

Report

Cambodia's Inputs to the Post-2015 Framework on Disaster Risk Reduction (the Hyogo Framework for Action 2)

21st February 2013, Siem Reap, Cambodia

Introduction

This report presents inputs from Cambodia for the Post-2015 Framework on Disaster Risk Reduction (the successor of the Hyogo Framework for Action or HFA2). The recommendations are from a survey and discussion of Government agencies, local governments, civil society and other stakeholders participating in the 23rd Disaster Risk Reduction Forum (DRR Forum), organized by the National Committee for Disaster Management (NCDM) and partner organizations working in DRR in Cambodia on 21st February 2013 in Siem Reap, Cambodia.

The survey was designed by UNISDR Asia Pacific office, based on the Guidance for National and Local Consultation for the Post-2015 Framework on DRR to obtain inputs from as many as possible participants at the DRR Forum. An Advisor from the Information and Disaster Division of the UN Economic and Social Commission of Asia Pacific (ESCAP) helped facilitate the discussion at the DRR Forum while Plan International in Cambodia supported NCDM in analyzing the survey results and prepare the Survey report.

Key Messages

Lessons Learned in Implementing the HFA

- The major **success factors** driving the current progress in DRR and the implementation of the HFA in Cambodia include: the prioritization of disaster risk management (DRM) in national development strategies, followed by creating institutions, development of legislation and policies such as the Disaster Management Law (in draft), the approved Emergency Preparedness and Response Plan with involvement of key stakeholders. In addition, political will has led the HFA implementation. The involvement of stakeholders through the established National DRR Forums and other networks has been instrumental.
- The **challenges** in implementing the HFA identified are
 - Limited understanding of hazards and disaster risks.
 - Lack of harmonization and coordination mechanism among relevant stakeholders
 - Lack of investments for HFA implementation including allocation of budget for DRR at both national and local levels.
 - The inability to prove the benefit of investing in prevention activities
 - The need to improve awareness on DRR including early warning and develop disaster management information system,
 - Enforcement of policies and guidelines for implementation of laws

- The current HFA framework is found to be satisfactory. However, it was recommended to **improve accountabilities** at all level for its implementation. This includes measurement/monitoring and feedback tools and mechanisms, timely information dissemination, coordination and clear communication.
- Including DRR in the appraisal of programmes/projects has been listed as the most important measure, followed by accounting for disaster losses systematically. Other needs to strengthen accountabilities for DRR are 1) building capacity of development partners, 2) active roles and responsibility of public sector; 3) Enforce laws (including Anti-corruption Law) and 4) Increase general understanding on accountability
- To **promote DRR investments**, enhancing cost-benefit analysis of investments in DRR has been listed as the most important, followed by application of economic incentives e.g tax measures. Other issues listed include: 1) the development of disaster losses database 2) education and awareness raising on DRR and climate change adaptation among private sector, 3) promote active roles and responsibilities of public sector and 4) continue to strengthen integration of DRR into local planning (CIP/CDP) and budgeting.
- To accelerate the DRR progress, **basic knowledge** of hazards and risks (including climate risk) and **tools** are required: for disaster risk assessment (i.e. Hazard, Vulnerability and Capacity Assessment), for development of DRR strategy and plans, for integrating DRR into development; for monitoring and evaluation and for strengthening disaster preparedness for effective emergency response.
- The **role of Research/Academia is important** which could be focused on 1) developing new methodologies/approaches i.e. for risk mapping, linking DRR and response to CC and public awareness raising. The research and academia can also contribute to 1) the DRR integration guideline 2) baseline studies and development of databases 3) documenting and sharing good practices and Information-Education and Communications materials on DRR/CCA as well as 4) strengthening Early Warning and emergency response.

