

# DISASTER MANAGEMENT STATUS OF THE KINGDOM OF CAMBODIA



## COUNTRY OVERVIEW

The Kingdom of Cambodia is situated in the Southwest of the Indochinese peninsular and has a rich culture that dates back 2,000 years ago. The country has a land area of 181,035 square kilometers and population of 14.9 million people<sup>1</sup>. Like in the rest of Southeast Asia, Cambodia's climate is characterized by two main seasons: the monsoon, which brings rain from mid-May to October, and dry season from November to April<sup>2</sup>.

Cambodia continues to enjoy robust growth, albeit at a slightly slower pace. Real growth in 2014 is estimated to have reached 7%. The garment sector, together with construction and services, in particular, finance and real estate continues to propel growth. However, the 2015 and 2016 projection for economic growth is about 6.9%, as it confronts stronger competition in garment exports, continued weak agriculture sector growth, and softer growth in the tourism sector.

Poverty continues to fall in Cambodia, although the pace has declined significantly. The poverty rate was 19% in 2011<sup>3</sup>. World Bank estimates suggest that Cambodia achieved the Millennium Development Goal (MDG) of halving poverty in 2009. However, the vast majority of families who escaped poverty were only able to do so by a small margin.

Human development, particularly in the areas of health and education, remains an important development priority for Cambodia. Cambodia has made good strides in improving maternal health, early child care, and primary education programs in rural areas. The number of deaths per 100,000 live births decreased from 472 in 2005 to 170 in 2014, the under-five child mortality rate decreased from 124 per 1,000 live births in 1998 to 35 per 1,000 in 2014, and the net primary school admission rate increased from 81% in 2001 to 94.3% in 2012.

The key challenge going forward is to stimulate the agricultural and tourism sectors to once again become strong engines of growth supporting poverty reduction, as well as to expand and sustain growth in manufacturing including garments<sup>4</sup>.

## COUNTRY DISASTER RISK PROFILE

In recent years, Cambodia has experienced significant developments not only in political and security but also in economic and social aspects. At the same time, the extreme typhoons and floods had caused considerable damage and losses in social, production, infrastructure and cross-cutting sectors. In 2009, typhoon Ketsana hit Cambodia flattening houses, damaging buildings, and causing massive flooding and caused an estimated the total damage and loss to be USD132 million, of which USD58 million in damages and USD74 million in losses<sup>5</sup>. The 2011 floods caused the immediate direct social impacts on the affected community were devastating and an estimated USD451 million in damages and USD174 million in losses<sup>6</sup>; and subsequently, the 2013 floods resulted in the total value of damage and loss amounts to USD356.3 million, of which USD153.27 million represents the destruction of physical assets in the affected areas and USD203.03 million represents estimated losses in production and

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<sup>1</sup> Ministry of Planning of the Kingdom of Cambodia, Population Projection, 2010

<sup>2</sup> UNDP Cambodia, October 2015 [<http://www.kh.undp.org/content/cambodia/en/home/countryinfo/>]

<sup>3</sup> National Strategic Development Plan (NSDP) 2014-2018, Ministry of Planning of the Kingdom of Cambodia

<sup>4</sup> World Bank Cambodia, April 2015 [<http://www.worldbank.org/en/country/cambodia/overview>]

<sup>5</sup> Typhoon Ketsana Comprehensive Cambodia Post-Disaster Needs Assessment, PDNA-January 2010

<sup>6</sup> ADB Flood Damage Emergency Reconstruction Project-Preliminary Assessment, March 2012

economic flows<sup>7</sup>.

Cambodia is characterized by the extensive disaster risk intrinsically linked with the weather and climate variability/change. Addressing the risks emanating from the recurrent droughts, floods and typhoons, for example, requires the practical strategy that enables climate adaptation in agriculture, water and rural development sectors. The common threads among disaster risk reduction, climate change adaptation and sustainable development have been recognized and substantive progressed in developing the strategies and policies to address the outstanding integrated issues in the recent years.

The Strategic National Action Plan for Disaster Risk Reduction (SNAP-DRR) 2008-2013 which set out clear priorities and launched by the Royal Government of Cambodia (RGC) in March 2009. The action plan in its specific objectives clearly set out priorities for a) improving common understanding, knowledge and awareness of disaster risk reduction; b) monitoring the implementation of disaster risk reduction initiatives in the country; c) mainstreaming of disaster risk reduction into development plans, policies and projects; d) enhancing cooperation between disaster management and development stakeholders; e) improving efficiency of resource allocation and utilization in disaster reduction; and f) orienting donor support to ensure resourcing towards government priorities. The above priorities and actions thoroughly support integration with sustainable development and climate change adaptation.

