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# **INCEPTION REPORT**

**ADB Loan 2852 / Grant 0285 – CAM:  
Flood Damage Emergency Reconstruction Project  
Flood Management Component**

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Prepared For:

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National Committee for Disaster Management  
Asian Development Bank

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## List of Acronyms

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ADB	Asian Development Bank
CARM	Cambodia Resident Mission
CBDRM	Community Based Disaster Risk Management
CCDM	Commune Committee for Disaster Management
CRC	Cambodian Red Cross
DCDM	District Committee for Disaster Management
DMIS	Disaster Management Information System
EA	Executing Agency
ECHO	European Commission Directorate-General for Humanitarian Aid
EU	European Union
FAO	Food and Agriculture Organisation
FDERP	Flood Damage Emergency Reconstruction Project
FGD	Focus Group Discussion
GFDRR	Global Fund for Disaster Risk Reduction
IFRC	International Federation of Red Cross and Red Crescent Societies
JAG	Joint Action Group
KERRP	Ketsana Emergency Reconstruction and Rehabilitation Project
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MOWRAM	Ministry of Water Resources and Meteorology
MPWT	Ministry of Public Works and Transport
MRD	Ministry of Rural Development
NCDM	National Committee for Disaster Management
NGO	Non-government Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
PCDM	Provincial Committee for Disaster Management
PCMU	Project Coordination and Monitoring Unit
RGC	Royal Government of Cambodia
UN	United Nations
UNDP	United Nations Development Programme
WB	World Bank
WFP	World Food Program

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## **1. INTRODUCTION**

### **1.1 Background**

On April 2012, the Royal Government of Cambodia (RGC) and the Asian Development Bank (ADB) signed a loan agreement covering the Flood Damage Emergency Reconstruction Project (FDERP). The overall purpose of the FDERP is to facilitate the economic and social recovery of six (6) provinces severely affected by the flooding experienced in 2001, namely; Banteay Meanchey, Battambang, Kampong Cham, Kampong Thom, Prey Veng, and Siem Reap. This is to be accomplished by restoring critical public and social infrastructure assets vital to livelihoods access, and secure these against future flooding events. Key infrastructure to be rehabilitated consists of national and provincial roads, rural roads, irrigation and flood control.

The Ministry of Economy and Finance (MEF) is the designated Executing Agency (EA) of the FEDRP which has 4 main outputs, as follows: Output 1: National and Provincial Roads – to be implemented by the Ministry of Public Works and Transport (MPWT); Output 2: Rural Roads – to be implemented by the Ministry of Rural Development (MRD); Output 3: Irrigation and Flood Control – to be implemented by the Ministry of Water Resources and Meteorology (MOWRAM); and Output 4: Project Coordination and Monitoring under the Ministry of Economy and Finance (MEF).

A Project Coordination and Monitoring Unit (PCMU) has been established under Output 4 and lodged with the MEF as the EA. The PCMU is responsible for monitoring, coordinating and oversight of all implementation activities under the Project and will be supported by a small team of consultants. Output 4 also includes a flood management component that seeks to strengthen the RGC's ability to prepare for and manage floods and other similar disasters in the future, through the capacity development and institutional strengthening of government mandated disaster management agencies and bodies in the country, especially the National Committee for Disaster Management (NCDM).

The NCDM's mandate to take the lead in disaster management was recently reiterated by the country's Prime Minister during a high-level meeting conducted on 17 February 2012 to review experiences of responses to the 2011 floods. Despite its clear mandate however, there is near unanimity among major disaster management actors in the country that the NCDM still has limited capacities and resources to carry out its core function of coordinating multi-agency response to emergencies and disaster events, leading ADB's Cambodia Resident Mission (CARM) to identify the institutional strengthening of the NCDM and its sub-national structures, as the necessary starting point for the RGC to better prepare for and manage flood and other disasters in the future.

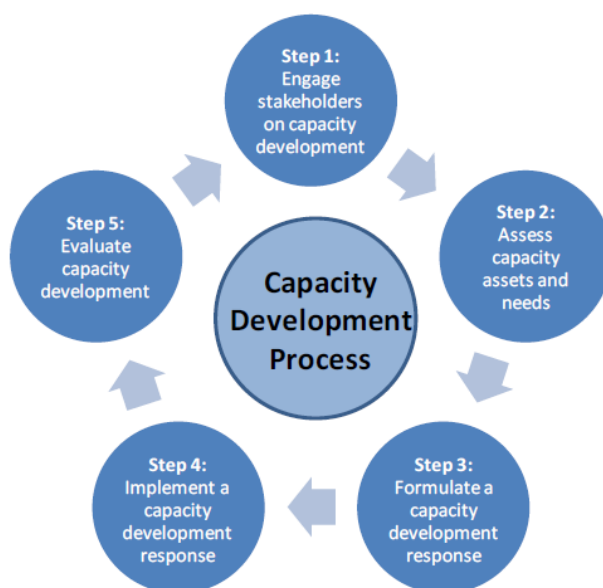
The inclusion of a flood management component in the FDERP is in line with ADB policies and guidelines on the provision of disaster and emergency assistance and represents CARM's proactive effort to integrate flood risk reduction into disaster recovery and reconstruction projects. The integration and mainstreaming of disaster risk reduction into developmental, emergency and disaster recovery assistance projects is also consistent with current global practices of most major international development aid agencies, and humanitarian aid organizations.

