World Conference on Disaster Reduction   |
| WFP     | World Food Programme   |
| WHO     | World Health Organization  |
| WV      | World Vision   |
| ZOA     | Vluchtelingen Zorg   |



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National Committee for Disaster Management (NCDM)



European Commission Humanitarian Aid Department (ECHO)



Asian Disaster Preparedness Center (ADPC)



International Strategy for Disaster Reduction (ISDR)

# **1. INTRODUCTION**

## **1.1. Background**

The United Nations proclamation of the “International Decade for Natural Disaster Reduction (IDNDR)” in 1990, the “Yokohama World Conference on Natural Disaster Reduction” in 1994, the IDNDR successor “International Strategy for Disaster Reduction (ISDR)” in 2000 and more recently the “Hyogo World Conference on Disaster Reduction” in 2005, have ushered a major shift in the understanding and practice of disaster management around the world. While disaster response capacities are still regarded as vital, there is now global recognition and acceptance of the concept and practice of disaster risk reduction or disaster reduction.

In January 2005, one hundred and sixty-eight nations including the Royal Government of Cambodia (RGC) participated in the World Conference on Disaster Reduction (WCDR) held in Kobe, Japan, organized by the UN-ISDR. This meeting resulted in a resolution for the implementation of a 10-year international disaster risk reduction strategy, the Hyogo Framework for Action (HFA). The HFA sets out three strategic goals and outlines five priorities for action, which cover the main areas of disaster risk reduction.

At the follow-up Beijing Action for Disaster Reduction in Asia Conference in 2005, it was resolved that countries in Asia should develop national action plans for disaster risk reduction to comply with the principles of the HFA, establish action plans for building capacities at the national and community levels, and manage the administrative and infrastructure systems in order to deal with the impact of disasters. It was recommended that the national action plans for disaster risk reduction should address the main priorities under the HFA.

To address the implementation of the HFA in Cambodia, the National Committee for Disaster Management (NCDM) and the Ministry of Planning (MOP) established an inter-institutional task force to spearheaded the formulation of a “Strategic National action plan for Disaster Risk Reduction 2008 – 2015” (SNAP) for the Royal Government of Cambodia (RGC). Technical assistance was provided by the Asian Disaster Preparedness Center (ADPC) with funding support from the United Nations International Strategy for Disaster Reduction (UNISDR) and the Disaster Preparedness Programme of the European Commission Humanitarian Aid Department (DIPECHO).

## **1.2. Purposes and Objectives**

The primary motivation of the Royal Government of Cambodia in the formulation of an Action Plan for Disaster Risk Reduction (DRR) is to reduce the vulnerability of its people, especially the poor, to the effects of natural, environmental and human-induced hazards. This can best be achieved by strengthening the disaster management system

in Cambodia and by incorporating a disaster risk reduction perspective into the policies, strategies and plans of government in all sectors and at all levels. The action plan was conceived and formulated to serve as the “road map” or guide for strengthening and undertaking disaster risk reduction in Cambodia. Implementation of the activities and projects identified in the plan can contribute significantly to the attainment of government’s primary objective of poverty reduction.

The action plan has the following specific objectives:

1. Contribute to a common understanding, knowledge and awareness of disaster risk reduction
2. Provide a comprehensive framework to guide and monitor the implementation of disaster risk reduction initiatives in the country
3. Create a conducive environment for the mainstreaming of disaster risk reduction into development plans, policies and projects of the government
4. Enhance coordination and cooperation between disaster management and development stakeholders
5. Improve the efficiency of resource allocation and utilisation in disaster reduction
6. Orient donor support in disaster risk reduction to government-identified priorities

### **1.3. Planning Process**

This action plan was developed through a government-led participatory process that involved getting the views and opinion of different disaster management stakeholders in the country including disaster management officials from local governments (provincial, district and commune levels), local and international NGOs, and institutional donor agencies. Facilitation of this process was overseen by an inter-institutional task force created through an NCDM resolution (Annex C). The task force is chaired by the NCDM and the MOP as deputy chair, with the former providing secretariat support. Five (5) sub-groups were created to facilitate the work of the task force, namely: Sub-group 1: Policy and legislation, Sub-group 2: Risk assessment and early warning, Sub-group 3: DRR Knowledge management, Sub-group 4: DRR applications, and Sub-group 5: Disaster preparedness and response.

A stock-taking exercise was first undertaken to compile data and information on past and current DRR initiatives in the country, through a survey (Annex D) and various secondary information sources and a matrix of DRR initiatives which formulated by the multi stakeholders. A series of extensive consultation meetings was then conducted with various DRR stakeholder groups to validate findings of the stock-taking exercise, discuss perceived policy and operational gaps and to gather suggestions and recommendations. With inputs gathered from these consultations guiding their analysis, the Task Force conducted a series of internal meetings in order to decide on national strategic priorities.

Several drafts of the SNAP for DRR were reviewed and revised based on discussions with senior officials of relevant government ministries, international and local non-government organizations and key donor institutions. A final consultation was conducted through a National Consultation Workshop conducted on the 21st of April 2008 followed by the final review by the inter-institutional task force. The SNAP document was formally endorsed and launched by the national government in 2009.

#### **1.4. Linkages with National Development Policies and Plans**

Cambodia is one of the most disaster affected countries in all of South East Asia and the impact of these disasters is most felt in the rural areas where it is estimated that 80% of the poor reside (CSES, 2004). Over the last 10 years, Cambodia has been affected by a series of exceptional floods and by widespread but highly localized agricultural droughts. As a result, the government has become aware that without serious efforts in risk reduction, disasters will increasingly become a serious obstacle to the achievement of the country's development aspirations, particularly to its highest priority of poverty reduction.

The country's National Poverty Reduction Strategy (NPRS) explicitly identifies natural disasters, particularly flood and drought, as critical factors that has, and continues to, increase socio-economic vulnerabilities of the rural poor, including placing a disproportionate burden of coping with the effects of disasters on women.

The National Strategic Development Plan (NSDP) for 2006 -2010, which synthesizes the goals and objectives of Rectangular Strategy, NPRS and the Cambodia Millennium Development Goals (CMDG), does not directly address disaster risk reduction but incorporates it in the areas of social welfare, water resource management, agriculture and rural development. Within these priority sectors the disaster risk reduction activities identified include the protection of rural areas from natural hazards of flood and drought, enabling communities for disaster preparedness and risk reduction, and reducing the vulnerability of the poor to the external shocks including natural hazards. (NSDP, Chapter IV: Key Strategies and Actions).

In 2006, the government approved the National Adaptation Program of Action to Climate Change (NAPA). Both this action plan and the NAPA seek to address community vulnerability to hazards although adaptation to climate change focuses on responding to extreme weather events and slow-onset changes in climate, whereas disaster risk reduction focuses on wider issues, not just on climate-related disasters. Hence, the action plan fully supports the NAPA and efforts to synergize implementation and monitoring of both plans is one of the activities identified in this action plan to be undertaken.

Despite a number of key government policies and pronouncements recognizing the importance of disaster risk reduction, the actual practice of government institutions and local governments remain focused primarily on responding after the occurrence of

a disaster event. The action plan facilitates the identification of disaster risk reduction activities of the various government ministries and agencies and consolidates them into a single comprehensive program of action.

## 2. DISASTER RISKS IN CAMBODIA

### 2.1. Hazard Profile

The main natural hazard to which Cambodia is exposed to is floods followed by drought, occasional epidemics and storms. During the twenty years period from 1987 to 2007, floods have affected the greatest number of people and caused the greatest amount of damage. Floods have also been the cause of the greatest number of fatalities followed by epidemics. The occurrence of drought, on the other hand, has the potential to affect a large number of the population given the lasting agricultural and economic impact, as well as the adverse effect on those dependent upon goods and services from the drought-affected region. Fortunately, the occurrence of droughts in the country is less frequent than floods. The table below gives a summary of the natural disasters that have occurred in the country during the period 1987 to 2007.

**Table 1. Summary Natural Disasters in Cambodia, 1987-2007**

|                 | No. of Events | Killed | Injured | Homeless | Population Affected | Damage USD\$ (in 000's) |
|-----------------|---------------|--------|---------|----------|---------------------|-------------------------|
| <b>Flood</b>    | 12            | 1,125  | 53      | 275,805  | 9,514,614           | 327,100                 |
| avg. per event  |               | 94     | 4       | 22,984   | 792,885             | 27,258                  |
| <b>Drought</b>  | 5             | 0      | 0       | 0        | 6,550,000           | 138,000                 |
| avg. per event  |               | 0      | 0       | 0        | 1,310,000           | 27,600                  |
| <b>Epidemic</b> | 8             | 788    | 0       | 0        | 413,570             | 0                       |
| avg. per event  |               | 99     | 0       | 0        | 51,696              | 0                       |

Source: EM-DAT: The OFDA/CRED International Disaster Database, [www.em-dat.net](http://www.em-dat.net) - Université catholique de Louvain - Brussels - Belgium

It is significant to note, however, that drought periods have been increasingly followed by a destructive flood. Successions and combinations of droughts and floods have resulted in a significant number of fatalities and considerable economic losses. The provinces that are prone to both flooding and drought are Prey Veng, Kandal, Kampong Cham, Svay Rieng Banteay Meanchey and Kampong Speu.



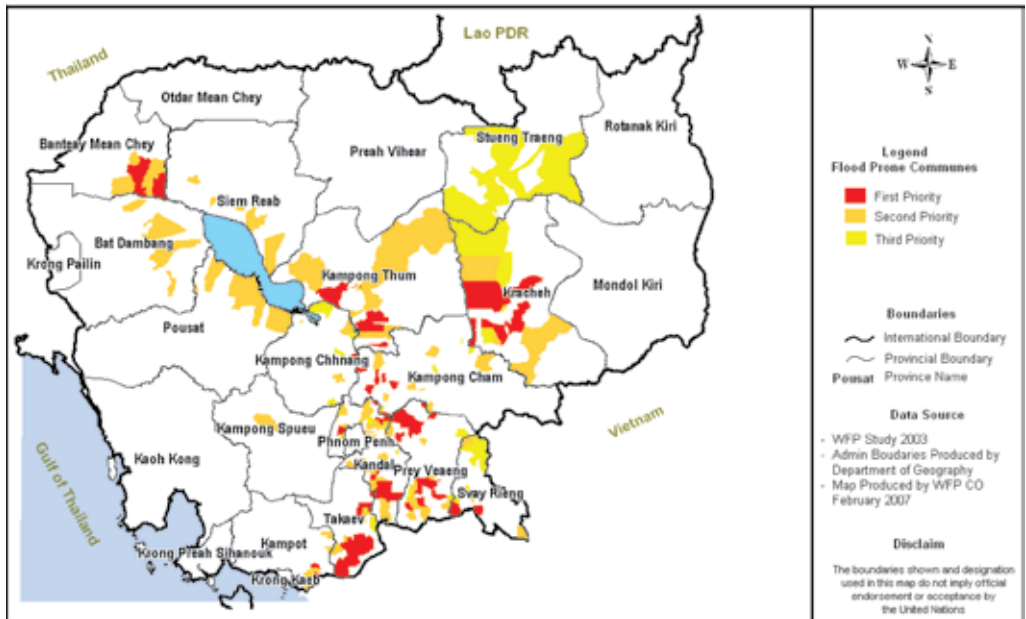
### 2.1.1. Floods

Cambodia's vast flood plain is one of the country's most prominent geographical features. This makes large portions of the country naturally susceptible to annual flooding particularly along the Tonle Sap and Mekong river watersheds. The floods have both beneficial and harmful effects. Floods have a beneficial impact on agro-based livelihoods (e.g., improve soil moisture, fertility for agriculture, ground and surface water recharge and provide ecological benefit for fisheries) upon which hundreds of communities depend upon for their livelihood. In certain years, however, flooding becomes excessive and results to the loss of human life, destruction of crops and livestock, and damages to homes and the already fragile network of community infrastructure (e.g. schools, health centers, local roads and bridges).