The RGC has shown the strong commitment to address climate change by ratifying the United Nations Framework Convention on Climate Change (UNFCCC) in 1996 and the Kyoto-Protocol in 2003. In 2006, it established the National Committee on Climate Change (NCCC) comprising high-level representatives from 20 line ministries-institutions. The Prime Minister is the honorary chair of NCCC from 2009. In October 2006, the Royal Government of Cambodia (RGC) completed the National Adaptation Programme of Action (NAPA), which included 39 priority adaptation projects in sectors such as-agriculture, water resources, coastal zone management, and human health.

## **DISASTER MANAGEMENT SYSTEM IN CAMBODIA**

The National Committee for Disaster Management (NCDM) of the Kingdom of Cambodia was established in 1995 and followed by a Sub-decree No. 30 ANKR.BK, dated April 09, 2002 to serve as the coordinating body for all disaster management-related activities of the Royal Government of Cambodia. NCDM had established the structures of mechanism to respond to the disaster from national to local levels. It is also recognized as the primary agency for managing emergencies and building the resilience of communities to natural disasters.

The other key mandates of NCDM include the implementing prevention and mitigation strategies to reduce the impact of disasters on life, livelihoods and infrastructure, issuing and recommending guidelines and policies for legislative and budgetary support for emergency and disaster management. As a coordinating and policy recommending body, NCDM's goal is to build an effective system for disaster prevention, effective disaster response and rapid disaster recovery.

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<sup>7</sup> Cambodia Post-Flood Early Recovery Needs Assessment, PFERNA-March 2014

## Roles and Responsibilities

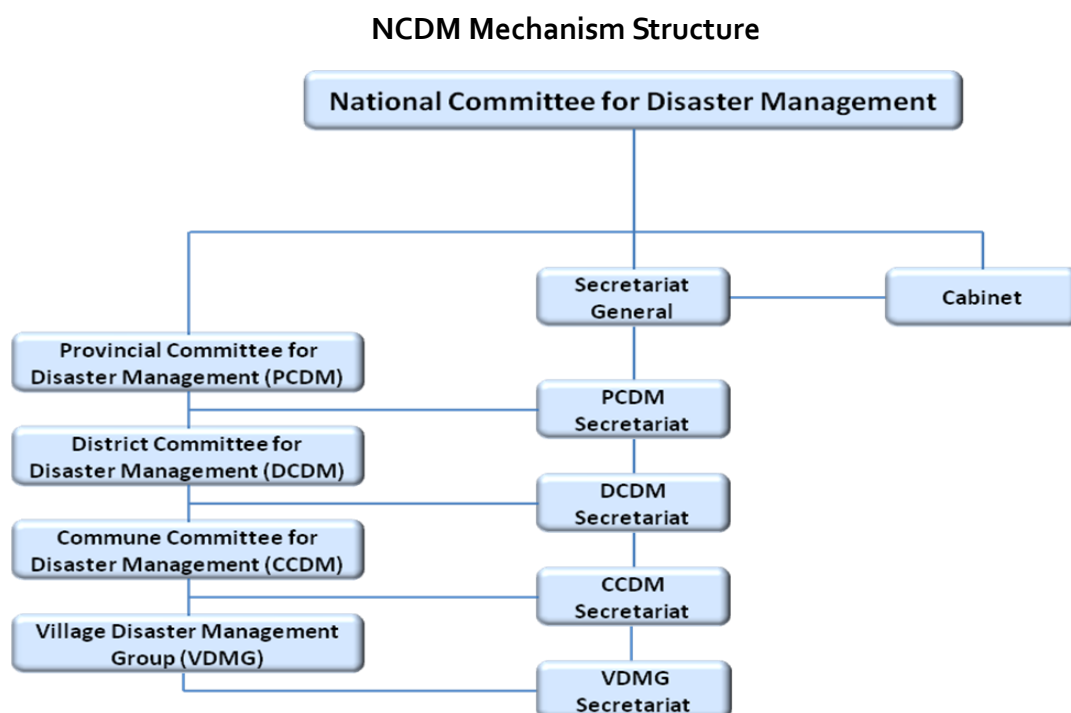
- To ensure the continuity and functioning of the national committee for disaster management administration;
- To conduct research into the flood, drought, storm, wildfire, epidemics prone areas and other hazards in developing the preparedness and emergency response plans;
- To instruct the provincial, municipal, district committees for disaster management and relief communities about work and technical skill that are the basis for collection of disaster data for damage and need assessment and prepare rehabilitation and reconstruction programmes of damaged infrastructure in co-ordination with institutions UN agencies, IOs, and NGOs concerned;
- To formulate a technical skill training programme for officials who serve disaster management functions in provinces, municipalities, district, precinct, and relief communities within the framework of training in and out of the country;
- To coordinate work with ministries/institutions concerned, local authorities, UN agencies, IOs, and NGOs in order to evacuate vulnerable people to haven and to provide them with security, public education, emergency response and other programmes.