## 1.2 Project Description

The flood management component of the FDERP is a small-scale 8 month technical support project that will run intermittently for 9 months. The project is lodged with the PCMU who will provide oversight and guidance in the implementation of the planned activities. The PCMU has acquired the services of a Disaster Management Institutional Specialist, Mr. Jerome Casals, whose primary task is to facilitate the development, and initial implementation, of an institutional strengthening program for the NCDM and its sub-national structures at provincial, district and commune levels (i.e. PCDM, DCDM, CCDM).

The project can best be viewed and understood in the context of a long-term capacity development intervention where all project outputs and activities are related parts of a longer term process to systematically develop NCDM capacities. The key stages in this process are illustrated in Figure 1 below. Beginning with the on-going attempts to engage with all key stakeholders and disaster management actors in the country, the project will follow this up by conducting an in-depth organizational capacity assessment; proceed with a participative planning process and eventually to the design and formulation of a long-term institutional strengthening program.

Figure 1. Five Step Capacity Development Process



Source: UNDP Practice Note, Capacity Development, October 2008

While this project is mainly focused on the initial phases of the capacity development process (Steps 1-3 in the illustration), the project also seek to kick-start implementation of the institutional strengthening plan developed by mobilizing technical and financial support from stakeholders for the long-term implementation of plans developed and secondly by providing basic and on-the-job training to key staff from selected departments. The ADB has already identified potential sources of technical and funding support for the long term NCDM institutional strengthening

program to be developed under this project. In addition, the Consultant will help lay the foundation for a smooth implementation of the proposed long-term institution strengthening program by ensuring that the organizational and departmental structures, systems and procedures required to effectively manage future project assistance are in place.

### **1.3 Project Objectives and Outputs**

The overall objective of the project is to strengthen disaster management capacities of the NCDM and selected PCDMs so that disaster-prone areas are better prepared for and are able to mitigate the impact of future disasters, such as the floods of 2011. Focus of the strengthening process will be on increasing core capacities of the NCDM especially its ability to coordinate preparedness and response activities with other international and local non-government organizations, government ministries and international aid agencies including the UN agencies.

The main outputs required and identified under the Terms of Reference (TOR), enclosed in this report as Annex 1, are summarized as follows:

1. Institutional review & assessment of the NCDM
2. Inventory of DRR/DM initiatives in the country
3. Institutional strengthening plan for NCDM
4. Conduct of a flood emergency simulation exercise
5. Legal and policy framework review
6. Establishment of an NCDM mechanism for coordinating Community-based Disaster Risk Management (CBDRM)
7. Assistance packages and project proposal/s
8. Conduct of basic and on-the-job training for selected NCDM staff
9. Disaster information and communication procedures during emergency events
10. Assist with ADB review missions

## **2. INCEPTION ACTIVITIES**

Initial project activities undertaken include research and desk study of available disaster related documents, initial meeting with the NCDM, consultation meetings with key disaster management actors. These activities are summarized below;

### **2.1 Literature Review**

An initial set of documents relevant to the project has been reviewed and additional documents for further review have been identified. Information gathered has been taken into consideration in the formulation of the project strategies, activities and methodologies proposed. A list of the documents reviewed and identified for review, are enclosed to this report as Annex 2.

### **2.2 Inception Meetings with NCDM**

An inception meeting was conducted between the ADB and the NCDM on the 24<sup>th</sup> of August 2012 where the bank was represented by Deputy Country Director, Mr. Peter

Brimble, and NCDM was represented by its 1<sup>st</sup> Vice-president, H.E. Nhim Vanda<sup>1</sup>. Discussions during the meeting focused on updating the NCDM on the status of the FDERP; arrangements for upcoming visits to FDERP project sites; revisiting the background and rationale of the flood management component of the FEDRP; reiterating general purpose and main activities of the mission; introducing and endorsing the consultants hired for the project, and the modalities for project implementation.

Agreements made in the meeting, include the following:

- NCDM Sec Gen, H.E. Ponn Narith, is the designated project focal person
- Suitable office space for the Consultant shall be provide
- An English-speaking staff to support the Consultant's work shall be identified
- NCDM Secretary General and the Consultant will immediately schedule a separate, more comprehensive, meeting.