There are two major flood types in Cambodia:

1. **Mekong flood** – Cumulative rainfall in the upper catchments throughout the rainy season causes a slow but steady rise in water levels lasting for several days. This can be aggravated by two factors. First, when this combines with heavy rains around the Tonle Sap Lake, which affect the provinces around the lake and the southern provinces. Secondly, the most severe floods occur when heavy rains coincide with the arrival of tropical depressions and storms. Mekong river floods are common occurrences in the provinces of Stung Treng, Kratie, Kampong Cham, Prey Veng, Svay Rieng, Kandal, and Takeo.
2. **Flash floods** – Repeated heavy rainfall in mountainous areas, which flows to streams and tributaries of the Mekong River branch of river often flash floods. These floods are swift and last only for a few days but often cause severe damage to crops and infrastructure especially in tributaries around the Tonle Sap Lake. Flash floods have been reported to affect the provinces of Kandal, Kampong Speu, Kampot, Pursat, Battambang, Kampong Chhnang, Rattanakiri, Preah Vihea, and Odor Meanchey.

Major flooding events affecting a significant population occur every five years or so (in 1961, 1966, 1978, 1984, 1991, 1996, 2000, 2001 and 2002). One of the worst floods in the country's history occurred in the year 2000 where the NCDM reported that an estimated 750,618 families representing 3,448,624 people, including 85,000 families or 387,000 people were temporarily evacuated from their homes and villages. Three hundred forty seven (347), 80% of children were killed and total physical damage was estimated at US\$150 million. In 2001, floods caused the death of 62 people (70% children) and an estimated US\$20 million damages, and in 2002, 29 people (40% children) were killed where estimated damages were US\$14 million.

**Figure 1. Map of Flood-prone Communes**

### 2.1.2. Drought

A drought is considered a period of abnormal dry weather that causes serious hydrological imbalance in the area. Under a normal year, typical rainfall distribution from May to October and the heavy rainfall from August till mid October with a dry spell for about 2 to 3 weeks in between July and August. In a year when this dry period is extended too long, an agricultural drought could occur in addition to the late rain and early end of rainy season.

There are four characteristics of agricultural drought in the country:

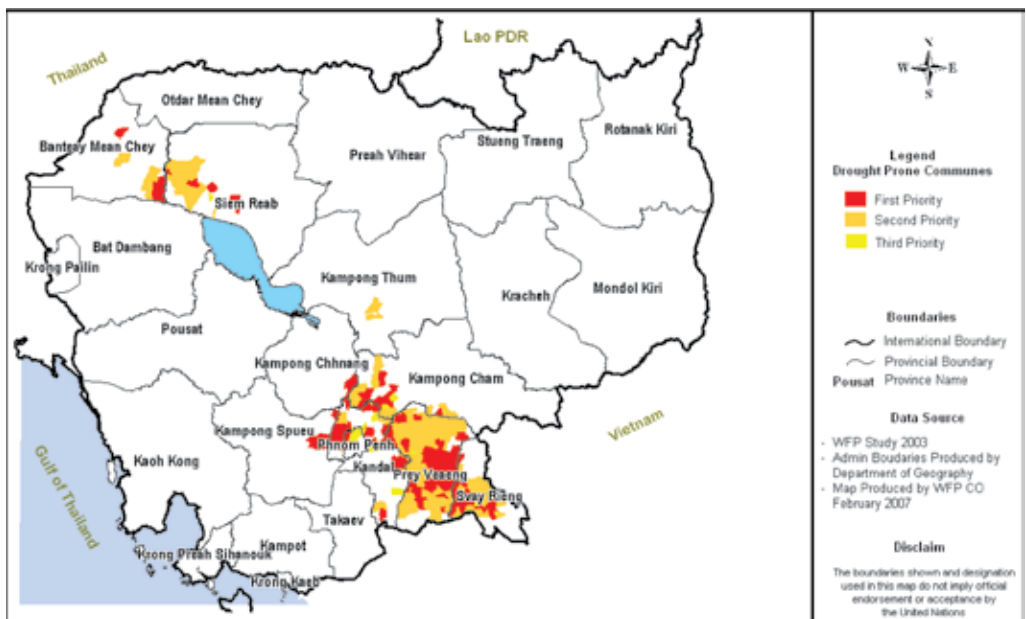
1. Unpredictable delays in rainfall onset in the early wet season
2. Erratic variations in wet season rainfall onset, amount, and duration across different areas
3. Early ending of rains during the wet season
4. Common occurrence of mini-droughts of three weeks or more during the wet season, which can damage or destroy rice crops without irrigation

Localized drought is also becoming increasingly apparent and significant - again throughout many areas of the country, including areas that are also flood-affected. Drought has impacted in a number of areas in 2001, 2002, and 2003. The direct impact has

predominantly been in terms of water stress on agricultural crop production, especially rice and vegetable production, with 80% of agricultural fields lying idle in most areas for six months and to a somewhat lesser extent in terms of increased rates of water-related disease mortality and morbidity.

The last major drought in the country took place in 2002 when unusually dry weather during the rainy season affected some 420 communes in 76 districts located in the 10 provinces of Prey Veng, Kandal, Kampong Speu, Takeo, Svay Rieng, Kampong Thom, Kampong Cham, Kratie, Odor Meanchey and Banteay Meanchey. The drought prevailed until the onset of rains in mid-August and covered 62,702 hectares. Statistics from the NCDM indicate that the drought had affected 2,047,340 people or 442,419 families and was the worst drought to affect the country. The cost of the drought was estimated to be more than US\$21.50 million.

**Figure 2. Map of Drought-prone Communes**



### 2.1.3. Disease Outbreaks and Epidemics

The country has a history of disease outbreaks and epidemics including diarrhea/enteric (Cholera), malaria, Arbovirus (dengue hemorrhagic fever), and more recently the Avian Influenzavirus (H5N1). Concern over the Avian Influenzavirus (H5N1) has risen considerably over recent years and poses a serious threat to rural communities in the southern

provinces of Cambodia. In 2005, the country experienced an outbreak of the Avian Influenza virus (H5N1) in poultry that made Cambodia one of the first countries in the region to experience such an outbreak. Since then, a total of seven confirmed cases of human infection have occurred all of which resulted in fatalities, four in 2005, two in 2006, and one in 2007. Outbreaks of the virus has, and continues to, result in confirmed cases of infection in both poultry and humans in many countries in the region including Cambodia's immediate neighbors Vietnam, Thailand and Myanmar.

#### **2.1.4. Storms**

Extreme weather events such as storms or typhoons are not usually considered a major problem in Cambodia because the country is protected by surrounding mountain ranges. However, storms do occasionally affect the country with most of the storm-related damage caused by localized floods associated with heavy rain. Tropical storms can also affect the level of Mekong River flooding experienced on a given year. The storm incursions into the Mekong basin spread from the South China Sea towards the east and Southeast across Vietnam and the Southern China. Greatest damage occurs when these arrive during September and October when the seasonal discharge of the Mekong River is already high and a second significant peak to the annual flood is generated (MRC 2007).

In 1997, Typhoon Linda hit Pou Lo Wei Island on the country's southern coast and damaged 81 fishing boats and affected hundreds of families. In 1999, two storms hit a district of Phnom Penh city and Kandal province causing the destruction of nearly 500 homes. From April to August of 2000 a series of monsoon storms hit five provinces causing damage to an undetermined number of homes. In 2001, six municipalities were hit by storms that destroyed 743 houses, six schools and two temples. More recently in 2007, storms in the northeast and northwest costal areas of Cambodia covering 11 provinces and cities including Battambang, Kampong Speu, Banteay Meanchey, Kampot, Svay Rieng, Siem Reap, Prey Veng, Kampong Thom, Kampong Cham, Kandal, and Koh Kong caused the collapse of 584 houses and partial damage to 1,112 other houses.

#### **2.1.5. Forest and Land Fires**

While forest fires occur in Cambodia and affect many hectares of forest land, they are not a very common occurrence. Small-scale fires occur annually in the natural hardwood forests, pine forests, bamboo forests and forest plantations during summer months of mid-November to mid-April. In 1997 there was a small-scale disaster from the result of fire that lasted for several days in the Kirirum Mountains. In the future, however, forest fires could become a more serious threat especially if current rates of forest degradation continue, as forest degradation is known to create favorable conditions for large-scale forest fires.

Fires that occur in the heavily populated urban centers in all provinces of the country are more common and cause greater damage partly because old buildings are located very near each another and existing fire trucks and fire fighting equipment are not sufficient. In 2001, the NCDM reported 46 cases of house fires that resulted to the deaths of 5 people, injury to 20 others and the destruction of 3,316 houses. In 2007, there were 94 incidences of fires that affected 18 provinces and cities including Phnom Penh, Takeo, Pursat, Banteay Meanchey, and Kandal causing the deaths of 14 people, the destruction of 451 houses and 1,064 stores, the loss of 200 tones of rice and injuries of 2 people.

### **2.1.6. Climate Change**

As an essentially agrarian country, the Kingdom of Cambodia is highly vulnerable to the impacts of climate change. Adverse impacts could possibly include increased flood and drought magnitude and damages, reductions in crop yields, decrease water availability, and increase in the number of people exposed to vector and water-borne diseases. Because it is not currently possible to reliably predict the adverse impacts of climate change at the regional and local levels, the strengthening of adaptive capacity to climate variability and extremes has been recommended (NAPA 2006).

### **2.1.7. Technological Disasters**

The primary human-made hazard faced by the country continues to be the landmines and left over from the country's history of armed conflict. Other human-made disasters occur as a result of fire and traffic-related accidents. The increase of hazards in building collapse and modern technology are expected to happen in the near future. In Cambodia recent years, the occurrence of traffic-related accidents has sharply increased. In 2007, the number of vehicles has tremendously increased and it coincidentally with the drunken drivers and most of the roads has well renovated that would lead to the traffic-related accidents which was reported at 9,449 cases from all type of vehicles of 16,982 units and resulted to the deaths of 1,545 people, grave injuries to 7,150 and slight injuries to 17,655 others.

## **2.2. Underlying Vulnerabilities**

Socio-economic conditions in Cambodia have seen much improvement in recent years, from a Human Development Index (HDI) rank of 153 in 1997 to a HDI rank of 131 in 2007, but the country remains one of the least developed countries in the world reflecting the impact of 30 years of war, social and political instability. Some 34.67% of the population lives below the nationally defined poverty line and 90% of the poor reside in the rural and remote areas of the country (NSDP 2006). Their livelihoods depend primarily on agriculture, fisheries and forestry which, in recent years, have been subject to increasingly more frequent floods and drought. In 2003, the NCDM and the UN World Food Program (WFP) mapped the most disaster-prone areas of the country and

approximately 500 communes were identified as being prone to natural disasters, 260 prone to floods and 293 prone to drought. These represents about one third of the total number of communes in the country.