The NCDM is headed by the Prime Minister as president with membership comprising almost all ministers, as well as representatives from other government offices. A Secretariat coordinates all activities and serves as the point of contact for disaster management efforts and information. The entire 22 members meet every July, right before the onset of the rainy season.

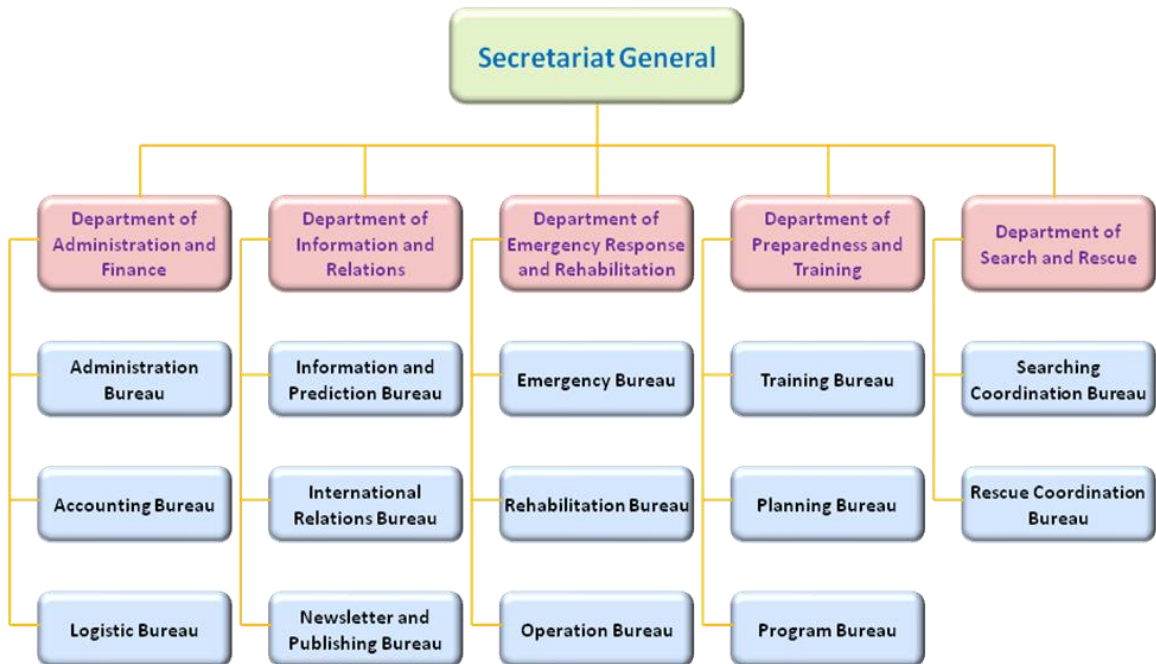
## ORGANIZATIONAL CHART OF N

### Note:

- President is the Prime Minister
- The First Vice President is the Senior Minister and one high ranking official is a Vice President
- Several Deputy Prime Ministers are also Vice President
- All Government Ministries are members