Two follow-up meetings between the Consultant and NCDM Secretary General, H.E. Ponn Narith was conducted on the 24 August and on 3 September 2012 where a more detailed discussion of the Consultant's TOR was undertaken and where NCDM made further assurances of support for the project. The Consultant suggested an inception meeting with the senior officials (i.e., deputy secretary generals and department heads) and key staff to increase understanding and ownership of the assessment and planning process by the NCDM. The Sec Gen agreed but has yet to confirm the schedule of the inception meeting. Key discussion points raised with NCDM include:

- A list of preliminary data and information on NCDM was requested from the NCDM Secretary General (i.e. info on organizational structure/chart, list of personnel, pending legislation, annual reports, etc...) by the Consultant
- The need for identifying and engaging with the disaster management focal points in all key ministries was reiterated
- Coordination with other major donor-funded projects especially WB Ketsana Recovery project, UNDP DMIS project, etc...)
- The status of the DM Law

## **2.3 Stakeholder Meetings**

In collaboration with ADB's Project Preparation Specialist, Ms. Jacquelyn Pinat, consultation meetings were conducted with identified key stakeholders and further meetings with other organizations and disaster networks have been planned. Discussion points of the meetings focused on gathering information on the organization's past, current and future DM activities and projects; their perceptions of NCDM strengths and weaknesses; their priority disaster and emergency related issues and concerns; willingness to support the project and its activities including possible financial or technical assistance; and their views on the way forward in terms of strengthening disaster management in the country. Overall, Stakeholders were unanimous in expressing agreement on the need to strengthen NCDM capacities, especially in regard to coordinating disaster response efforts and the need to

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<sup>1</sup> Attendees during the inception meeting include ADB deputy Country Director Mr. Peter Brimble, ADB Programme Officer Mr. Kim Chantha, ADB Project Preparation Specialist Ms. Jaquelyn Pinat, and FDERP Disaster Management Institutional Specialist, Mr. Jerome Casals. Those present from the NCDM include 1<sup>st</sup> Vice-president H.E. Nhim Vanda, Secretary General Mr. Ponn Narith, Director for Communications and Relations, Mr. Ma Norith, the Deputy Sec Gen for Admin and Finance, and other NCDM staff

strengthen sub-national levels (i.e. PCDM, DCDM, CCDMs). A list of the disaster management stakeholders consulted so far is attached to this report as Annex 3.

### **3. ISSUES AND CHALLENGES**

Since the start of the project, there has been no significant change in terms of the design of the project although a number of issues or obstacles have prevented a smooth start-up of activities. Some key challenges will also need to be addressed in the course of project implementation and are identified as follows:

- Initial Operational Constraints

A smooth start-up to the project has not been attained and the Consultant is still unable to start full implementation of the project. A delayed start-up, the inability of the NCDM to designate local counterpart staff, and inadequate office facilities are the main factors preventing an effective launch of the project.

The original focal person of the project with the NCDM has apparently left the organization leading to a 2-week delayed endorsement, and acceptance, of the Consultant by the NCDM. Compounding the initial delay, there has been no designation of a local counterpart staff to work with the Consultant as originally agreed although NCDM has recently given their assurance that the counterpart staff will be available by the start of October. In addition, work conditions provided are grossly inadequate consisting of a solitary desk and no other office facilities or service whatsoever.

NCDM's human resource pool appears to be stretched to the limit given personnel requirements of other donor-assisted projects (i.e., UNDP, WB) hence it was agreed that a request will be submitted by the NCDM to the MEF to provide funding support that will enable them to provide counterpart local staff. The recent completion of a new building within the NCDM compound has required the physical transfer of offices by NCDM officials and staff and has probably contributed to their inability to provide a suitable working environment for the project. The effect of these initial delays can probably still be negated over the long-run for as long as they are immediately and adequately addressed.

- NCDM understanding and commitment to the project

Beyond the start-up challenges, the more critical and significant factor that can affect the project, and future intentions for that matter, is the uncertain understanding and acceptance of the interventions by NCDM. Capacity assessments and institutional strengthening involve inherently sensitive processes with strong elements of change management. Undertaking these processes requires not only NCDM understanding but acceptance and commitment to a long-term organization-wide change process. While substantial discussions and agreements were made by the ADB prior to the approval of the project, it does not appear that a proper and comprehensive orientation on the purpose and objectives of the project was made to top management and key officers of NCDM.

A better determination of the extent of NCDM's acceptance and commitment can be made once all start-up constraints are overcome and the project is fully launched. Intensive project orientation and familiarization efforts will have to be made followed by more confidence and trust building measures with key NCDM officials.

- Interface with other donor-assisted projects

In addition to this project, the NCDM is also implementing other donor-assisted projects including the current UNDP-assisted DMIS related project and the WB-supported Ketsana Emergency Reconstruction and Rehabilitation Project (KERRP) that is expected to start full implementation in the next few months. Complementation and coordination between these, and all other stakeholder-assisted, activities and projects is critical especially since most of these also have substantial capacity development interventions. The need for close coordination with the WB-KERRP project has been emphasized with the NCDM and while they have assured the Consultant of close coordination, it is likely that a number of the activities and plans under this project will need to be modified or revised after more extensive discussions with the KERRP team takes place.