While people living in the flood and drought prone areas have developed ways to deal with the impact of these hazards, their coping capacities has a limit. Poverty is a key determinant of the people's vulnerability to disasters but disasters also cause poverty. A study made by (CRC) Cambodian Red Cross has shown that the poverty in Cambodia has variety according to the geographical area that attributed to the people vulnerable to floods and droughts.

The manner in which socio-economic development and natural resources are managed also has a direct impact on vulnerabilities of the general population. Unplanned patterns of human settlement and land use have resulted into dramatic increases in the population of people living in the Mekong floodplains. Depletion of forest cover results to increased siltation of major water bodies and soil erosion. Irrigation systems and water conservation measures remain inadequate particularly in the face of an increasing incidence of drought. Exposure to natural hazards is formed around these linkages between physical, social, economic and environmental vulnerabilities that prevent many of its people to live in a safe environment.

### **3. NATIONAL STRATEGY OF DISASTER MANAGEMENT AND DISASTER RISK REDUCTION**

#### **3.1 Vision**

To build a resilient community to natural disaster in accordance with Hyogo Framework for Action.

#### **3.2 Objectives**

The National Strategy of Disaster Management and Disaster Risk Reduction had been launched along with the National Comprehensive AHI Preparedness Plan in July 2007. The Strategy consists of five objectives:

- 1- Strengthen the Disaster Management System
- 2- Develop human and Institutional resources
- 3- Strengthen Disaster Management Information System
- 4- Strengthen the Disaster Preparedness and Response Capacities
- 5- Integrate Disaster Risk Reduction perspective into policies, strategies and plans of the Government in all sectors at all levels.

## **4. ACTION PLAN FOR DISASTER RISK REDUCTION**

Disaster Risk Reduction is the responsibility of government at all levels. Hence, the action plan is not a plan of a single government institution or agency. It is not possible for a single government institution to comprehensively address disaster risk reduction which should be viewed as a cross-cutting issue of sustainable development. Disaster risk reduction can only be addressed through the collective effort of both development and disaster management stakeholders in the country. This action plan, agreed upon by all stakeholders, provides the blueprint for initiating and undertaking this collective effort.

The action plan is anchored on a critical assessment and analysis of existing disaster reduction policy and operational gaps conducted by multiple stakeholder groups including disaster management officials from local governments (provincial, district and commune levels), local and international NGOs, and institutional donors and agencies. The result of this assessment is summarized in a matrix (Annex A) that contains the ongoing activities and projects of various stakeholders, operational gaps and stakeholder-identified priorities that are necessary if the overall long-term disaster risk reduction goals and objectives of the government of Cambodia are to be achieved.

### **4.1 Disaster Risk Reduction Framework**

The action plan proposes the adoption of the Hyogo Framework for Action (HFA) as the overall framework to guide the response of stakeholders in addressing the impact of disasters. A strong emphasis, however, is given towards strengthening sub-national capacities, particularly at the community level, to fully support the government priority of the poverty reduction as elaborated in national development plans and policies (i.e., NSDP 2006-2010, NPRS, CMDG, NAPA 2006).

The six key disaster risk reduction components appropriate for Cambodia are identified as follows:

1. Ensure that disaster risk reduction is a national and a local priority
  - 1.1. Formulate policies and legislation in support of DRR
  - 1.2. Creation and strengthening of a national DRR coordination mechanism or “National DRR Platform”
  - 1.3. Integration of DRR into national development policies and planning
  - 1.4. Allocate appropriate resources for DRR at national level
2. Strengthen sub-national and community-based disaster risk management
  - 2.1. Decentralize responsibilities and resources for DRR
  - 2.2. Promote implementation of community-based DRR programs

3. Identify, assess and monitor hazard risks and enhance early warning
  - 3.1. Conduct national and local risk assessment
  - 3.2. Establish a disaster management information system
  - 3.3. Develop multi-hazard early warning systems
  - 3.4. Collaborate with international and regional DRR initiatives
4. Use knowledge innovation and education to build a culture of safety and resilience
  - 4.1. Establish mechanisms for information exchange and networking
  - 4.2. Promote DRR education and training
  - 4.3. Promote gender and cultural sensitivity training as integral component of DRR
  - 4.4. Undertake disaster risk reduction management technical and scientific research
  - 4.5. Promote public awareness
5. Mainstreaming DRR into Policies and Programs of Relevant Government Ministries
  - 5.1. Incorporate DRR in sustainable environmental and natural resource management
  - 5.2. Integration of DRR to climate adaptation program
  - 5.3. Promote food security to enhance community resilience
  - 5.4. Integrate DRR planning into the health sector
  - 5.5. Promote appropriate structural and non-structural mitigation measures
  - 5.6. Incorporate DRR into land use planning and other technical measures
  - 5.7. Develop innovative financial instruments for addressing disaster risks
6. Strengthen disaster preparedness for effective response at all levels
  - 6.1. Strengthen national and sub-national capacity for preparedness and response
  - 6.2. Develop coordinated regional operational mechanisms for emergencies exceeding national coping capacities
  - 6.3. Prepare and periodically update disaster preparedness and contingency planning
  - 6.4. Establishment of emergency funds

## **4.2 Disaster Risk Reduction Priorities**

Given the overall lack of awareness and understanding of disaster risk reduction and the scarcity of human and financial resources, disaster risk reduction can only be achieved over the long-term, progressing through a number of stages. Implementation of action plan therefore requires prioritization and a logical sequencing of identified interventions. Within the context of this long-term effort, the action plan serves as the initial programming tool by identifying detailed sets of priorities from which government, and its development partner institutions, can direct their energy and resources.



The principles underlying the selection of these priorities are its expected contribution to the attainment of the national development goals and objectives particularly to poverty alleviation; the presence of technical and institutional capacity to undertake the identified activities and projects; and the expected availability of human and financial resources. Based on these criteria, the SNAP Task Force classified activities and projects identified in the Matrix as having first, second or third level priority.

Some of the interventions identified are already being undertaken and require only that they be continued or further enhanced. In addition, the designation of a medium or low level of priority to an identified disaster risk reduction activity or project does not necessarily mean this cannot be immediately implemented, especially since some initiatives do not require extensive funding or technical assistance. Sustained progress towards attaining disaster resiliency of the country, however, will be unlikely if the higher priority initiatives identified are not addressed first.

#### **4.2.1 Critical Priorities**

Among the high priority disaster risk reduction interventions identified, an initial set of disaster risk reduction interventions has been further categorized as being critical or urgent. These interventions consist primarily of Component 1 of the disaster risk reduction framework that seeks to ensure that disaster risk reduction forms an integral part of the government's development agenda. Achievement of disaster risk reduction goals over the long-term depends on creating a solid foundation from which all the other disaster risk reduction initiatives identified can be more effectively launched.

**The critical or urgent priorities for action are more specifically identified as follows:**

Component 1: Ensuring that disaster risk reduction is a national and a local priority

##### 1.1. Formulation of national disaster risk management policy and legislation

To launch the long-term disaster risk reduction effort envisioned in the action plan, the government will take the lead and demonstrate its commitment to disaster risk reduction by formulating new, and revising out-dated, policies and legislation in support of disaster risk management. The current lack of more formal and legal basis for various ministries to undertake disaster risk management initiatives together with the absence of regular operational budgets for national and local disaster management bodies (i.e., NCDM, PCDMs, DCDMs and CCDMs) are the most serious constraints in the pursuit of disaster risk reduction in the country.

Given the need to learn from the experiences of other countries, technical assistance and expertise of key donor institutions, international and regional disaster management

agencies and NGOs, particularly of the IFRC and UNDMT, will be a key factor in pushing this agenda forward.

| <b>Priority Objective:</b>            | <b>Development and Enactment of DRM Policy and Legislation</b>  |
|---------------------------------------|---|
| <b>Outputs</b>                        | <ul style="list-style-type: none"> <li>■ National policy on disaster management developed and approved</li> <li>■ Disaster Management Bill prepared and enacted by parliament and senate</li> </ul>   |
| <b>Key Activities</b>                 | <ul style="list-style-type: none"> <li>■ Encourage all disaster management stakeholders to advocate for the approval of a DM Bill</li> <li>■ Constitute a policy and legislative advisory group consisting of various DM stakeholders particularly the IFRC and UNDMT</li> <li>■ Conduct a comprehensive review of DM policy and legislative gaps in the country</li> <li>■ Define institutional mandates</li> <li>■ Conduct extensive stakeholder and public consultations</li> <li>■ Draft and submit for approval of a national policy and strategy for disaster management</li> <li>■ Draft and submit for approval a Disaster Management Bill which should include provisions ensuring allocation of regular operating budget to the NCDM and local disaster management bodies</li> <li>■ Concerted advocacy and lobby efforts from all DRM stakeholders for the enactment of the DM Bill</li> </ul> |
| <b>Potential Partner Institutions</b> | NCDM– Lead, with participation of all relevant Ministries and local governments and technical support from IFRC, UNDMT, Oxfam, CRC, and ADPC.   |
| <b>Timeframe</b>                      | 1 Year  |
| <b>Indicative Budget</b>              | US\$ 100,000  |

## 1.2. Creation and strengthening of national disaster risk reduction coordination mechanism

The coordination of a wide range of disaster risk reduction initiatives involving collaboration and partnerships between an equally wide range of national and local government institutions, non-government organizations and potential technical and financial support institutions requires a strong coordinating mechanism. This coordinating mechanism should build on existing structures within the NCDM especially since it is the sole government agency with the existing legal mandate to coordinate disaster management efforts in the country.