## NCDM Secretariat-General Organizational Chart



### Roles and Responsibilities of NCDM Secretariat-General

- To ensure the continuity and functioning of the National Committee for Disaster Management administration;
- To conduct research into the flood, drought, storm, wildfire, epidemics prone areas and other hazards by preparing Preparedness and Emergency Response plans;
- To instruct the provincial, Municipal, District, Precinct, committee for Disaster Management and relief communities about work and technical skill that are the basis for collection of disaster data for damage and need assessment and prepare rehabilitation and reconstruction programmes of damaged infrastructure in co-ordination with institutions UN agencies, IOs, and NGOs concerned;
- To formulate a technical skill training programme for officials who serve Disaster Management functions in provinces, municipalities, district, precinct, and relief communities within the framework of training in and out of the country;
- To coordinate work with Ministries/Institutions concerned, local authorities, UN agencies, IOs, and NGOs in order to evacuate vulnerable people to haven and to provide them with security, public education, Emergency Response and other programmes;
- To give opinion of the documents related to Disaster Management and the letters of consent. To sum the report up and submit it to the National Committee for Disaster Management.

The Secretariat-General of the National Committee for Disaster Management is composed of five departments: (i) Emergency Response and Rehabilitation; (ii) Administration and Finance; (iii) Information and Relations; (iv) Preparedness and Training; and, (v) Search and Rescue.

### **Roles and Responsibilities of the Department of Administration and Finance**

- To administer and circulate the National Committee for Disaster Management administrative documents;
- To sum up the National Committee for Disaster Management work and other activities;
- To govern the National Committee for Disaster Management civil servants;
- To collect the needs, formulate a budget proposal, plan a programme of expense, tract and remind of its execution;
- To coordinate the National Committee for Disaster Management budget line and expenses;
- To administer immovable property, movable object, stock of goods and its inventory.

### **Roles and Responsibilities of the Department of Information and Relations**

- To follow weather information, and meteorology and hydrology situation;
- To write and compile disaster news;
- To issue information regarding various disasters occurring in and out of the country through bulletin and broadcasting system;
- To produce disaster posters and leaflets;
- To prepare report on hydrology and meteorology situation in collaboration with skilled Ministries/ Institutions and broadcast the warning of the emergency, needs and measures;
- To communicate with foreign countries and IOs regarding disaster work.

### **Roles and Responsibilities of the Department of Emergency Response and Rehabilitations**

- To establish a command structure in emergency operation according to the National Policy for Disaster Management upon receiving information on disaster predictions;
- To prepare a prevention/ mitigation/ emergency relief plan, and labour rehabilitation and rehabilitation programmes;
- To coordinate the research into hazards, services, emergency relief, safety, security, evacuation, and shelters with Ministries/ Institutions concerned, UN agencies, IOs, and NGOs;
- To conduct damage and needs assessment and lead the operation when emergency happens.

### **Roles and Responsibilities of the Department of Preparedness and Training**

- To prepare equipment, materials and supplies for emergency response;
- To formulate plans and programmes for training human resources who serve Disaster Management function at the National/ Local level;
- To choose the candidates who participate in the training course in and out of the country;
- To educate and disseminate Disaster Preparedness to the local communities and the affected people;
- To publish pictorial documents related to Disaster Preparedness and Mitigation.

### **Roles and Responsibilities of the Department of Search and Rescue**

- To coordinate work with the Secretariat of State for Civil Aviation and Ministries/ Institutions concerned in order to conduct the activities in conformity with the organized legislative procedure;
- To prepare a plan and submit it to the High-Command of the Royal Cambodian Armed Forces regarding the use of means and SAR intervention forces;
- To receive and dispatch information on aircraft/ ship accident and request principles, implementing regulations and instructions from the National Committee for Disaster Management related to the coordination of search and rescue;
- To issue official announcement of the crash site when the information is double checked;

- To prepare modality and conduct the SAR operation in collaboration with the neighbouring country according to agreement on Search and Rescue;
- To collaborate with Emergency Coordination Center of State Secretariat of Civil Aviation and identify SAR mission.  
The Emergency Coordination Center (ECC) is under the Secretariat-General of NCDM management structure.

### **Sub-National Level**

The committees for disaster management branch into the provinces, districts, and communes, and retain similar governing structures and officers across all levels. The provincial committees for disaster management (PCDM) are designed to mirror the NCDM, with the provincial governor as the head and membership drawn from the provincial departments of the ministries as well as representatives from the police, army, gendarmerie, and the Cambodian Red Cross. At the district level, district chiefs and relevant officers should be designated members of district committees for disaster management (DCDM).