## **4. PROJECT IMPLEMENTATION**

### **4.1 Proposed Strategy for Implementation**

Given the multi-agency and multi-disciplinary nature of disaster management, effectiveness of any long-term institutional strengthening and capacity development intervention for the NCDM and its sub-national structures will depend, to a large extent, on its ability to harness the resources and expertise of the relevant organizations and institutions involved in disaster management. Hence, the project will necessarily need to adopt a highly participative process with all key disaster management actors in both government and non-government sectors.

These institutions or stakeholders include transnational or regional organizations such as the Mekong River Commission (MRC), government line ministries and related agencies, civil society led by the Non-government Organizations (NGOs), and the international donor community including the UN system. Of these, the weakest NCDM links appear to be with the line ministries hence the project will also support activities designed to promote more active participation of key ministries.

Additionally, the Consultant proposes the following approaches

- i. Consolidating and using results of several capacity assessments that have already been done (i.e. WB, ADB, UNDAC, IDRM), and are currently being done (e.g. sub-national level assessment by DCA), avoid replicating the same assessment processes and instead use these assessment findings and provide a more detailed focus on group/departmental and individual staff capacity assessments.
- ii. Conduct similar but simplified capacity assessment and planning activities for at least three (3) project provinces (tentatively Prey Veng, Kampong Thom and Siem Reap), ensure their inclusion in the subsequent long-term institutional strengthening program, as part of a larger effort towards model-building for sub-national DM capacity development

## **4.2 Implementation Arrangement**

The flood management component of the FEDRP started on 13 August 2012 with the arrival and contract signing by the International Disaster Management Institutional Specialist. The Consultant will render a total of eight (8) person-months of service within a nine (9) month period ending no later than 31 May 2013.

Since the nature of the project requires constant communication and close working relationships with key NCDM officials, the Consultant will hold office within the NCDM. The NCDM is expected to provide fully equipped and serviced office facilities for the duration of the project. The Consultant will work with a designated English-speaking NCDM counterpart staff and will have direct access to the Secretary General of the NCDM.

The Consultant, however, remains part of the FDERP-PCMU and as such will report directly to the PCMU Team Leader, Mr. Terence Woods, and will course all communication, correspondence and reports on the project to the MEF and ADB through the PCMU Team Leader.

The consultant will prepare the following reports:

- An Inception Report to be prepared and submitted after one month subject to revision upon receipt of comments from the PCMU, NCDM and the ADB
- Monthly Reports except for the midterm and final months where the Midterm and Final Reports shall serve as the required reports. The monthly reports will be brief (maximum 3-4 pages) and will outline activities undertaken during the month, highlighting key issues, and outlining activities proposed for the following month.
- A Midterm Report after four (4) months of the mission
- A draft Final Report to be submitted to the MEF at least two (2) weeks before demobilizing and finalized based on feedback after this assignment. The Consultant shall make himself available to the PCMU-MEF for any clarification of the contents of his report.

## **4.3 Main Activities and Methodologies**

This section of the report identifies and proposes the main activities and methodologies to be used in attaining the target outputs of the project. The project's main strategy of stakeholder engagement and participation means that project activities, including initial methodologies and tools identified in this section, may have to be modified after more direct and specific consultations and agreement with relevant disaster management actors are made. In all cases, however, all modifications will be subject to final FDERP-PCMU and ADB approval.

### **4.3.1 Institutional Review & Assessment**

An organizational capacity assessment will be conducted to identify NCDM strengths and weaknesses in relation to its mandate to lead disaster management efforts in the country. Focus of the capacity assessment will be on assessing the capacities of NCDM work groups or departments, and individual staff to perform the roles and responsibilities expected of it with regard to coordinating stakeholder preparedness and response interventions. The assessment will focus on determining the adequacy of

experience, knowledge, and skills of staff assigned to perform assigned tasks and functions, determining capacity gaps and viable options for increasing capacities

**Main Activities:**

1. Engagement and discussion with NCDM for ownership of the process
2. Review related documents on previous NCDM/PCDM assessments
3. Draft & finalize assessment tools
4. Conduct guided-capacity assessment for NCDM
5. Capacity assessment of selected PCDMs/DCDMs
6. Prepare preliminary report and share findings
7. Finalize Report

**Methodology:**

- Literature review
- Capacity assessment questionnaire
- Output & task analysis of NCDM departments/work groups
- PCDM DM checklist survey
- Interviews with key stakeholders
- Content analysis of documents

#### 4.3.2 Inventory of Stakeholder DRR Initiatives

A detailed review of past, on-going and planned activities and programs, involving NCDM and other line ministries and development partners will be accomplished through interviews with individual organizations, meetings with DM/DRR networks (e.g. JAG, DRR Forum, ...), and in some cases will be done through email. The Consultant will collaborate with the ADB's Project Preparation Specialist in the information gathering and presentation of the output. An updating process will be done throughout the duration of the project with the stakeholder matrix to be turned over to and subsequently managed by the relevant department within the NCDM. This stocktaking exercise will be an important input into the planning process.