One of the primary tasks of the NCDM will be to revive and strengthen its coordination network to effectively link government institutions, local governments, non-government organizations, the private sector, civil society and other relevant stakeholders including non-government organizations and key donor institutions. This includes establishing linkages to adequate technical and financial support to the concerned lead institutions.

| <b>Priority Objective:</b>            | <b>Revitalize and Strengthen Existing NCDM Coordination Mechanism to Serve as the National Platform for DRR</b>  |
|---------------------------------------|--|
| <b>Outputs</b>                        | <ul style="list-style-type: none"> <li>■ Approved Institutional Strengthening Program for the NCDM</li> <li>■ Functional National Platform for DRR</li> <li>■ Executive Order/Circular issued by national government mandating compliance to the SNAP for DRR approved and disseminated</li> </ul>   |
| <b>Key Activities</b>                 | <ul style="list-style-type: none"> <li>■ Conduct comprehensive review of existing NCDM coordination structures and procedures in consultation with key disaster stakeholders</li> <li>■ Oxfam to finalize the revised NCDM Institutional Strengthening Program and initiate implementation</li> <li>■ Identify and invite representatives from civil society, media and the private sector to take part in the National Platform for DRR</li> <li>■ Advocate for issuance of government Circular/Prakas mandating compliance to the SNAP for DRR</li> <li>■ Constitute a Technical Advisory Committee from representatives of key international and regional institutions and NGOs</li> <li>■ Develop an annual work plan</li> <li>■ Establish sub-groups to coordinate and monitor implementation of DRR action plan in the six key DRR components</li> </ul> |
| <b>Potential Partner Institutions</b> | NCDM/MOP – Lead; Focal persons from all government ministries, Technical Advisory Committee (consisting of the UNDMT, IFRC, CRC, UN/ISDR, ADPC, etc.), NGOs, civil society, media and private sector representatives   |
| <b>Timeframe</b>                      | 2 Years  |
| <b>Indicative Budget</b>              | US\$ 300,000   |

### 1.3. Integration of disaster risk reduction into the national development planning

For a substantial reduction of disaster losses in terms of human lives and in the social, economic and environmental assets of communities and of the country as a whole, disaster risks management must be incorporated into national development policies and plans. For as long as disaster risk reduction is not identified as one of the priority concerns in the national development plan, it is unlikely that disaster risk reduction programs will be consistently undertaken by government institutions and supported by the country's major external development partners.

| <b>Priority Objective:</b>            | <b>Integration Disaster Risk Reduction into National Development Planning</b>  |
|---------------------------------------|--|
| <b>Outputs</b>                        | <ul style="list-style-type: none"> <li>■ DRR is considered as a cross-cutting issue in the NSDP and highlighted in the NPRS and overall development policies of the country</li> </ul>   |
| <b>Key Activities</b>                 | <ul style="list-style-type: none"> <li>■ Conduct national and sub-national disaster risk evaluation</li> <li>■ Identify geographical areas and sectors with high risks</li> <li>■ Formalize the integration of disaster risk management into country programming</li> <li>■ Advocate for incorporation of a DRR perspective in Common Country Assessments (CCA) and in the UN Development Assistance Framework (UNDAF)</li> <li>■ Incorporate DRR into annual programs of key ministries within the overall framework of NSDP</li> </ul> |
| <b>Potential Partner Institutions</b> | MOP-Lead, All relevant government ministries, NCDM, UNDP, WB, ADB, DANIDA, EC  |
| <b>Timeframe</b>                      | 1 Year   |
| <b>Indicative Budget</b>              | US\$ 100,000   |

### 4.2.2 First Level Priorities

Wider-scale disaster risk reduction initiatives can be more effectively and efficiently undertaken only after the critical priorities identified are firmly in place. Once the policy and legal frameworks and a strong DRR coordination mechanism are in place there are three key priority areas that should be addressed, namely; the integration of disaster risk reduction into the sectoral programs and planning processes of key ministries, mitigating and reducing the impact of natural hazards through the strengthening of capacities at provincial to commune levels, and assisting the national and local governments to better prepare and respond to the occurrence of natural hazards. While implementation of these interventions will need to be done over the long-term, they provide significant protection and benefit to the populations residing in hazard-prone areas.

**These priorities for action are more specifically identified as follows:**

Component 2: Strengthen Sub-national and Community Disaster Risk Management Capacities

Strengthening disaster risk management capacities at provincial, district and especially commune levels is one of the cornerstones of the action plan. Communities and households that are already in poverty are the most vulnerable to disasters and have the least capacity to recover. Those that are on the brink of poverty can easily fall into poverty as a result of a single disaster event. Increasing community and household resilience is the first line of defense against disasters and has a significant potential to contribute to the poverty alleviation goals of the government.

During the first two years of implementation of the action plan, strengthening of local government capacities for disaster risk management shall focus on updating the national CBDRR strategy, providing training to the most disaster-prone provinces and communities, and integrating disaster risk reduction into the formal commune development planning process.

| <b>Priority Objective:</b>            | <b>Strengthen Sub-national and Community Disaster Risk Management Capacity</b>   |
|---------------------------------------|--|
| <b>Outputs</b>                        | <ul style="list-style-type: none"> <li>■ Updated national CBDRR strategy</li> <li>■ PCDMs, DCDMs, and CCDMs in most disaster-prone areas trained in disaster risk management</li> <li>■ DRR integrated into local/commune development plans</li> </ul>   |
| <b>Key Activities</b>                 | <ul style="list-style-type: none"> <li>■ Conduct review and update of the national CBDRR strategy by national stakeholders</li> <li>■ Concerted advocacy effort by DRR stakeholders in the country for CBDRR implementation</li> <li>■ Identification of the most disaster-prone communes</li> <li>■ Develop standard training courses on DRM including gender and cultural sensitivity training modules</li> <li>■ Train local authorities (provincial, district, commune) and community volunteers on disaster risk management</li> <li>■ Develop guidelines for formal integration of DRR into official commune development plans identifying both structural and non-structural mitigation measures</li> <li>■ Promote adoption of field tested structural and non-structural mitigation measures</li> </ul> |
| <b>Potential Partner Institutions</b> | <ul style="list-style-type: none"> <li>■ Promote the establishment of a DRR fund for communes within the context of the government's decentralization (i.e., PSDD) initiative</li> </ul> <p>NCDM– Lead, with local governments (PCDM, DCDM, CCDM), MOP, MORD, MOINT, MOAFF, CRC, NGOs, DIPECHO and other key donor institutions</p>  |
| <b>Timeframe</b>                      | 2 Years (Phase 1)  |
| <b>Indicative Budget</b>              | US\$ 550,000   |

### Component 5: Mainstreaming DRR into Policies and Programs of Relevant Government Ministries

Government ministries and related institutions must fully understand and be convinced of the significant contribution that disaster risk reduction can make towards achieving their respective mandates and sectoral goals. The initiation of disaster risk reduction mainstreaming programs in key ministries hastens this understanding and can lead to significant benefits for vulnerable communities. A number of initiatives at DRR mainstreaming, in the education sector for example, are already being undertaken in which case the action plan can further enhance this process. Given the current rapid rate of development and poverty situation in the country, mainstreaming efforts should first focus on land management and urban planning, agriculture, rural development and environment sectors.

The more specific mainstreaming themes that can be pursued with various ministries include, but are not necessarily limited to, the following:

#### **Ministry of Land Management, Urban Planning and Construction (MOLMUPC)**

- Use hazard risk information in land-use planning and zoning programs
- Promote hazard-resilient designs in rural housing of hazard-prone areas
- Ensure compliance and enforcement of local building laws that requires standards prescribed in building codes in urban hazard-prone areas
- Development and utilization of national building codes that have special provisions for enhanced design standards for buildings in areas affected by natural disasters

**Ministry of Agriculture, Forestry and Fisheries (MOAFF)**

- Develop effective programs of contingency crop planning to deal with climate variations
- Develop effective programs of crop diversification including the use of hazard resistant crops, to deal with shifts in climate patterns
- Ensure sustainable livelihoods in areas of recurrent climate risks by promoting supplementary income generation from off-farm and non-farm activities
- Promote effective insurance and credit schemes to compensate for crop damage and losses to livelihoods due to natural hazards

**Ministry of Education, Youth and Sports (MOEYS)**

- Incorporation of disaster risk management and risk reduction into school curricula
- Elevated schools in flood areas

**Ministry of Environment (MOE)**

- Incorporating disaster risk reduction into design of ecosystem and natural resource management programs
- Mainstreaming disaster risk reduction into the national environmental impact assessments for new development projects
- Mainstreaming disaster risk reduction into the NAPA

**Ministry of Health (MOH)**

- Project to assess hospitals that are located in hazard-prone areas, analyse the vulnerability of health facilities during emergencies and increase the standard resilience of facilities to these hazards
- Develop and implement Hospital Preparedness Plan for all health facilities

**Ministry of Rural Development (MORD)**

- Development and implementation of policies that protect rural areas from natural calamities, like flood and droughts.
- Use hazard information in the installation of safe water and sanitation facilities
- Ensure access to safe drinking water and sanitation facilities during flood and drought
- Incorporate disaster risk assessments as part of the planning process before construction of rural roads

| Priority Objective:                   | Mainstreaming of DRR Into Policies and Programs of Relevant Government Ministries  |
|---------------------------------------|--|
| <b>Output</b>                         | <ul style="list-style-type: none"> <li>■ Key Government ministries with DRR policies and programs</li> </ul>   |
| <b>Key Activities</b>                 | <ul style="list-style-type: none"> <li>■ Conduct DRR awareness raising for high-level officials of ministries</li> <li>■ Identify and engage with government ministries willing to initiate integration of DRR into its policy and programs (MLMUP, MAFF, MOE, MRD, etc...)</li> <li>■ Establish a technical working group with appropriate departments within the ministries</li> <li>■ Organize Advisory Committee from sectoral experts from local, regional and global DRM institutions</li> <li>■ Formulate disaster risk management policy for the ministry</li> <li>■ Establish Emergency Management Unit (EMU) in each ministry</li> <li>■ Develop, approve and introduce sector-specific methodologies for mainstreaming disaster management</li> <li>■ Capacity building for key staff and personnel of concerned ministry</li> <li>■ Develop a DRR Programme for each ministry</li> </ul> |
| <b>Potential Partner Institutions</b> | Relevant government ministry (i.e., MOINT, MORD, MOAFF, MOLMUPC, MOE, etc...) as Lead, with support from ADPC, WB, ADB, UN Agencies, JICA, DANIDA, GTZ and other institutional donors  |
| <b>Timeframe</b>                      | 2 Years (Pilot Phase with the MOWRAM, MOAFF, MOLMUPC)  |
| <b>Indicative Budget</b>              | US\$ 450,000 (US\$ 150,000 for each Ministry)  |

## Component 6: Strengthen Disaster Preparedness for Effective Response at All Levels

### 6.1. Strengthen national and sub-national capacities for preparedness and response

Experience shows that local governments and communities are the main actors that immediately respond to disaster events. The first response to emergencies is crucial for saving human lives as external assistance may not immediately come especially if the disaster affects a wide geographical area. In many small-scale disaster events little or no external assistance may arrive.

The impact of disasters on communities in the hazard-prone rural areas can be reduced if national and local governments are assisted in preparing well in advance for the occurrence of hazard events. The initial activities to be undertaken under this component of the action plan include conducting a comprehensive review of disaster response capacities at provincial and national levels, strengthening response capacities through the formulation of hazard-specific preparedness and contingency plans, and the training of disaster response teams who are provided with the necessary skills and equipment to carry out effective disaster response operations.

| Priority Objective:                   | Strengthen Disaster Preparedness and Response Capacities at All Levels  |
|---------------------------------------|---|
| <b>Outputs</b>                        | <ul style="list-style-type: none"> <li>■ Hazard specific response plans are in place at national and provincial levels</li> </ul>   |
| <b>Key Activities</b>                 | <ul style="list-style-type: none"> <li>■ Conduct a comprehensive review and assessment of national and local disaster preparedness capacities</li> <li>■ Initiate joint national preparedness and response planning with UNDMT, IFRC and NGOs using guidelines set by the Global Humanitarian Platform (GHP) initiative</li> <li>■ Develop SOPs for each type of hazard</li> <li>■ Establish and build capacity for national rapid response team</li> <li>■ Develop guidelines for the preparation of local preparedness and response plans</li> <li>■ Raise awareness and understanding of local authorities on disaster preparedness and response</li> <li>■ Enhance participation and linkages to regional disaster response institutions (i.e., ASEAN, IFRC, etc...)</li> </ul> |
| <b>Potential Partner Institutions</b> | NCDM– Lead, with MORD, MOINT, Local governments (PCDMs, DCDMs, CCDMs), CRC, NGOs, Technical Advisory Group (IFRC, CRC, UNDMT, Humanitarian Aid agencies, etc...)  |
| <b>Timeframe</b>                      | 2 Years   |
| <b>Indicative Budget</b>              | US\$ 400,000  |

### 4.2.3 Second Level Priorities

There are three basic types of disaster risk reduction projects that are classified as having second level priority. The first, are activities and projects that compliment and further enhance the implementation of the first level priority disaster risk reduction projects particularly Component 2: Strengthening of local capacities in disaster risk management and Component 6: Preparedness for effective response. Secondly, disaster risk reduction projects related to Component 3: Undertaking national and local risk assessments and early warning which require more substantial technical assistance and inputs because they involve the applications in more specialized fields, particularly those related to the use of technical and scientific tools and methodologies. Thirdly, projects related to Component 4: Applying knowledge management for disaster risk reduction including the design and implementation of a comprehensive disaster risk reduction public awareness campaign.