Integrating DRR into Development

- DRR has been integrated into Commune (or Area) Development Plan. Guidelines have been developed and adopted by the Ministry of Planning and other sector ministries to mainstream DRR into development planning. Building DRR capacity of local administration was an important factor for the progress in integrating DRR into development planning.
- Other success factors highlighted are 1) The involvement of all stakeholders especially CSO and private sector, 2) Strengthened capacity and budget for local administration at all level for DRR, 3) Strong coordination/collaboration during emergency response and overall disaster management between government and NGOs both at national and sub-national level, 4) Commitment of all institutions, 5) Community participation together with building DRR capacity of teachers, children and youth, and 6) Strengthened institutional set up for DRR implementation.
- To further enhance the progress, there is the need to strengthen coordination mechanism and accountabilities for implementation, including 1) Clear government structure and roles and

responsibilities for DRR, 2) Awareness raising for all people and mobilize resources for emergency response, 3) Integrate DRR and CCA into community development planning, and school curriculum, 4) Improve culture of safety at all level include safe places, 5) Promote youth as volunteer on disaster management, 6) Local infrastructure, 7) Pass the Disaster Management Law and put the Strategic National Action Plan on DRR (SNAP) into implementation.

Important Issues to be Considered in the Post-2015 Framework for DRR

- The following issues have been identified as most significant to be addressed by HFA2:
 - The lack of or the existing different understanding of hazards including non-natural hazards such as overuse of chemical insecticide and pandemic, etc
 - The need to address factors which lead to low adaptive capacity of people including 1) the resistance of responsible authorities to the understanding of new concept and new knowledge; 2) lack of financing for DRR; 3) natural resources management, addressing the issue of decreasing forest cover, poor waste management, etc; 4) disparities among population, especially migrants and 5) poor irrigation system in the country.
 - Strengthen coordination and political will
- To address the above top priorities and to ensure the implementation of HFA2, respondents of the survey indicated the need for 1) agreed clear plans with budget for implementation, 2) building capacity, 3) improve irrigation management system for rural livelihood, 4) build safety places and improve housing, 5) strengthen partnership among government, private sectors and the public, 6) promote DRR programme and mechanism to support implementation on the ground, and 7) effective response and recovery.
- HFA2 should continue to invest in human capacity building and advocate at global and regional level to build commitments by developed countries to support the prevention and mitigation of trans-boundary disasters, especially man-made disasters.
- To integrate DRR into the post-2015 development agenda, including DRR targets (i.e. reduction of casualties or economic losses due to disasters) has received highest rating, followed by assigning mandatory budget for disaster prevention activities in all sectors; and ensure accountabilities for disaster losses. Other recommendations include a) Conscientiousness, b) Aspiration, c) Integrity Practice and d) Sustainable Natural Resources Management.

Annexes:

- Annex 1: Agenda of the 23rd DRR Forum, 21st February 2013, Siem Reap, Cambodia
- Annex 2: List of Participants
- Annex 3: Survey Result Report

Annex 1

23rd National Disaster Risk Reduction Forum

Theme: *Mainstreaming of DRR/CCA into National Program for Sub-National Democratic Development.*

21st Feb 2013

Venue: Siem Reap Province (Angkor Paradise Hotel)

Time	Activities	Responsible Person
07:30-08:30	Registration	NCDM team
08:30-08:45	Opening Ceremony - Introduction	PCDM
08:30-08:40	- Welcome remarks	Provincial Governor
08:40-08:45	- Welcome remarks	NGO representative
08:45-09:45	- Opening Speech	HE. Dr. Nhim Vanda 1 st Vice President
09:45-10:15	<i>Coffee break</i>	
	Session I. DRR/CCA integration into Commune Development Plan (Good Practices of Implementers)	
10:15-10:30	Integration of DRR/CCA measures into Commune Investment Program (Pursat Province).	Concern/Partners Mr. Kim Miratori
10:30-10:45	Experiences of DRR/CCA integration process of WVC area program development with commune councils (Seam Reap Province).	World Vision Cambodia Mr. So Socheath
10:45-11:10	Open Forum (Plenary Discussion) - Discussing on Challenges, Gaps and sharing the good practices	<u>Chaired by</u> HE. Hou Taing Eng, Secretary General of MOP <u>Panelists</u> - HE. Ma Norith (NCDM) - Mr. Kim Miratori (Concern) - Mr. So Socheat (WVC)
	<i>Session II: Exchange learning on accountability practice for community development /DRR/ Emergency response.</i>	