**Main Activities:**

1. Literature review (previous mapping exercises, organizational and project reports, etc ... )
2. Consultations with major stakeholders
3. DM/DRR Matrix formulation preparation and stakeholder feedback
4. Finalize and identify updating process

**Methodology:**

- Literature review
- Stakeholder meetings/interviews
- Gap analysis

#### 4.3.3 NCDM Institutional Capacity Development Program

Based on the review of the organizational capacity and in consultation with management staff of NCDM, the Consultant will assist the NCDM develop a long term framework to progressively build NCDM's institutional capacity, including sub-national network (i.e. PCDM, DCDM). The plan will include the key training needs for current

staff. The project will adopt a staged approach to capacity development<sup>2</sup> involving the design of a monitoring tool that can be used during actual implementation.

**Main Activities:**

1. Preparation and planning
2. Identify and document functions of the different departments
3. Rating current stage of capacity for each function
4. Joint setting of target levels of capacity
5. Identify strategies and options to build capacity
6. Report Writing

**Methodology:**

- Literature review
- Self-assessment survey questionnaire
- Interviews with key stakeholders
- Content analysis of documents

#### 4.3.4 Flood Emergency Simulation Exercises

The Consultant will assess and explore the possibility of conducting an emergency response simulation in collaboration with organizations with specific experience and expertise. After the initial round of stakeholder consultation meetings held during the inception period, two (2) DM networks signified interest in discussing this further, the Humanitarian Response Forum (HRF) and the International Federation of Red Cross and Red Crescent Societies (IFRC). The exercise shall be scheduled close to the rainy season and will be conducted at the provincial level with all stakeholders participating including relevant provincial government departments and agencies.

**Main Activities:**

1. Preparation and planning with stakeholders
2. Conduct of simulation exercise
3. Assessment and evaluation

**Methodology:**

- Training/orientation of participants
- Participants evaluation/assessment

#### 4.3.5 Legal and Policy Framework Review

Senior management of the NCDM appears to be optimistic about the potential passage of the proposed DM Law with final approval expected by the end of the current year. The draft law has undergone another round of revisions and is currently with the Council of Jurors prior to being submitted to parliament for final approval. In this case, the Consultant's task will focus on assisting the NCDM draft implementing rules, guidelines and executive orders that can ensure effective implementation of the proposed law including ensuring direct references and linkages to existing climate change policies of the government.

**Main Activities:**

1. Desk review of DM Law including research on international good practice

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<sup>2</sup> To be adopted from the " Staged Capacity Building Model" piloted by AusAid in Timor Leste

2. Consultation with key stakeholders
3. Discussion with NCDM management and key stakeholders
4. Assist in formulation of complimentary policies, legislation, circulars

Methodology:

- Desk Review
- Round table discussion
- Interviews with key stakeholders

#### 4.3.6 Framework for Community-based Disaster Risk Management

The consultant will assist the relevant NCDM department/s (e.g. preparedness and training departments) formulate an overall strategy and framework for the implementation of community-based risk reduction in the country and ensure that they have sufficient knowledge, skills and systems to coordinate, monitor and evaluate community-based interventions implemented.

Main activities:

1. Review existing policy, plans, structures and systems for coordinating and monitoring community-based interventions
2. Conduct visioning and program management workshop for relevant department/s involved
3. Identify training needs of identified staff responsible for overseeing community-based interventions
4. Conduct basic and on-the-job training for key staff identified

Methodology:

- Visioning workshop
- Training needs analysis
- On the job-training for selected key staff
- Formal training for key NCDM staff

#### 4.3.7 Develop and design further assistance packages and project proposals

The Consultant shall assist the NCDM develop and prepare proposals for potential donors that may be identified, by ADB or other country stakeholders, up to at least a month prior to the end of the mission. On the average, some 2 to 3 weeks will be required for the development of new proposals depending on the extent of donor information requirements, proposal formats and stakeholder involvement. In the course of stakeholder interaction throughout the course of project implementation, the Consultant will already identify and initiate discussions with organizations willing to provide financial or technical support to the NCDM for the priority capacity building and development areas that will be identified. Proposals involving community-based initiatives will require more extensive consultations with international donor organizations (e.g., DIPECHO), including with existing network/s of local disaster management partners - the Joint Action Group (JAG), and network of local disaster management practitioners represented in the DRR Forum.