### **Provincial/ Municipal Committee for Disaster Management**

At each Province/Municipality there is Provincial/Municipal Committee for Disaster Management comprising the following membership:

- The Provincial/ Municipal Governor : President
- The Deputy Governor : Vice-President
- The Chief of relevant Government Department and the Director of the Provincial/Municipal Red Cross : Members

### **Duties of the Provincial/ Municipal Committee for Disaster Management**

- To implement the National Policy for Disaster Management;
- To prepare guideline and support the activities of the District/ Precinct Committee for Disaster Management;
- To make recommendation to the National Committee for Disaster Management on the activities of the institutions concerned and CRC, the Assistance of the National Organizations and IOs that participate in Disaster Prevention, Preparedness, Emergency Response and Rehabilitation;
- To write a report and submit it to the National Committee for Disaster Management regarding damage and make a budget proposal, a proposal of equipment, materials, means of transport and intervention force for action when there is Disaster;
- To carry out the training program in order to strengthen the officials who serve Disaster Management functions with technical skill and public education programme at the communities.

At each District/ Precinct there is District/ Precinct Committee for Disaster Management whose membership is:

- The District/ Precinct Chief : President
- The District/ Precinct Deputy : Vice-President
- The Chief of relevant offices within the District/ Precinct and the Chief of the District/ Precinct Red Cross : Members

### **Duties of the District/ Precinct Committee for Disaster Management**

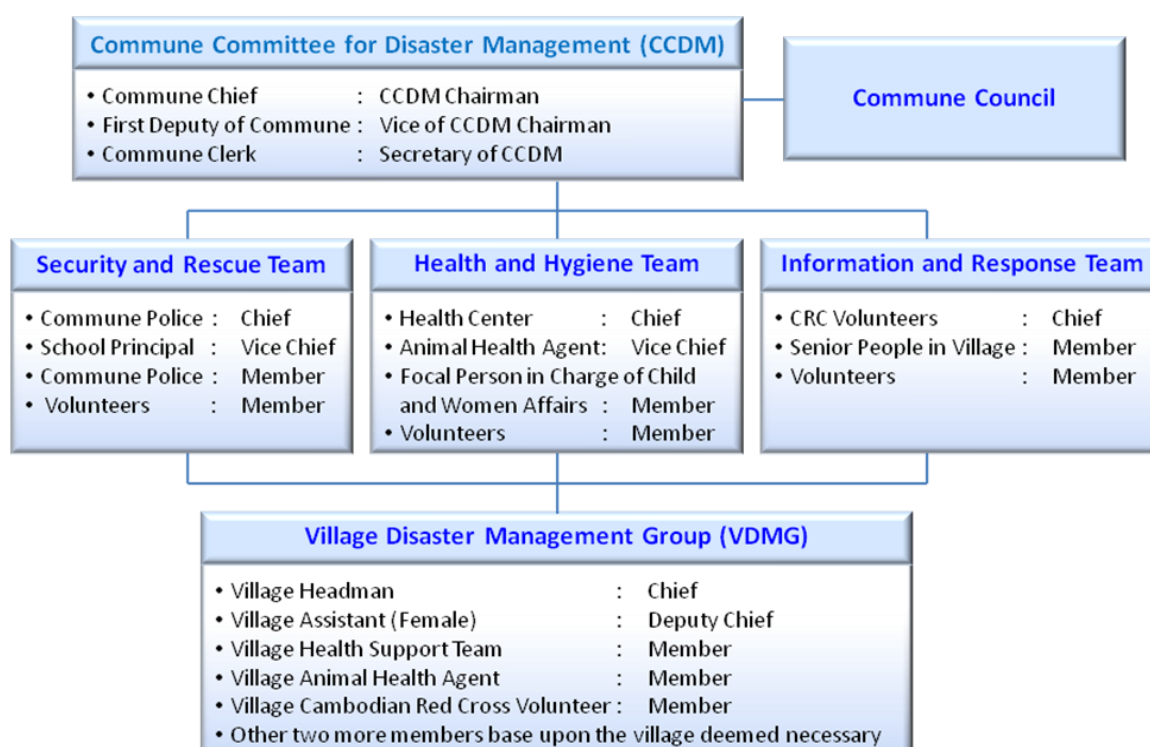
- To implement the National Policy which is involved in Disaster Management;

- To choose officials who participate in the training course on Disaster Management at the National or Provincial/ Municipal levels;
- To prepare and disseminate disaster information to public;
- To forward report on damage and needs to the Provincial/ Municipal Committee for Disaster Management;
- To lead operations during disaster including relief assistance, evacuation, shelter, and medical supplies;
- To forward the summary report on operation and relief assistance to the Provincial/ Municipal Committee for Disaster Management.