Time	Activities	Responsible Person
11:10-11:25	Accountability practices in DRR and community development. (Sotr Nikum District/WVC)	HANet Cambodia Ms. Tes Sophorn
11:25-11:40	Accountability practices in Emergency Response	Oxfam Mr. Phay Shok khumar
11:40– 12:00	Open Forum (Plenary Discussion) - Discussing on Challenges, Gaps and sharing the good practices	Chair - Mr. Choub Sithan (NCDM) Panelists - Mr. Phay Shokkumar (Oxfam) - Ms. Tes Sophorn (HANet Cambodia) - Mr. Sok Sakhan (Caritas Cambodia)
12:00– 13:30	Lunch Break	All participants
	Session III: Special Report on DRR/CCA integration process into commune development plan	
13:30 – 14:00	DRR/CCA integration process into commune development plan.	NCDD Technical Officer
14:00 – 14:20	CCA integration process into commune development plan.	MOE - Mr Chea Chanthou, Vice Department of MOE
14:20– 14:40	Report and Experience on DRR/CCA integration process into commune development plan.	District Governor (Srey Snom)
14:40– 15:00	Report and Experience on DRR/CCA integration process into commune development plan.	District Governor (ChiKreng)
15:00– 15:30	Open Forum (Plenary Discussion) - Discussing between government and development partner	Chaired by - Mr. Soth Kimkolmony (NCDM) Panelists: - NCDD Technical Officer - Mr. Chea Chanthou (MOE) - District Governor (Srey Snom) - District Governor (ChiKreng)
15:30– 15:50	Coffee break	
15:50– 16:40	The Post HFA 2015 (Presentation, Question and Answer and Plenary discussion)	UN - ESCAP - Mr. Sanjay Srivastava
16:40 – 17:00	- Conclusion and Key note - Closing speech	HE. Ponn Narith NCDM, Secretary General

Annex 2: List of Participants

Annex 3: Synthesis of the survey results
(With technical support from Plan International Cambodia)

**Cambodia Stakeholders' Inputs to the
Post-2015 Framework on Disaster Risk Reduction and
How DRR should be reflected in the Post-2015 Development Agenda**

1. The most important success factors for Cambodia's efforts, through the implementation of HFA, to reduce the risk of natural hazards becoming disasters are National Development Strategies Prioritizing Disaster Risk Management, followed by Creating Institutions which specify to disaster management structure of National Committee for Disaster Management Committee (NCDM).

Other factors specified by from respondents are the preparation of the Disaster Management Law (in draft), the approved Emergency Preparedness and Response Plan with involvement from key stakeholders, the National DRR Forums and other networks with involvement of disaster management concerned organizations that are established and running.

The reasons are:

The DM Law is very important to support disaster management implementation in the country especially it supports the integration of Disaster Risk Reduction into development plans of all sectors (ministries) and practice. Creating Institutions plays significant roles and advocates for strategic actions and integration. Moreover, the survey highlighted that political will leads and influences mostly the HFA implementation in the country.

2. The biggest challenges for Cambodia in implementing DRR (and the principles of HFA) are mostly related to Limited understanding of hazards and disaster risks while there is around 51% responded as Not able to prove the benefit of investing in prevention activities have been reported.

The other aspects are about lacking of harmonization and coordination mechanism among relevant stakeholders, and lack of investment for HFA implementation. Behind above challenges, resources, financial or budgeting allocation for both national and sub-nation level is a big challenge. Improving awareness on Disaster Risk Reduction including early warning and disaster management information system, mechanism for coordination, enforcement of policies and guidelines for implementation of laws are recommended.