Main Activities:

1. Identify potential donor organizations for financial or technical support
2. Develop new, or review and validate, proposals for donors that may signify intention of funding parts of the institutional strengthening plan formulated

3. Recommend and assist the NCDM, and PCDMs when appropriate, establish appropriate project management structures and procedures for the proposals developed/approved

Methodology:

- Review of related literature
- Stakeholder consultations
- Brainstorming

#### 4.3.8 Basic and On-the-job Training

Based on the capacity assessment study and the institutional strengthening plan that will identify the current and desired level of capacities of the different NCDM departments, the Consultant will directly or in collaboration with selected stakeholders provide basic training for selected staff identified as having the main responsibility for prioritized core functions of NCDM.

Main Activities:

1. Assist NCDM management identify key staff for training
2. Identify potential stakeholders for financial or technical support
3. Develop capacity building plan for selected staff
4. Conduct training and capacity building activities
5. Assess effectiveness and identify follow-up actions

Methodology:

- Training needs analysis
- Guided self-assessment
- On-the-job training

#### 4.3.9 Disaster Information and Communication Standard Operating Procedures (SOP) during emergency events

The Consultant will assist NCDM in conducting a review current communications practice and protocols in the gathering and dissemination of disaster-related data and information, recommend modifications and revisions based on global best practices and assists in the design and conduct of an inter-ministerial workshop for the formulation of a common disaster and emergency information dissemination protocol.

Main Activities:

1. Review of current policy and practice with NCDM communications department
2. Research on best practice, recognized effective international protocols
- 3.
4. Inter-governmental/agency workshop

Methodology:

- Round table discussion and action planning
- Desk study/research
- Inter-governmental/agency Workshop

#### 4.3.10 Assist with ADB review missions

The Consultant will make himself available, as may be deemed necessary by the PCMU Team Leader, for any ADB review missions that may be conducted during the duration of his engagement in this project.

#### 4.4 Work Plan

##### Schedule of Activities

Activities	2012					2013				
	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
<b>Inception of Service</b>										
Review of Literature										
Initial stakeholder consultations										
Prepare Inception Report										
<b>Output 1: Institutional Review &amp; Assessment</b>										
1.1 Engagement and discussion with NCDM departments										
1.3 Draft & finalize assessment tools										
1.4 Conduct guided-capacity assessment for NCDM										
1.5 Capacity Assessment of selected PCDMs										
1.6 Prepare preliminary report and share findings										
1.7 Finalize Report										
<b>Output 2: Mapping of Stakeholder DRR Initiatives</b>										
2.1 Literature review (past mapping exercises, org reports, etc )										
2.2 Consultations with major stakeholders										
2.3 DM/DRR Matrix formulation preparation and stakeholder feedback										
2.4 Finalize and identify updating process										
<b>Output 3: NCDM Institutional Development Program</b>										
3.1 Preparation and planning										
3.2 Identify and document functions of the different departments										
3.3 Rating current stage of capacity for each department/function										
3.4 Setting of target levels of capacity & identify options to build capacity										
3.5 Review, feedback, revisions										
3.6 Finalize Report										
<b>Output 3: Flood Emergency Simulation Exercise</b>										
4.1 Preparation and planning with interested stakeholders										
4.2 Conduct of simulation exercise										
4.3 Evaluation and assessment										
<b>Output 4: Legal and Policy Framework Review</b>										
5.1 Desk review of DM law including research on global good practice										
5.3 Discussion with NCDM management and key stakeholders										
5.4 Assist in formulation of complimentary policies, legislation, circulars										
<b>Output 6: National Framework for CBDRM</b>										
6.1 Review existing policy, plans, structures and systems										
6.2 Department visioning and program management workshop										
6.3 Identify training needs of selected staff										
6.4 Conduct basic and on-the-job training for key staff identified										
<b>Output 7: Develop and design assistance packages and/or proposals</b>										
7.1 Identify potential donors and stakeholder support										
7.2 Proposal validation or development										
7.3 Propose/install project management system for proposals approved										
<b>Output 8: Basic Training</b>										
8.1 Assist NCDM management identify key staff for training										
8.3 Develop capacity building plan for selected staff										
8.4 Conduct training and capacity building activities										
8.5 Assess effectiveness and identify follow-up actions										
<b>Output 9: Disaster Information and Communication Procedures</b>										
9.1 Review of current policy and practice										
9.2 Research on best practice, effective international protocols										
9.3 Inter-governmental/agency Workshop										
9.4 Draft standard information dissemination procedure										
<b>Output 10: Participate in and assist with ADB-PCMU review missions</b>										

Normal Flood Period  
Consultant on Leave

## **5. CHANGES PROPOSED**

### **5.1 Change in Implementation Arrangement**

Although the NCDM is responsible for providing a local counterpart staff to the project, present circumstances particularly the large human resource requirements of its other donor-assisted projects has prevented the NCDM from fulfilling this obligation. Considering the project cannot be fully implemented without this support, it is recommended that the project shoulder the cost of personnel to work with the Consultant as interpreter, translator and assistant. Funds can be sourced from the contingency provision of the Consultant's contract.