The direction No. 315 of NCDM, dated 21 July 2010 has instructed the commune/ sangkat chiefs to establishment of the Village Disaster Management Team (VDMT) in their respective commune/sangkat comprise of 7 people:

- Village Headman : Chief
- Village Assistant (Female) : Deputy Chief
- Village Health Support Team : Member
- Village Animal Health Agent : Member
- Village Cambodian Red Cross Volunteer : Member
- Other two more members base upon the village deemed necessary

### Commune Emergency Coordination Mechanism



### Major Disaster Types in Cambodia

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 (*Cambodia Disaster Profile 2013*).

### **Disaster Prevention**

- Implementing the disaster risk reduction (DRR) program through the structural development such as dam, provincial and rural roads as well as the safety areas at high level that enable to prevent from flooding.
- Mainstreaming and incorporating DRR concept into school curriculum at the primary and secondary school levels.
- Mainstreaming DRR activities into the commune development plan and public awareness.

### **Risk Assessment**

- NCDM has played a core role in coordination and collaboration with national-international organization partners and relevant stakeholders in conducting the post disaster needs assessment (PDNA) while Cambodia had been hit by Typhoon Ketsana in 2009 and the severe flood in 2011.

### **Disaster Preparedness**

- NCDM had been actively enhanced the sub-national level to develop the disaster preparedness and contingency plans at the respective provinces.

### **Emergency Response**

In the event of disaster occurrences, the in-charged committee for disaster management in the affected areas shall take the immediate actions as below:

- Lead, coordinate and command every emergency operation;
- Mitigate the spread of devastation and other risks;
- Assess and evaluate the impact, damage and loss, and the needs for response;
- Provide relief and humanitarian aids as deemed necessary;
- Regularly report through vertical line channels on the situation, operational activities and additional request of intervention as deemed necessary.

### **Recovery Activity**

- In aftermath of the Typhoon Ketsana in 2009 and the severe flood in 2011, NCDM of the Royal government of Cambodia had been closely coordination with line ministries and specialized agencies in the recovery process of the respective sectors. For instance, the Ministry of Rural Development restoring the drinking water well, rural road and bridges. The Ministry of Water Resources and Meteorology restoring the levees, dams, canals and water-gates. The Ministry of Agriculture, Forestry and Fishery restoring the rice seedling and rice cultivation. The Ministry of Education, Youth and Sports reconstructing the school building and facilities. And many other ministries reconstructing their facilities damaged by natural disaster.