### 4.2.4 Third Level Priorities

The third level priority interventions represent disaster risk reduction activities that are important over the long term but are not be feasible to implement within the short term, particularly the establishment and allocation of special funds for preparedness and mitigation, increasing current levels of emergency funds and the formulation of financial instruments for disaster risk transfer (e.g., disaster/crop insurance). Also included in this category is the establishment of partnerships and collaboration with local and international academic and scientific institutions which are not difficult to initiate but are best undertaken after the more basic and fundamental disaster risk reduction initiatives identified with higher priority rankings are implemented first.



### 4.3 Summary of Disaster Risk Reduction Priority Projects

The action plan, summarized in Table 2 below, provides an overview of all the priority disaster risk reduction projects identified and the timeframes within which they can best be implemented, including an initial indicative budget for their implementation in the short-term (i.e., first 2 years). More specific objectives, strategies, activities and resources required for each of the projects will be detailed prior to the actual implementation by the lead and support institutions identified.

**Table 2. Summary of Disaster Risk Reduction Priority Projects**

| Disaster Risk Reduction Components |  | Timeframe |   |   | Short-term Indicative Budget (US\$ '000) |
|------------------------------------|--|-----------|---|---|--|
|                                    |  | S         | M | L |  |
| <b>1</b>                           | <b>Ensure that DRR is a National and Local Priority with a Strong Institutional Basis for Implementation</b> |           |   |   |  |
| 1.1                                | Formulation of national disaster risk management policy and legislation                                      | *         |   |   | 100                                      |
| 1.2                                | Creation and Strengthening of national DRR coordination mechanism - national DRR Platform                    | *         |   |   | 300                                      |
| 1.3                                | Integration of DRR into national development policies and planning   | *         |   |   | 100                                      |
| 1.4                                | Allocate appropriate resources for DRR at national level   |           |   |   |  |
| <b>2</b>                           | <b>Strengthen Sub-national and Community-based Disaster Risk Management</b>                                  |           |   |   |  |
| 2.1                                | Decentralize responsibilities and resources for DRR  |           |   |   |  |
| 2.2                                | Promote implementation of community-based DRR programs   |           |   |   | 550                                      |
| <b>3</b>                           | <b>Identify, Assess and Monitor Hazard Risks and Enhance Early Warning</b>                                   |           |   |   |  |
| 3.1                                | Conduct national and local risk assessment   |           |   |   |  |
| 3.2                                | Establish a disaster management information system   |           |   |   |  |
| 3.3                                | Develop multi-hazard early warning systems   |           |   |   |  |
| 3.4                                | Collaborate with international and regional DRR initiatives  |           |   |   |  |
| <b>4</b>                           | <b>Use Knowledge, Innovation and Education to Build a Culture of Safety and Resilience</b>                   |           |   |   |  |
| 4.1                                | Establish mechanisms for information exchange and networking   |           |   |   |  |
| 4.2                                | Promote DRR education and training   |           |   |   |  |
| 4.3                                | Promote gender and cultural sensitivity training as integral components of DRR                               |           |   |   |  |
| 4.4                                | Undertake disaster risk reduction management technical and scientific research                               |           |   |   |  |
| 4.5                                | Promote public awareness   |           |   |   |  |
| <b>5</b>                           | <b>Mainstreaming DRR into Policies and Programs of Relevant Government Ministries</b>                        |           |   |   |  |
| 5.1                                | Incorporate DRR in sustainable environmental and natural resource management                                 |           |   |   | 150                                      |
| 5.2                                | Integration of DRR to climate change adaptation program  |           |   |   |  |
| 5.3                                | Promote food security to enhance community resilience  |           |   |   | 150                                      |
| 5.4                                | Promote appropriate structural and non-structural mitigation measures  |           |   |   |  |
| 5.5                                | Integrate DRR planning into the health sector  |           |   |   |  |
| 5.6                                | Incorporate DRR into land use planning and other technical measures  |           |   |   | 150                                      |

|              |  |  |  |  |              |
|--------------|--|--|--|--|--------------|
| 5.7          | Develop innovative financial instruments for addressing disaster risks                                   |  |  |  |              |
| <b>6</b>     | <b>Strengthen Disaster Preparedness for Effective Response at all levels</b>                             |  |  |  |              |
| 6.1          | Strengthen national and sub-national capacity for preparedness and response                              |  |  |  | 400          |
| 6.2          | Develop coordinated regional operational mechanisms for emergencies exceeding national coping capacities |  |  |  |              |
| 6.3          | Prepare and periodically update disaster preparedness and contingency planning                           |  |  |  |              |
| 6.4          | Establishment of emergency funds   |  |  |  |              |
| <b>Total</b> |  |  |  |  | <b>2,000</b> |

**Legend:**

- \* Immediate (1st year)
- S Short term (1-2 years)
- M Medium term (3-4 years)
- L Long term (5-7 years)

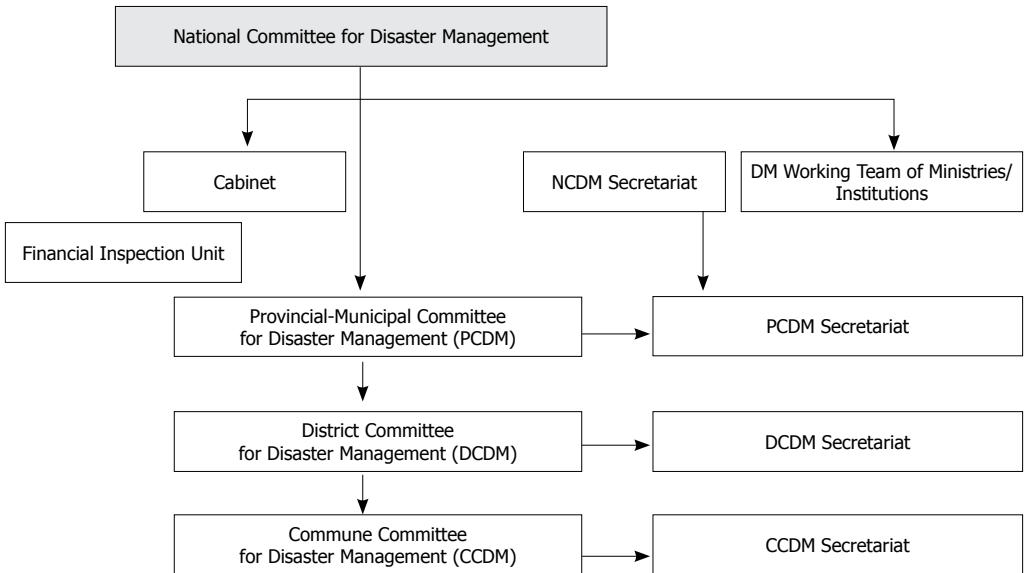
## **5. IMPLEMENTATION**

The planning process initiated under the action plan is envisioned to become the start of a continuous and sustained process of disaster risk management planning and action among the key disaster management stakeholders in the country. The action plan should only be seen as the initial or first step that will need to be further developed and regularly revised with the continued active participation of all stakeholders.

### **5.1 Implementation Mechanism**

All government ministries, local government units together with relevant government local institutions and agencies will implement the action plan. Priority disaster risk reduction activities and projects will be incorporated into the annual plans formulated by relevant government ministries and by the local government units, after identifying the nature and characteristics of hazards applicable to their geographic location. Lead institutions will be identified for each of the key disaster risk reduction initiatives, consistent with their institutional mandates and fields of specialization. These lead institutions will be supported by partner government and non-government organizations in elaborating a more detailed action plan for each of the major activities and projects identified.

Overall facilitation and coordination will be provided by the NCDM with the support of the MOP, MOINT and MORD. Effective coordination is imperative particularly if the national DRR platform is to facilitate linkages on a wide range of disaster risk reduction initiatives involving collaboration and partnerships between an equally wide range of national and international government and non-government organizations, the private sector, civil society and other relevant stakeholders including key donor institutions. The action plan will build on, and enhance, the existing inter-ministerial coordination mechanisms within the NCDM. One of the primary tasks of the NCDM will be to establish linkages to adequate technical and financial support to the concerned lead institutions.

**Figure 3. DRM Coordination Mechanism**

## 5.2 Institutional Arrangements

The action plan consolidates all current and planned disaster risk reduction initiatives into one long-term and cohesive disaster risk management program linked to the overall national development plan. While the NCDM and its key members particularly the Ministries of Interior and Rural Development will provide overall facilitation and coordination, the responsibility for implementation rests mainly on all the relevant government ministries and local governments, in collaboration with other relevant government institutions.

Individual specialized ministries and agencies are already addressing different aspects of disaster management and risk reduction. These include the Ministry of Water Resource and Meteorology (MOWRAM), Ministry of Agriculture Forest and Fisheries (MOAFF), Ministry of Health (MOH), Ministry of Environment (MOE), Ministry of Interior (MOINT), Ministry of Public Works and Transport (MOPWT), Ministry of Rural Development (MRD), Ministry of Land Management, Urban Planning & Construction (MOLMUPC) and the Ministry of Education, Youth and Sports (MOEYS).

Government commitment and political will towards the adoption and implementation of the plan will be demonstrated by the issuance of a policy statement and executive order (i.e., Circular/Prakas) that will require all relevant departments/non-departmental

agencies and local governments to implement the components of the plan relevant to their institutional mandates.

An independent Technical Advisory Committee (TAC) consisting of experts from relevant local and international institutions will be formed to provide technical support and guidance in the implementation of the action plan. These will include key disaster management and donor institutions and will also include representatives from the scientific, academic institutions and the private sector.

### **5.3 Funding**

Funding for the implementation of the action plan will be allocated from the national and local budgets. All the relevant ministries and functional agencies are expected to implement their responsibilities under the action plan and integrate these within their specific budgets. The MOP will initiate the integration of disaster risk reduction into national development planning to ensure some level of government funding.

While disaster risk management is the primary responsibility of government, prevailing conditions reflects a significant lack of disaster risk management capacity and resources in the country which means that disaster risk reduction in Cambodia can only be realized through a fresh infusion of energy and resources from external sources particularly international non-government organizations and international donor agencies.

Linkages with international and regional disaster risk reduction institutions and networks such as the UNISDR, ADPC, ADRC, ACDM and other donor institutions will be enhanced to increase access to technical and financial resources. The private sector will eventually be more extensively and constructively engaged in order for them to assume a role in funding disaster risk reduction measures, particularly at the local levels.