## **Annex 1: Disaster Management Institutional Specialist TOR**

<b>Project</b>	Flood Damage Emergency Reconstruction Project		
<b>Expertise</b>	International Disaster Management and Institutional (DMI) Specialist		
<b>Source</b>	<i>International</i>	<b>Category</b>	<i>Independent</i>

### **Objective/Purpose of the Assignment:**

The project coordination and monitoring unit (PCMU) is within the Ministry of Economy and Finance (MEF) as the executing agency for the Flood Damage Emergency Reconstruction Project (FDERP). A small team of individually recruited consultants will be engaged to assist the PCMU with Output 4: Project and Flood Management. This involves monitoring and coordination and oversight of all implementation activities under the Project. The consultants will assist the PCMU with the responsibility of day-to-day operations of the Project including the 3 implementing agencies (IAs) who will implement Output 1: National and Provincial Roads under the Ministry of Public Works and Transport (MPWT), Output 2: Rural Roads under the Ministry of Rural Development (MRD), and Output 3: Irrigation and Flood Control under the Ministry of Water Resources and Meteorology (MOWRAM). In addition, the PCMU will also oversee flood and disaster management work to be undertaken as a part of Output 4 by the National Committee for Disaster Management (NCDM). The DMI Specialist will be engaged under the PCMU to assist NCDM to implement the flood management aspects of the Project.

### **Scope of Work:**

The DMI Specialist will advise and assist the PCMU and NCDM to assess the current institutional strengths and weaknesses of the NCDM in relation to its roles and responsibilities and assist NCDM to establish clear roles and responsibilities, communication and dissemination procedures during emergency events. The DMI Specialist will work in collaboration with the PCMU to assist with the overall coordination of all three sectors, and will maintain close relationships with government project staff and concerned agencies under direct supervision of the project team leader. The initial emphasis will be to work closely with the IAs and other stakeholders especially NCDM on the disaster management tasks. The consultants will provide the staff of EA/IAs and NCDM with guidance and on-the-job training and capacity development of disaster management.

### **Detailed Tasks:**

The Disaster Management Institutional (DMI) Specialist will provide 8 months inputs commencing around August 2012. The DMI will be assigned to work directly with nominated staff in NCDM, under the guidance of the FDERP PCMU, and maintaining close relationships with government project staff of all other concerned agencies (including especially the three IAs). The specific tasks required are as follows:

- (i) Undertake a review and assessment of the current institutional strengths and weaknesses of the NCDM in relation to its roles and responsibilities, to clearly identify and quantify shortfalls in capacity, taking into account that NCDM is primarily a coordination body rather than an implementation organization.
- (ii) With regard to initiatives supporting disaster management in Cambodia, and acknowledging that disaster management must be a multi-agency undertaking, undertake a detailed review of past, ongoing and planned activities and programs, involving NCDM and other line ministries and development partners. This will build a complete picture of efforts to date, and identify the remaining gaps that need to be filled.
- (iii) Explore the possibility of utilizing flood emergency simulation exercises with the NDMC to test existing arrangements and, where possible, implement selected flood emergency simulation exercises with NDMC and conduct after-action assessments, with management staff of NCDM, to identify priority institutional development needs.

- (iv) Based on the above analysis, and in consultation with management staff of NCDM, develop a long term framework to progressively build NCDM's institutional capacity (from the central to the local level), as well as an immediate to medium term action plan. This should include identifying and prioritizing the key training needs for current staff.
- (v) Review the current status of the policy and legal framework to support NCDM's mandate and recommend possible ways that it might be strengthened, including additional assistance required to process the Law on Disaster Management, and highlight its linkages to climate change.
- (vi) With regards to community-based interventions to reduce vulnerability of at-risk communities to flood risks, assist NCDM to build a strategic framework for coordinating these activities. This includes defining the activities needed to develop a knowledge base for this work, and undertaking training activities for staff. It is expected that NCDM will take a lead role for coordinating these activities, which at present appear to be carried out without the direct involvement of NCDM.
- (vii) Based on the above, assist the RGC and ADB to develop and design further assistance packages that may be implemented under separate funding. Subject to the findings of the above analysis and consultations with the respective stakeholders, it is envisaged that proposals will comprise support for institutional strengthening and staff capacity building within NCDM and its provincial and district offices, as well as support for community-based flood risk management (CBFRM) activities to be implemented under service contracts with suitable NGOs or organizations with specific skills in this area and with strong networks to sub-national NGOs to implement the actual capacity development activities.
- (viii) Training and simulation exercises: in the course of undertaking the above tasks, ensure that selected counterpart staff of NCDM are closely involved to provide on-the-job training and capacity development. In addition, implement basic staff training that can be done in advance of larger programs under follow-up assistance. Where possible, after-action assessments of simulation exercises will be used to design specific follow-up actions to strengthen processes and individual capabilities. Additional assistance should include data management and reporting, focusing particularly on rapid collection, recording and analysis of data immediately after disasters.
- (ix) Assist NCDM establish clear communication and dissemination procedures during emergency events for communication within the NDMC, related organizations, with the media, and with the concerned public.
- (x) Under the guidance of the PCMU, participate in and assist with ADB review missions, and in the preparation, design, and processing of further assistance projects/programs.