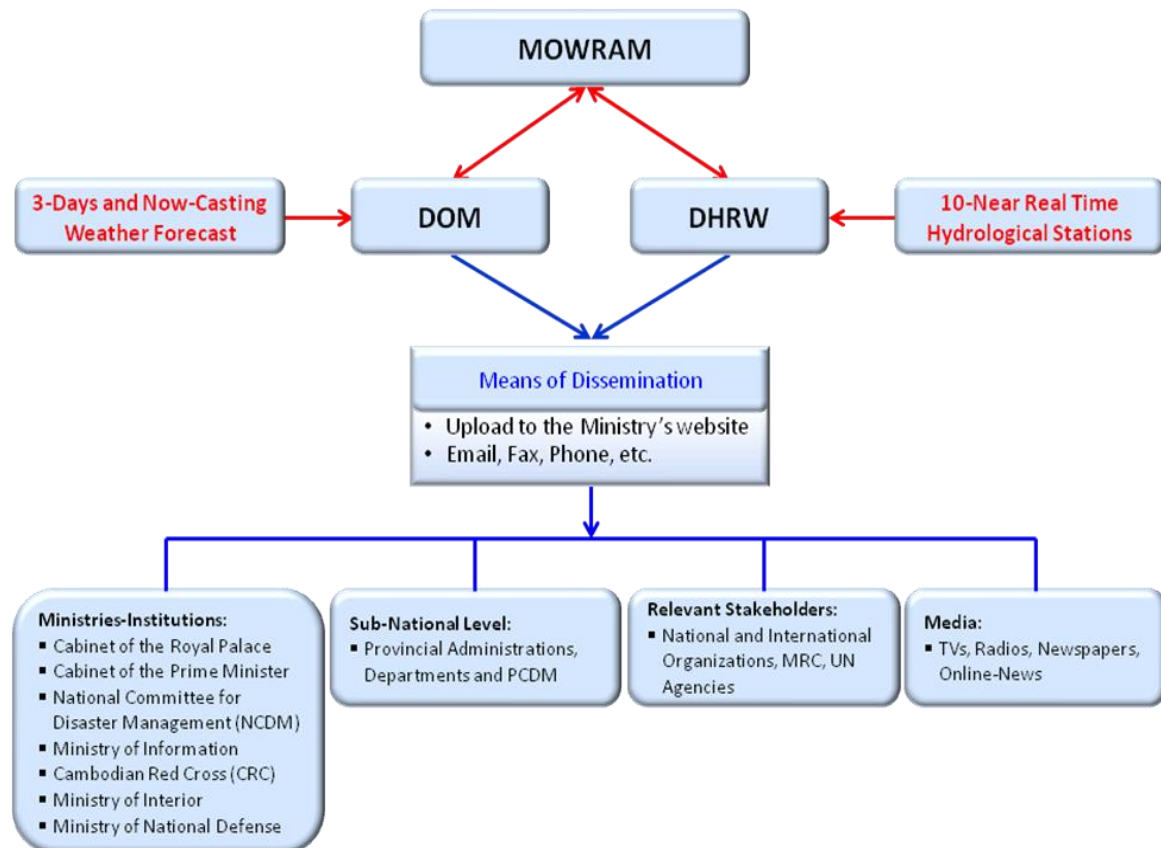
### **Information Dissemination Channel**

- Department of Meteorology (DOM) and Department of Hydrology and River Works (DHRW) of the Ministry of Water Resources and Meteorology (MOWRAM) are mandated to produce and disseminate the forecasting and early warning information to the entire country;
- NCDM in partnership with other stakeholders (Ministries-Institutions, PCDM/DCDM, humanitarian agencies etc.) assume the coordination role;
- Regional Flood Management and Mitigation Center (RFMMC) of the Mekong River Commission (MRC) based in Vientiane (Lao PDR) is responsible for producing and

disseminating flood forecasting and early warning information for its member states in the Lower Mekong Basin, including Cambodia;

- Cambodian Red Cross (CRC) plays an important role in disseminating flood and other natural hazard forecasting to the communities.

## DISSEMINATION OF FORECASTING AND EARLY WARNING INFORMATION



### Note:

- Ministry of Water Resources and Meteorology (MOWRAM)
- Department of Meteorology (DOM)
- Department of Hydrology and River Work (DHRW)

### Challenges of Information Dissemination

- NCDM's capacity is limited in dissemination of disaster information across all levels, due to the insufficient funding, dated communication systems, lack of equipment and high technology applications such as disaster image data [CCTV] integration and interface system, space information image by GIS, Satellite image, Aviation image etc.;
- The forecasting and early warning information from national level could only reached the provincial, but not the commune level;
- The issues of coordination and data sharing between sub-national levels, ministry-institution, Cambodian Red Cross, organization partners, UN Agencies and ASEAN member states was improved at some extent.

### NCDM Cooperation Mechanisms and Networks

The cooperation mechanisms and networks of the National Committee for Disaster

Management (NCDM) of the Kingdom of Cambodia are classified into five categories, namely, global cooperation under the UN framework, regional cooperation under APEC, regional cooperation with ASEAN as the core, regional cooperation initiated by individual member states, and the inter-agency networks.

#### **A- Global Cooperation under the UN Framework**

- In 1994, the UN World Conference on Disaster Reduction (WCDR) adopted the Yokohama Strategy and Plan of Action for a Safer World, which marks the beginning of institutionalized international cooperation on disaster relief and management.
- In 2005, the 2<sup>nd</sup> WCDR adopted the Hyogo Framework for Action (2005-2015).
- In addition, the UNISDR has also formulated the International Strategy for Disaster Reduction
- The Sendai Framework for Disaster Risk Reduction (SFDRR) 2015-2030 was adopted by the representatives from 187 countries had gathered from 14 to 18 March 2015 at the Third UN World Conference in Sendai City of Miyagi Prefecture, Japan.