### **5.4 Monitoring and Evaluation**

The MOP, in coordination with the NCDM, will be responsible for monitoring and reporting on the implementation of the plan and to ensure that this is undertaken in synergy with the overall medium and long-term development plans of the country. To ensure the accountability of disaster risk reduction on development policy, measurable achievement indicators will be developed. Based on these indicators annual reports will be prepared to enable stakeholders see progress made. The DRR National Platform members, as a collective body, will be responsible for conducting an annual review of the action plan including revising and updating the plan based on information gathered from monitoring and evaluation exercises and other special studies that may be conducted.

**In general, the effectiveness of disaster risk reduction activities will be measured through the following indicators:**

1. A legal framework for disaster risk reduction exists.
2. A national multi-sectoral platform for disaster risk reduction is operational.
3. Level of funding allocated to disaster risk reduction and disaster management
4. Number of adaptation and risk reduction measures implemented.
5. Reduction in the number of deaths, injuries and impact from disasters.

Other appropriate and more specific indicators will be formulated in the monitoring and evaluation plan that will be developed as part of the implementation of the action plan.

## MATRIX OF DRR STATUS, PLANNED ACTIONS AND PRIORITIES IN CAMBODIA

| DRR COMPONENTS | CURRENT STATUS  | PLANNED ACTIONS   | LEVEL OF PRIORITY   |   |   |
|----------------|---|---|---|---|---|
|                |   |   | H   | M | L |
| 1              | <b>Ensure that DRR is a national and local priority with a strong institutional basis for implementation</b>  |   |   |   |   |
| 1.1            | <p>Planned review of existing disaster management policies, laws and regulations related to pandemics by IFRC &amp; WHO</p> <p>NCDM in the process of drafting National Disaster Management Bill</p> <p>Policy Advocacy being undertaken by Oxfam</p> <p>NCDM has a defined coordination structure consisting of a subgroups for coordinating emergency response, food security, health, small scale infrastructure &amp; watsan, and preparedness and mitigation</p> <p>Multi-institutional task force for DRR chaired by NCDM and deputy chaired by MOP established under SNAP Project through ADPC/ UNISDR with funding support of DIPECHO</p> <p>Revised NCDM Strategy and action plan (i.e., Yellow Book) initiated by Oxfam</p> | <p>Expand coverage of planned IFRC/WHO policy and legislation review to cover entire disaster management system.</p> <p>Formulation, development and advocacy to address policy and legislative gaps identified including drafting of a national disaster management policy and bill</p> <p>Strengthen the capacity of NCDM especially its coordinative mechanisms and structures so that it can function as the national coordination mechanism or National Platform for DRR</p> |   |   |   |
| 1.2            | <p>Creation and strengthening of a national DRR mechanism</p>   |   |   |   |   |
| 1.3            | <p>Integration of DRR into national development policies and planning</p>   | <p>Incorporation of DRR into national development plans and strategies (i.e., CMDG, NSDP, NPRSP, Rectangular strategy) as a cross-cutting development issue</p> <p>Integration of DRR into policy, and specific plans and programs of relevant government ministries</p>  |   |   |   |
| 1.4            | <p>Allocate appropriate resources for DRR at national level</p>   | <p>Government financial resources allocated for disaster management limited to provision of an emergency relief fund</p> <p>DIPECHO, AusAID, USAID, provide funding for disaster risk reduction. GTZ, Netherlands, ADB major donors for MRC</p>   | <p>Provision of regular operational budget to the NCDM and local government disaster management units as a key feature of DM policy and legislation</p> <p>Advocacy and lobby major institutional donors (WB, ADB, DFID, UN) to include a DRR perspective in their Common Country Assessments (CCA) and UNDAF</p> |   |   |

| 2 Strengthen Sub-national and community-based disaster risk management |  |  |   |  |  |  |
|--|--|--|---|--|--|--|
| 2.1  | Decentralize responsibilities and resources for DRR                        | <p>Passage of Executive Orders (i.e., Circulars) strengthening the NCDM and establishing local disaster management bodies (i.e., the PCDM, DCDM and CCDM)</p> <p>Pilot integration of DRR into commune development plans by NGOs implementing CBDRR/CBDP</p> <p>Development NGOs (CARE, Oxfam, LWF, CWS, ZOA, Concern, WV) integrating DRR such as education and FFW programs into their community development programs</p> <p>CBDRR/CBDP declared integral component of national strategy for DM</p> <p>National CBDRR strategy for flood and drought developed by NCDM and MOWRAM with the assistance of ADPC/ADB</p> <p>CBDRR/CBDP projects implemented by DIPECHO partners (ActionAid, LWF, CWS, ZOA, CRC)</p> <p>Community level capacity building to control Avian Influenza implemented by MOAFF with FAO</p> <p>Community level capacity building for Avian Influenza surveillance by CARE (through AUSAID, USAID, CDC, CRC) and Concern</p> <p>Capacity building for communities and local authorities by NGOs implementing CBDRR/CBDP projects</p> | <p>DM capacity building program starting with the most disaster-prone provinces, districts and communes</p> <p>Establish disaster management fund for use in preparedness and mitigation activities and projects of local governments</p> <p>Formal integration of DRR into local, particularly commune level, development plans</p> <p>Encourage development NGOs integration of DRR in regular development programs</p> |  |  |  |
|  | Promote implementation of community-based disaster risk reduction programs | <p>Develop concrete mechanism for the dissemination, adoption and expansion of successful CBDRR pilot programs</p> <p>Integration of Avian Influenza into community-based disaster management programs</p> <p>Capacity building and awareness raising for affected communities as part of community risk reduction plans and activities</p> <p>Capacity building and training for the most disaster-prone communities in the country</p>   |   |  |  |  |



| 3 Identify, Assess and Monitor Hazard Risks and Enhance Early Warning |  |  |  |  |  |
|---|--|--|--|--|--|
| 3   | Conduct national and local risk assessment       | National flood and drought vulnerability assessment mapping undertaken by WFP  |  |  |  |
|   |  | MRC developing flood and drought vulnerability indices for Lower Mekong Basin  |  |  |  |
| 3.1   | Conduct national and local risk assessment       | EC is using a Food Insecurity and Vulnerability Mapping System (FIVMS)   | Development of a national multi-hazard vulnerability atlas for Cambodia  |  |  |
|   |  | Local risk assessments through VCAs undertaken by NGOs (Oxfam, CARE, ActionAid)  |  |  |  |
| 3.2   | Establish disaster management information system | Flood maps for Mekong river flood-prone provinces produced by the MRC  | Development and production of flood maps appropriate for local government use  |  |  |
|   |  | Capacity building for disaster information database development with technical support of CRED through the MOH                         | Develop national disaster management information system  |  |  |
| 3.3   | Develop multi-hazard early warning systems       | Damage and Needs Assessment (DANA) guidelines and tools for NCDM developed with support from WFP/UNDMT                                 | DANA capacity building and training for local government officials from provincial to commune levels   |  |  |
|   |  | CRC has established field assessment and coordination teams  |  |  |  |
| 3.3   | Develop multi-hazard early warning systems       | MRC flood forecasting and early warning for Mekong River floodplains including web-based flood forecasting and early warning           | Establish a National Flood Forecasting Center  |  |  |
|   |  | MRC flood forecasting and early warning for Mekong River complemented by community-based flood EWS projects of CRC/AmCross and AAH/ACF | Strengthen capacity of MOWRAM in the generation, analysis and dissemination of disaster early warning data and information                                   |  |  |
|   |  | Pilot community-based drought early warning being developed by ZOA   | Expand coverage of community-based flood EWS and strengthen capacity of local government units to understand and operate community-based flood early warning |  |  |
|   |  |  | Development of national drought early warning system   |  |  |

|  |   |  |   |  |
|--|---|--|---|--|
| 3.4  | Collaboration with international and regional DRR initiatives | <p>Tran boundary discussions on flood emergency management initiated under MRC - FMMP</p> <p>IFRC has Regional Disaster Management Committee (RDMC) that includes Cambodia</p> <p>ASEAN Regional Program for Disaster Management (ARPDm)</p>   | <p>Continue and further strengthen Tran boundary cooperation in flood emergency management within lower Mekong region</p> <p>Enhance Cambodia government participation to the Regional Consultative Committee (RCC)</p> <p>Strengthen government partnership and coordination with IFRD-RDMC/CRC</p> <p>Enhance participation and improve access to technical support and expertise from ASEAN member countries</p>   |  |
| <b>4 Use knowledge, innovation and education to build a culture of safety and resilience at all levels</b> |   |  |   |  |
| 4.1  | Establish mechanisms for information exchange and networking  | <p>Initial attempts by NCDM to formulate national standard definitions and terms for disaster management in Khmer</p> <p>NGOs involved in DM have organized Disaster Risk Reduction Forum with support from DIPECHO</p> <p>Local disaster managers and experts participating in Partnership for Disaster Reduction (PDR-SEA) program of the ADPC</p> <p>A Humanitarian Accountability Network (HANET) has been established</p> <p>MOEF with Disaster Inspection Unit to monitor disaster-related expenditures by Council of Ministers</p> <p>Pilot Project integrating DRR into School Curriculum in two district schools of Prey Veng and Kandal - MOEYS Pedagogical Research Department with ADPC/DIPECHO</p> <p>Public Health awareness and prevention for students during disasters - MOH-HSSP</p> <p>Project on traffic risk and accident prevention for children implemented by the MOWA</p> | <p>Finalize development of national standard definitions and terminology for disaster management</p> <p>Strengthen Cambodia NGO DRR Forum capabilities for national DM information exchange and as national advocacy network</p> <p>Advocate for stronger NGO and government accountability and transparency in disaster management</p> <p>Continue mainstreaming DRR into formal educational system including health awareness and preparedness, and transport-related hazards</p> |  |
| 4.2  | Promote DRR education and training                            |  |   |  |

|   |  |  |  |  |  |
|---|--|--|--|--|--|
|   |  | Public health and emergency management training provided for provincial and district Health Officers and health center staff – MOH   | Provide DRR training to provincial, city and district line department officials  |  |  |
| 4.3   | Promote gender and cultural sensitivity training as integral components of DRR | Numerous courses have been held on disaster preparedness since 1993 at all levels (central to community)   | Enhance NCDM coordination and monitoring of disaster management training provided by different organizations including development of standard training courses  |  |  |
| 4.4   | Undertake DRR technical and scientific research                                | Gender and cultural sensitivity incorporated into DRR programs of NGOs in varying degrees<br><br>MRC through the RFMMC using technical and scientific methodologies for flood forecasting                        | Integrate gender, disability and cultural sensitivity training modules in regular CBDRR awareness and capacity building programs<br><br>Create partnerships with relevant national institutions to serve as centers for conducting disaster-related training, studies and applied research |  |  |
| 4.5   | Promote public awareness   | National Disaster Risk Communication strategy formulated by NCDM through ADPC<br><br>Local public awareness campaigns launched by NGOs as part of CBDRR/CBDP projects  | Solicit participation and strengthen the role of media and private sector in raising public awareness on DRR<br><br>Formulate and implement extensive disaster awareness campaign in disaster-prone provinces  |  |  |
| <b>5 Mainstreaming DRR into Policies and Programs of Relevant Government Ministries</b> |  |  |  |  |  |
| 5.1   | Incorporate DRR in sustainable environmental and natural resource management   | Integration of natural resources and environmental management into commune plans in Kampot, Pursat, Siem Reap, Kratie and coastal provinces of Kep, Sihanoukville, and Koh Kong with support from Danida and GTZ | Promote integration of DRR into the Lower Mekong Basin, Tonle Sap and other coastal and forestry resource management programs  |  |  |
|   |  | Creation of Tonle Sap Basin Authority (TSBA) for sustainable use of lake ecosystem with support of ADB   |  |  |  |
|   |  | EC funded food security projects include those related to community forestry protection in Kampong Speu and Rattanakiri  |  |  |  |
|   |  | MRC implementing long term Flood Mitigation and Management Program (FMMP) for lower Mekong basin   | Enhance coordination with MRC for greater support in the implementation of the FMMP  |  |  |