3. What is missing in the current HFA framework (The HFA includes 5 priority actions: 1) Make DRR a priority; 2) Knowing the risks; 3) Build understanding and awareness; 4) Reduce underlying risk factors and 5) Strengthening preparedness for effective response).

The survey results show that respondents are mostly satisfied with the current HFA framework but there are some recommendations to *improve ACCOUNTABILITY at all level for the implementation of the framework*. This includes measurement/monitoring and feedback tools and mechanisms, timely information dissemination, coordination and clear communication. They also recommended that the HFA2 continues to invest in HUMAN CAPACITY BUILDING, and ensure that global and regional advocacy for commitments by developed countries to reduce, mitigate and prevent trans-boundary

disasters especially man-made disasters which have affected developing countries.

4. The success factors for integrating DRR into development (both at national and local level) in Cambodia are:

The *integration of DRR into Commune (or Area) Development Plan and the development of Guidelines adopted by the Ministry of Planning and other sector ministries for mainstreaming DRR into development planning. Also, building DRR capacity of local administration was reported as an important factor.*

Other comments highlighted include 1) the involvement of all stakeholders especially CSO and private sectors, 2) Strengthening capacity and budget for local administration at all level for DRR, 3) Strong coordination/collaboration during emergency response and overall disaster management between government and NGOs both at national and sub-national level, 4) Commitment of all institutions, 5) Community participation together with building DRR capacity of teachers, children and youth, and 6) Strengthen institutional set up for DRR implementation.

Recommendations for improvements and continue the progress

Most of respondents commented on the need to strengthen coordination mechanism and accountabilities for implementation, including 1) Clear government structure and roles and responsibilities for DRR, 2) Awareness raising for all people and mobilize resources for emergency response, 3) Integrate DRR and CCA into community development planning, and school curriculum, 4) Improve culture of safety at all level include safe places, 5) Promote youth as volunteer on disaster management, 6) Local infrastructure, 7) Endorse DM law and put the Strategic National Action Plan on DRR (SNAP) into implementation.

5. Encourage more long-term investments in DRR measures by the public and private sectors:

Respondents reported mostly on enhancing cost-benefit analysis of investments in DRR while there is less than 44% selected Creative Economic Incentives e.g tax measures.

Other recommendations relate to 1) Database of disaster losses 2) Education and awareness raising on climate change adaptation for private sector, 3) Set or activate the roles and responsibilities of public sectors, 4) DRR integration into local planning (CIP/CDP) and budgeting .

6. Strengthen accountabilities for DRR

The survey shows a common selection for *Include DRR in appraisal of programmes/projects, followed by Account for disaster losses systematically.*

In order to strengthen accountabilities for DRR, respondents commonly commented on the need for 1) Building capacity of development partners, 2) Active roles and responsibility of public sector. Some comments relate to 1) Strengthening laws (including Anti-corruption Law), 2) Feedback mechanism, 3) Increase understanding on accountability, 4) More DRR investment, 5) Reinforce DMIS and EWS

7. Knowledge we need to acquire for our future DRR work:

Even though there have been great progressed on capacity building to relevant stakeholder

meanwhile Basic knowledge, concepts, tools (HVC) of climate change (include climatic hazards) and natural resources management, and Disaster Management in term of strategy and DRR planning process, preparedness for effective emergency response, and recovery are commonly need to be continue in the country.

In addition to be practical, respondents reported that Public awareness for common understanding of DRR to local people, and its mainstreaming into projects, programme and policies are needed. Systematically support above mentioned, respondents recommended to develop and disseminate tools for DRR-Development integration and monitoring and evaluation.

To acquire the knowledge needed, the role of Research/Academia is really important which could be focused on 1) Exploring the existing and new things/concepts include doing risk mapping on related DRR and CC and do awareness raising to all people. The research and Academia are also good contribution to 1) Produce the DRR integration guideline 2) Baseline study/database 3) document and share good practices and IECs on DRR/CCA, and they are also able to involve in Emergency Response.