#### **Output/Reporting Requirements:**

An Inception Report will be prepared and submitted to NCDM, PCMU, and ADB for discussion after 1 month. A mid-term report will be submitted after 4 months, and a draft final report submitted 2 weeks before demobilizing and finalized based on feedback at the end of the assignment. At the end of each month in between the above reports, the DMI Specialist will submit brief monthly reports (maximum 3-4 pages) outlining activities during the month, highlighting key issues, and outlining activities proposed for the following month.

<b>Places of Assignment:</b>	<b>Months /Days</b>	<b>Estimated Dates</b>
Cambodia, Phnom Penh (schedule of inputs maybe adjusted in consultation with the EA and NCDM)	4 months 4 months	Aug – Dec 2012 Jan – May 2013
Cambodia, travel to work sites in province (estimate)	30 days	As required, to be decided

## **Annex 2: List of Stakeholders Consulted**

Peter Brimble	Deputy Country Director	ADB
Chantha Kim	Program Officer	ADB
Jaquiline Pinat	Project Preparation Specialist	ADB
HE Nhim Vanda	1 <sup>st</sup> Vice President	NCDM
HE Pon Narith	Secretary General	NCDM
HE Ross Sovann	Deputy Secretary General	NCDM
HE Man Norith	Director of Information & Relations	NCDM
Phay Sopheap	Assistant to 1 <sup>st</sup> Vice President	NCDM
Bernard Jaspers Faijer	Rapid Response Coordinator	ECHO
Thearat Touch	Programme Assistant, DIPECHO SEA	ECHO
Sokunthea By	Programme Officer, Food Security	EU
Napoleon Navarro	Deputy Country Director, Programme	UNDP
Etienne Careme	Operations Coordinator	FAO
Peter Krouwel	Emergency Focal Point	UNICEF
Belinda Abraham	Chief, WASH section	UNICEF
Judith Leveillee	Chief Local Governance for Child Rights	UNICEF
Plong Chhaya	Child Protection Specialist	UNICEF
Nergui Gungaacholbol	Community Development Specialist	UNICEF
Joachim Groder	Head of Programme	WFP
Ammar Kawash	Emergency Response Coordinator	WFP
Chanthoeun Meng	Preparedness Coordinator	WFP
Caroline McCausland	Country Director	Action Aid
John Entwistle	Country Coordinator	DRC/IFRC
Dr Uy Sam Ath	Director, Disaster Management Division	CRC
Sharon Thangadurai	Associate Country Director	Oxfam
Francis Perez	Regional Representative	CAFOD

### **Annex 3: List of Documents Reviewed/for Review**

A Staged Approach to Assess, Plan and Monitor Capacity Building, AusAid, 2006

Building Resilience: The Future for Rural Livelihoods in the Face of Climate Change, Cambodia Human Development Report 2011, MoE & UNDP, 2011

Cambodia Post-Ketsana Disaster Needs Assessment, NCDM (with support from the World Bank, GFDRR, UN System, ADB and ADPC), 2010

Capacity Development, UNDP Practice Note, October 2008

Disaster Management Law (unofficial draft version), NCDM

Disaster Management Report 2011, NCDM, January 2012

Flood Damage Emergency Reconstruction Project, Preliminary Damage and Loss Assessment, ADB, March 2012

Humanitarian Response Forum (HRF) Action Plans - draft

Institutional Assessment and Capacity Development, European Commission, 2005

Mapping of Disaster Management and Disaster Risk Reduction Practices and Policies in Cambodia, June 2011

Natural Disaster Risk Management in Cambodia: Reducing Vulnerability, World Bank, 2007

Natural Hazards, UnNatural Disasters: The Economics of Effective Prevention, World Bank, 2011

NCDM-CRC-IFRC Joint Assessment of the Capacity and Capability of RGC's National Committee for Disaster Management, IDRM, 2001

Project Administration Manual, Cambodia: Flood Damage Emergency Reconstruction project, ADB, March 2012

Proposed Loan and Administration of Grant Kingdom of Cambodia; Flood Damage Emergency Reconstruction Project, ADB RRP, March 2012

Report on Disaster Management Work in 2011 and Objectives in 2012, NCDM, January 2012

Strategic National Action Plan for Disaster Risk Reduction 2009-2015, NCDM & MoP, 2008

United Nations Disaster Assessment and Coordination Team (UNDAC) Assessment Report, UNDAC, March 2009

Various unpublished organizational documents and reports

Cambodia Country Report, VFL HFA  
National Contingency Plan

Climate Change and Disaster Management Policy Mapping and Analysis in Cambodia, DCA, 2011