|     |   |   |  |  |
|-----|---|---|--|--|
| 5.2 | Integrate DRR into climate change adaptation programs                 | National action plan for Adaptation to climate change (NAPA) formulated and approved in 2006  | Alignment of the NAPA and SNAP by a committee from the MOE and NCDM towards identification and support of common activities and projects   |  |
| 5.3 | Promote food security to enhance community resilience                 | <p>Oxfam with plans to implement climate change adaptation program</p> <p>WFP food aid through FFW programme targeted towards poorest communes</p> <p>EC and ECHO funded food security projects in most food insecure provinces of Ratanakiri, Kampong Speu, Odor Mean Cheay, Pailin, Takeo and Prey Veng, Battambang through local and international NGOs</p> <p>FAO providing technical advisory services to MAFF for community level rice brown plant hopper and associated viral disease management in provinces along Vietnam border</p> | <p>Integration of risk awareness and adaptation strategies to climate change into government and NGO development programs</p> <p>Promote food security in areas prone to drought and flood</p>                         |  |
| 5.4 | DRR integrated into health sector                                     | Strengthened the capacity of medical emergency services in 24 provinces by MOH (Preventive Medicine Dept & Hospital Services Department)  | Strengthen further DRR integration into health sector and ensure hospitals are resilient to disasters  |  |
| 5.5 | Promote appropriate structural and non-structural mitigation measures | <p>Various small-scale flood and drought mitigation projects implemented by NGOs (e.g. water gates, culverts, village road repair, raised houses, safety boats, safe area development, community ponds, etc...)</p> <p>MOWRAM has developed flood protection structures in Battambang, Kampong Chhn, Kandal, Kratie, Pursat</p>   | Consolidate, disseminate and promote implementation of field-tested structural and non-structural flood and drought mitigation technologies  |  |
| 5.6 | Incorporate DRR into land use planning and other technical measures   | <p>MRC produced flood probability maps and disseminated to MOVLMUP, MORD and MOPWT</p> <p>MRC in the process of producing Flood Proofing Guidelines</p>   | Enhance existing and launch new initiatives related to integration of disaster risks into land use planning, building code, design of new infrastructure, and environmental impact assessments of development projects |  |

|          |  |  |  |  |  |
|----------|--|--|--|--|--|
|          |  | MOWRAM carried out provincial waterways rehabilitation in upper Mekong areas of Banteay Meanchey, Battambang and Kampong Speu with support from ADB, JICA and WB   | Protect and strengthen critical public infrastructure to render them resilient to hazards<br><br>Incorporate DRR in design of new infrastructure development |  |  |
| 5.7      | Develop innovative financial instruments for addressing disaster risks       | Study on disaster insurance conducted by WB  | Develop financial risk sharing mechanisms (e.g., disaster/crop insurance, ...)   |  |  |
| <b>6</b> | <b>Strengthen Disaster Preparedness for Effective Response at all levels</b> |  |  |  |  |
|          |  | National Working Group on Disaster Coordination, Response and Recovery chaired by NCDM with subgroups on emergency response, food security, health, small scale infrastructure & watsan, and preparedness & mitigation | Conduct a comprehensive assessment of national and local disaster preparedness mechanisms and capacities   |  |  |
|          |  | National Emergency Operations Center for Pandemic established in NCDM with support of WHO  | Revive NCDM emergency response and coordination subgroups to strengthen coordination among government ministries   |  |  |
|          |  | Absence of Standard Operating Procedures (SOPs) for national and local emergency response teams  | Expansion of NCDM Emergency Operations Center operations to cover multiple hazards   |  |  |
| 6.1      | Strengthen national and sub-national capacity for preparedness and response  | NCDM and CRC with MOU delineating roles and responsibilities of each   | Develop hazard-specific Standard Operating Procedures (SOPs) for emergency response teams  |  |  |
|          |  | CRC with established National Disaster Response Team (NDRT) and disaster response capabilities in all provinces  | Conduct periodic national disaster drills and simulation exercises   |  |  |
|          |  | Emergency coordination unit/department established in the MOH  | Strengthen national rapid response capacity in coordination with CRC and other local and international humanitarian aid organizations                        |  |  |
|          |  | Development of Medical Emergency system in Cambodia by the MOH-HSSP  | Establish emergency coordination unit within relevant government ministries  |  |  |

|     |  |   |  |  |  |
|-----|--|---|--|--|--|
| 6.2 | Develop coordinated regional operational mechanisms systems for emergencies exceeding national coping capacities | <p>UNDMT has well established regional response mechanism in place</p> <p>IFRC has well established regional disaster response structures and mechanisms</p> <p>Some of the larger INGOs have regional response structures (Oxfam, CARE)</p>  | <p>Enhance planning and coordination among regional and national disaster response and other humanitarian relief agencies</p>  |  |  |
| 6.3 | Prepare and periodically update disaster preparedness and contingency planning                                   | <p>Draft National Policy for Emergency Management formulated by NCDM</p> <p>Provinces of Svay Rieng and Takeo have formulated flood preparedness plans with assistance from ADPC/ADB</p> <p>Flood emergency management strengthening (FEMS) program of MRC/ADPC in provinces of Prey Veng, Kandal and Kratie</p> <p>MOH with plan of action for control of cholera and other epidemic diarrheal diseases</p> <p>Avian and Human Influenza Control and Preparedness Project in 24 provinces of Cambodia by MOH with support from WB</p> <p>National Pandemic Preparedness Plan by the NCDM with WHO</p> <p>UNDMT with rapid response mechanism for emergency relief</p> <p>IFRC/CRC with national disaster response plan</p> | <p>Formulation of sub-national multi-hazard disaster preparedness and contingency plans for all disaster-prone areas</p>   |  |  |
| 6.4 | Promote establishment of emergency funds   | <p>Annual national government allocation of fuel, rice and cash for disaster relief and response</p>  | <p>Initiate joint national preparedness and response planning with UNDMT, IFRC and NGOs using guidelines set by the Global Humanitarian Platform (GHP) initiative</p> <p>Advocate for increase in amount of fund and the use of a part of the funds for preparedness activities of local governments</p> |  |  |



## **ANNEX B**

### **DISASTER TERMINOLOGY<sup>1</sup>**

**Building codes:** Ordinances and regulations controlling the design, construction, materials, alteration and occupancy of any structure to ensure human safety and welfare. Building codes include both technical and functional standards.

**Capacity:** A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster. Capacity may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership and management. Capacity may also be described as capability.

**Capacity-building:** Efforts aimed to develop human skills or societal infrastructure within a community or organization needed to reduce the level of risk. Capacity-building also includes development of institutional, financial, political and other resources, such as technology at different levels and sectors of the society.

**Common Country Assessment/United Nations Development Assistance Framework:** The CCA/UNDAF process is the common strategic framework for the operational activities of the United Nations System at the country level. It provides a collective, coherent and integrated United Nations System response to national priorities and needs within the framework of the Millennium Development Goals and the other commitments, goals and targets of the Millennium Declaration and the declarations and programmes of action adopted at international conferences and summits and through major United Nations conventions. The CCA is the main diagnostic tool available to United Nations country teams and their partners for assessing and developing a common understanding of the underlying challenges faced by a country in its development process. The UNDAF emerges from the analytical and collaborative effort of the CCA and is the foundation for United Nations System programmes of cooperation. (UN/ISDR and UNDP 2006)

**Coping capacity:** The means by which people or organizations use available resources and abilities to face adverse consequences that could lead to a disaster. In general, this involves managing resources, both in normal times as well as during crises or adverse conditions. The strengthening of coping capacities usually builds resilience to withstand the effects of natural and human-induced hazards.

**Development planning processes:** Proactive actions that allow national, sectoral, regional or local government and its partners to support and engage the intellectual, physical, and economic resources to chart a course toward a desired future of development related on each level.



**Disaster:** A serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources. A disaster is a function of the risk process. It results from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk.

**Disaster risk management :** The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards.

**Disaster risk reduction:** The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

**Disaster risk reduction plans:** Documents that set out planning authorities' policies and proposals for disaster risk reduction, which should be considered in the respective development plan and development actions. Due to the different geographical scales applicable at different levels, disaster risk reduction plans are specific to each level of government. (Draft definition, under discussion)

**Earlywarningsystem:** The provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce their risk and prepare for effective response. Early warning systems include a chain of concerns, namely: understanding and mapping the hazard, monitoring and forecasting impending events, processing and disseminating understandable warnings to political authorities and the population, and undertaking appropriate and timely actions in response to the warnings.

**Ecosystem:** A complex set of relationships of living organisms functioning as a unit and interacting with their physical environment. The boundaries of what could be called an ecosystem are somewhat arbitrary, depending on the focus of interest or study. Thus the extent of an ecosystem may range from very small spatial scales to, ultimately, the entire Earth.

**Emergency management:** The organization and management of resources and responsibilities for dealing with all aspects of emergencies, including in particular preparedness, response and early recovery within a risk reduction context. It involves plans, institutional structures and arrangements established to engage the normal

endeavors of government, voluntary and private agencies in a comprehensive and coordinated way to respond to address the full spectrum of emergency needs. This is also known as disaster management.

**Environmental degradation:** The reduction of the capacity of the environment to meet social and ecological objectives and needs. Potential effects are varied and may contribute to an increase in vulnerability and the frequency and intensity of natural hazards. Some examples: land degradation, deforestation, desertification, wild land fires, loss of biodiversity, land, water and air pollution, climate change, sea-level rise and ozone depletion.

**Environmental impact assessment:** Studies undertaken in order to assess the effect on a specified environment of the introduction of any new factor, which may upset the current ecological balance. Environmental impact assessment (EIA) is a policymaking tool that serves to provide evidence and analysis of environmental impacts of activities from conception to decision-making. It is utilized extensively in national programming and for international development assistance projects. An EIA must include a detailed risk assessment and provide alternative solutions or options.

**Hazard:** A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.

**Hazard analysis:** Identification, studies and monitoring of any hazard to determine its potential, origin, characteristics and behavior.

**Land-use planning:** Branch of physical and socio-economic planning that determines the means and assesses the values or limitations of various options in which land is to be utilized, with the corresponding effects on different segments of the population or interests of a community taken into account in resulting decisions. Land-use planning involves studies and mapping, analysis of environmental and hazard data, formulation of alternative land use decisions and design of a long-range plan for different geographical and administrative scales.

**Microfinance and micro-credit:** Programmes extending small loans and other financial services such as savings, to very poor people for self-employment projects that generate income, allowing them to care for themselves and their families. (Micro-credit Summit Campaign)

**Mitigation:** Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards. (Examples of structural measures are engineering works and hazard-resistant construction, while non-structural measures include awareness-raising, knowledge development, policies on land use and resource management, and facilities' operating practices.