8. Three issues that absolutely must be included in the Post-2015 Framework for DRR

- a) Lack of and different understanding or knowing **HAZARDS** such as Flood, Earthquake, Lightning, Over use of chemical insecticide, Fire, pandemic, H5N1, Strong win, climatic hazards are common issue in the country
- b) There are some challenges relate to **ELEMENTS AT RISK** which lead low adaptive capacity of people to climatic hazards in term of 1) Resistant of acceptance of responsible person on new knowledge or concepts 2) Lack of budgeting/financing, 3) NRM (Decrease forestry cover and poor waste management), 4) Disparity of population especially move to city, 5) Poor irrigation system
- c) It is still concerning about **COORDINATION AND POLITICAL WILL** between government and NGOs and other relevant stakeholders

In response to these issues there some proposing which should be put as strategic of implementation the post HFA are given by respondents 1) agreed clear planning with budgeting, 2) building capacity, 3) Improve irrigation management system for rural livelihood, 4) Safety places and improve housing management, 5) Strengthening partnership among government, public and private sectors, 6) promote DRR programme and mechanism to support implementation at field level, 7) Improve Proposal development and project management for Effective response and recovery.

9. Requirement to make DRR imperative for sustainable development

Most respondents choose Include DRR targets in development plans, for example, 0 casualty or reduction of economic losses due to disasters as percentage of GDP while 56% selected Assign mandatory % of budget for disaster prevention activities in all sectors and Ensure accountabilities for disaster losses

Other recommendations by respondents include a) Conscientiousness, b) Aspiration, c) Integrity Practice, d) Sustainable Natural Resources Management.

SURVEY

Cambodia Stakeholders' Inputs to the Post-2015 Framework on Disaster Risk Reduction

Your answers are important to shape Cambodia's position for the Post-2015 Framework on Disaster Risk Reduction (the successor of the Hyogo Framework for Action or HFA2) and how DRR should be reflected in the Post-2015 Development Agenda (post MDGs). Thank you!

1. What are **the most important success factors** for Cambodia's efforts, through the implementation of HFA, to reduce the risk of natural hazards becoming disasters
National development strategies prioritizing disaster risk management
Creating institutions
Others, please list _____
Why? _____
2. What have been **the biggest challenges** for Cambodia in implementing DRR (and the principles of HFA)?
Limited understanding of hazards and disaster risks
Not able to prove the benefit of investing in prevention activities
Others, please list _____
3. What is **missing in the current HFA** framework (*The HFA includes 5 priority actions: 1) Make DRR a priority; 2) Knowing the risks; 3) Build understanding and awareness; 4) Reduce underlying risk factors and 5) Strengthening preparedness for effective response*)

4. What are the **success factors for integrating DRR into development** (both at national and local level) in Cambodia?
Developing Guidelines, adopted by MOP and sector ministries
Integration into Commune (or Area) Development Plan
Building DRR capacity of local administration
Others, please specify _____
What can be improved? _____
5. How should we encourage **more long-term investments in DRR** measures by the public and private sector?
Create economic incentives e.g tax measures
Enhance cost-benefit analysis of investments in DRR
Others, please specify _____

6. How to **strengthen accountabilities** for DRR?

Account for disaster losses systematically

Include DRR in appraisal of programmes/projects

Others, please specify _____

7. **What knowledge do we need to acquire** for our future DRR work?

What **roles research/academia** should play? _____

8. Name **three issues** that absolutely must be included in the Post-2015 Framework for DRR

1) _____

2) _____

3) _____

9. **What is required** to make DRR imperative for sustainable development?

Include DRR targets in development plans, for example, 0 casualty or reduction of economic losses due to disasters as percentage of GDP

Assign mandatory % of budget for disaster prevention activities in all sectors

Ensure accountabilities for disaster losses

Others, please recommend _____