#### **B- Regional Cooperation under the APEC Framework**

- In 2005, in response to Indian Ocean tsunami, APEC Senior Officials' Meeting set up the APEC Task Force of Emergency Preparedness (TFEP) to coordinate and promote responses to emergencies and disasters.
- In 2008, TFEP produced "Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region: 2009-2015".
- In 2010, TFEP was upgraded to EPWG (Emergency Preparedness Working Group)

#### **C- Regional Cooperation with ASEAN at the Core**

- In early 2003, ASEAN Committee on Disaster Management (ACDM) was set up.
- It developed an ASEAN Regional Programme on Disaster Management (ARPDM), which provided a framework for cooperation from 2004 to 2010, and outlined ASEAN's regional strategy on disaster management, as well as priority areas and activities for disaster reduction.
- Following the ARPDM, ASEAN has developed a series of frameworks, mechanisms, agencies and programs on disaster management and emergency response with a view of building a resilient community, such as the afore-mentioned ADDMER, AHA, SASOP, and ARDEX.
- Since the 2004 tsunami in Indonesia, disaster prevention and reduction has become a priority area for cooperation among ASEAN+3 countries.
- In June 2007, the first ASEAN +3 Workshop on Armed Forces' Participation in International Disaster Relief Operations was held in China.
- In June 2008, the second workshop on this theme was held with even more specific and practical orientations.
- In May 2010, the ASEAN+3 Workshop on City Disaster Emergency Response Management was held, which produced a series of recommendations on ASEAN+3 urban disaster prevention and reduction.

#### **D- Regional Cooperation Initiated By Member Countries**

- As early as 1986, the Asian Disaster Preparedness Center (ADPC) was set up in Thailand.
- In 1998, the Asian Disaster Reduction Center (ADRC) was established in Kobe, Hyogo prefecture, and its members include 26 countries in the Asia Pacific and one organization.
- In 2005, the first Asian Conference on Disaster Reduction was held in Beijing. It was the first ministerial meeting on disaster reduction in Asia.
- The 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> conferences were held respectively in India (2007), Malaysia (2008), Republic of Korea (2010), Indonesia (2012), and Thailand (2014).

## E- Inter-Government Agency Networks

A network of government ministries is the recognized government focal point for disaster management related activities.

- Ministry of Interior (MOINT)
- Ministry of National Defense (MOND)
- Council of Ministers (COM)
- Ministry of Economy and Finance (MOEF)
- Ministry of Foreign Affairs and International Cooperation (MOFAIC)
- Ministry of Environment (MOE)
- Ministry of Water Resources and Meteorology (MOWRAM)
- Ministry of Agriculture, Forestry and Fisheries (MOAFF)
- Ministry of Commerce (MOC)
- Ministry of Health (MOH)
- Ministry of Rural Development (MORD)
- Ministry of Industry, Mines and Energy (MOIME)
- Ministry of Social Affairs, Veterans and Youth Rehabilitation (MOSAVY)
- Ministry of Public Works and Transport (MOPWT)
- Ministry of Education, Youth and Sports (MOEYS)
- Ministry of Women's Affairs (MOWA)
- Royal Cambodian Armed Forces HQ (RCAF HQ)
- Cambodian Red Cross (CRC)
- State Secretariat of Civil Aviation (SSOCA)
- Ministry of Information (MOI)
- Ministry of Planning (MOP)
- Ministry of Land Management, Urban Planning and Construction (MOLMUPC)

- ❖ Each member ministry takes the lead in developing policies on disaster management activities relevant to their mandates. The representatives from this group are mandated to meet every July to plan and coordinate responses and clarify roles before the expected arrival of the rainy season.
- ❖ The NCDM coordinates a working group for emergency response and rehabilitation work. Members include NGOs, the IFRC and CRC, the UN Disaster Management team and representatives from the health, agriculture and rural development sectors.
- ❖ The United Nations Disaster Management Team (UNDMT) is composed of country representatives from the UN Food and Agriculture Organization (FAO), United Nations Development program (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), World Food Program (WFP) and World Health Organization (WHO). The World Food Programme is the present coordinator of the team.
- ❖ The Humanitarian Accountability Network (HANet), which promotes accountability in the humanitarian sector. This group is currently chaired by CARE and has World Vision, Oxfam, Caritas, IFRC, CRC, CONCERN and other local NGOs in its membership.