**Multi-stakeholder:** A term to describe a grouping of individuals and organizations who have a interest or “stake” in a problem and who cooperate to take action on the problem - in this case to reduce disaster risk. (Draft definition, under discussion)

**National platform for disaster risk reduction:** A nationally owned and led forum or committee of multi-stakeholders. It serves as an advocate of disaster risk reduction at different levels and provides coordination, analysis and advice on areas of priority requiring concerted action through a coordinated and participatory process. A National Platform for disaster risk reduction should be the coordination mechanism for mainstreaming disaster risk reduction into development policies, planning and programmes in line with the implementation of the HFA. It should aim to contribute to the establishment and the development of a comprehensive national disaster risk reduction system, as appropriate to each country. (UN/ISDR Guidelines National Platforms for Disaster Risk Reduction)

**National policy framework:** A set of policies adopted by a national authority to define and coherently address a particular issue and to guide decision-making, where these policies comprise relevant assessments, strategies, goals, approaches, rules, plans, activities, priorities, agents and responsibilities. A national disaster risk reduction policy framework can guide all stakeholders - sector agencies, local governments and others - in the development of complementary risk reduction policies in their areas of authority. (Draft definition, under discussion)

**Preparedness:** Pre-disaster activities that are undertaken within the context of disaster risk management and are based on sound risk analysis. This includes the development or enhancement of an overall preparedness strategy, policy, institutional structure, warning and forecasting capabilities, and plans that define measures geared to helping at-risk communities safeguard their lives and assets by being alert to hazards and taking appropriate action in the face of an imminent threat or an actual disaster. (Source: OCHA)

**Prevention:** Activities to provide outright avoidance of the adverse impact of hazards and means to minimize related environmental, technological and biological disasters. Depending on social and technical feasibility and cost-benefit considerations, investing in preventive measures is justified in areas frequently affected by disasters. In the context of public awareness and education related to disaster risk reduction, changing attitudes and behavior contribute to promoting a “culture of prevention”.

**Public awareness:** The processes of informing the general population, increasing levels of consciousness about risks and how people can act to reduce their exposure to hazards. This is particularly important for public officials in fulfilling their responsibilities to save lives and property in the event of a disaster. Public awareness activities foster changes in behavior leading towards a culture of risk reduction. This involves

public information, dissemination, education, radio or television broadcasts and use of printed media, as well as the establishment of information centers and networks and community and participation actions.

**Relief/response:** The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration.

**Resilience:** The capacity of a system, community or society potentially exposed to hazards to adapt, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure. This is determined by the degree to which the social system is capable of organizing itself to increase its capacity for learning from past disasters for better future protection and to improve risk reduction measures.

**Risk:** The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions.

**Risk assessment/analysis:** A methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that could pose a potential threat or harm to people, property, livelihoods and the environment on which they depend.

**Risk transfer:** Insurance and reinsurance both for physical damage and business interruption, coverage that would provide cash compensation immediately after the disaster. To the extent possible, create large pool of insured to avoid paying high premiums, and introduce mandatory insurance for those businesses and public institutions that have to operate in the hazardous conditions. (Draft definition, under discussion)

**Vulnerability:** The conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards.



International Strategy for Disaster Reduction

## SUMMARY of the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (Hyogo Framework)

### Expected outcome, strategic goals and priorities for action 2005-2015

**Expected Outcome**  
The substantial reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries

#### Strategic Goals

The integration of disaster risk reduction into sustainable development policies and planning

Development and strengthening of institutions, mechanisms and capacities to build resilience to hazards

The systematic incorporation of risk reduction approaches into the implementation of emergency preparedness, response and recovery programmes

#### Priorities for Action

1. Ensure that disaster reduction/DRR is a national priority

- DRR institutional mechanisms
- National authority
- Decentralised responsibility
- DRR act/legislation
- Policies and financing mechanisms and institutional arrangements to support DRR
- Identification of responsibilities and resources
- Assessment of human resources and capacities
- Policy and institutional framework
- Community participation

2. Identify assets and monitor disaster risks and enhance disaster risk reduction

- Risk assessments and maps
- Disaster education and dissemination
- Education on DRR and vulnerability
- Data & statistical information
- Early warning systems
- Information systems policy
- Scientific and technological development
- Operational data sharing, knowledge management and knowledge early warning
- Regional and emerging risks

3. Use knowledge, innovation and technology to reduce disaster losses

- Education during and throughout primary, college
- Use of studies on DRR knowledge
- Fusion of DRR into school curricula
- Training and knowledge transfer
- Community level local authorities
- Research capacity
- Economic and social indicators
- Public awareness and media

4. Reduce underlying risks

- Risk-based, ecosystem and environmental management
- DRR integrated into land-use change
- Food security for resilience
- Production of local scale hazard vulnerability and risk maps
- Voluntary reduction with the right incentives
- Financial risk-reducing mechanisms
- Public-private partnership
- Land-use planning and mapping
- Rural development plans and DRR

5. Strengthen disaster preparedness for effective response at all levels

- Disaster management curriculum
- Policy, technical and institutional capacities
- Strategic coordination & information exchange between disaster managers and development sectors
- Regional exercises & drills
- Response with IKT, weblogs, blogs and emergency alert
- Emergency funds
- Volunteering & participation

#### Cross Cutting Issues

Multi-hazard approach

Gender perspective and cultural diversity

Community and volunteers participation

Capacity building & knowledge transfer

Continuing to be the cornerstone of the internationally agreed development goals (including the MDGs)

DRR and disaster risk reduction

www.unisdr.org/wehr

**ANNEX D**

Kingdom of Cambodia  
Nation Religion King




Council of Ministers  
National Committee for Disaster Management  
No.:04SR.NCDM

**RESOLUTION**

on

Constitution Inter-Institutions Task Force for Formulating the Strategic National action plan (SNAP) to Implement the Disaster Risk Reduction for Cambodia  
(2008 ~ 2013)

**NATIONAL COMMITTEE FOR DISASTER MANAGEMENT**

- Have seen the Constitution of the Kingdom of Cambodia
- Have seen the Preah Reach Kram No NS/R.K.M/0704/001 Dated 13th July 2004 which promulgated the supplement charter toward the assurance of normalized execution of the National Institution
- Have seen the Royal Decree No NS/R.K.M/0704/124 Dated 15th July 2004 on establishment of the Royal Government of Cambodia
- Have seen the Preah Reach Kram No 02NS/94 Dated 20th July 1994 which promulgated the organization and functioning of Council of Ministers
- Have seen the Royal Decree No NS/R.K.T/0202/040 Dated 16th February 2002 on the establishment of National Committee for Disaster Management (NCDM)
- Have seen the Royal Decree No NS/R.K.T/0804//236 Dated 31st August 2004 on the amendment of Article-1 and Article-2 of the Royal Decree No NS/R.K.T/0202//040 Dated 16th February 2002
- Have seen the Sub-Decree No 30ANKR.BK Dated 9th April 2002 on the organization and functioning of the National Committee for Disaster Management (NCDM)
- Referring to the necessity request.

## Decides

Article~1 Constitution of Inter-Institution Task Force for Formulating the Strategic National action plan (SNAP) to Implement Disaster Risk Reduction for Cambodia (2008 ~ 2013).

|           |  |                     |
|-----------|--|---------------------|
| Article~1 | This Inter-Institution Task Force is composed of:  | <i>Chairman</i>     |
| 1-        | H.E. Mr. Peou Samy, Secretary General of the National Committee for Disaster Management (NCDM)   | <i>Deputy Chair</i> |
| 2-        | H. E. Mr. Huo Taing Eng, Under Secretary of State of the Ministry of Planning  | <i>Deputy Chair</i> |
| 3-        | H.E. Mr. Ponn Narith, Deputy Secretary General of the National Committee for Disaster Management (NCDM)  | <i>Member</i>       |
| 4-        | Mr. Chan Kim Sea, Director General of Administration and Finance of the Ministry of Information  | <i>Member</i>       |
| 5-        | Mr. Hang Bunnak, Deputy Director General of Land Management & Urban Planning of the Ministry of Land Management, Urban Planning & Construction | <i>Member</i>       |
| 6-        | Mrs. Duong Rachany, Deputy Director General of Administration and General Affairs of the Ministry of Women Affairs                             | <i>Member</i>       |
| 7-        | Dr. Khuon Eng Mony, Deputy Director of Health Prevention of the Ministry of Health   | <i>Member</i>       |
| 8-        | Mr. Eng Kimly, Deputy Director of Pedagogical Research Department of the Ministry of Education Youth and Sports                                | <i>Member</i>       |
| 9-        | Mr. Hap Chanthea, Deputy Office Chief of Economy Politic and Public Finance of the Ministry of Economy and Finance                             | <i>Member</i>       |
| 10-       | Mr. Men Sothy, Deputy Office Chief of Planning and Statistics of the Ministry of Agriculture Forestry and Fisheries                            | <i>Member</i>       |
| 11-       | Mr. Tong Seng, Deputy Office Chief of Research and Flood Forecast of the Ministry of Water Resources and Meteorology                           | <i>Member</i>       |
| 12-       | Mr. Leng Song, Deputy Office Chief of Technical Planning for Road and Bridge of the Ministry of Public Works and Transportation                | <i>Member</i>       |

- |   |                  |
|---|------------------|
| 13- Mr. Duch Sam Ang, Chief of Disaster Preparedness and Response Program of the Cambodian Red Cross (CRC)              | <i>Secretary</i> |
| 14- Mr. Khun Sokha, Director of Preparedness and Training Department of the National Committee for Disaster Management  | <i>Secretary</i> |
| 15- Mr. Keo Vy, Assistant to Senior Minister and First Vice President of the National Committee for Disaster Management | <i>Secretary</i> |
| 16- Mr. Phlang Ponleu Rath, Assistant to the Secretariat of the National Committee for Disaster Management              |                  |

Article~3 - The Inter-Institution Task Force has the roles and responsibilities as follows:

- To be directly involved in development and production of Strategic National action plan (SNAP).
- To produce a work plan through the consultations with concerned institutions and stakeholders and seminars, training and select the main sectors to be integrated into overall Strategic National Action Plan (SNAP).
- To collect information, existing documents and lessons learnt from the concerned institutions of the basic needs for development a draft of the Strategic National Action Plan (SNAP).
- To assess the capacity needs of the line ministries responsible for DRR and mainstreaming DRR into the development scheme.
- To conclude and report of the consultation processes and disseminations the Strategic National Action Plan (SNAP).
- To invite the United Nation Agency (UNDMT), National and International NGOs to participate in the meeting for consultation.

Article~4 - The member of the Inter-Institution Task Force shall regularly attend the meeting on the invitation of the Chairman.

The Inter-Institution Task Force is entitled to use the stamp of the National Committee for Disaster Management (NCDM) for function its tasks.



Article~5 - His Excellencies, Ladies and Gentlemen who has stated in the Article-2 above shall implement this resolution effectively from the date of its signature.

Phnom Penh, October 25, 2007

For the National Committee for Disaster Management

First Vice President

Nhim Vanda

CC:

- Council of Ministers Office
  - Cabinet of Prime Minister Hun Sen
  - Ministries – Institutions
- "Be Informed"
- As in Article-2 (For Implementation)
  - Achieve

**ANNEX E****REFERENCES**

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