



National Platforms for Disaster Reduction

Study on current status of disaster reduction, institutional arrangements and potential for national platforms for disaster reduction in 3 South and South East Asian countries by Asian Disaster Preparedness Center, Thailand



On behalf of:
**Federal Ministry
for Economic Cooperation
and Development**



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Nota bene

The opinions presented in the study reflect the opinions of the ADPC but do not necessarily represent the opinions of DKKV or GTZ.

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Preface

In recent decades the need to reduce systematically the negative impacts of natural hazards has been gaining increasing recognition and commitment among decision-makers. Lessons learned from the past demonstrate that reducing disaster risk is a cross-cutting issue that needs to be met by society in a concerted manner. Only the all-embracing participation of all stakeholders within a society guarantees that policies adopted for disaster risk reduction (DRR) will be developed and implemented. There is a strong need for multisectoral and interdisciplinary coordination mechanisms as well as local to national ones that are capable of bringing together all concerned actors within a country. The "Hyogo Framework for Action 2000-2015" especially emphasises the importance of such coordination mechanisms, which are also known as national platforms. It defines the creation and strengthening of such multisectoral national platforms for disaster reduction as one of the key activities needed to ensure that DRR becomes a national and local priority and can rely on a strong institutional basis for implementation.

The overall objective of the study is to further DRR in countries affected by natural disasters by setting up vital institutions. It addresses its findings to politicians and decision-makers on all levels. Thus, the study analyses the current institutional arrangements and potentials for national platforms for disaster reduction in three South (East) Asian countries, namely Bangladesh, Cambodia and Sri Lanka. The study identifies possible cornerstones and starting points for the creation of national platforms, and further contributes to the strengthening of national platforms in other countries.

The German Committee for Disaster Reduction (DKKV) serves as the German national platform for DRR. Since its foundation in 1989, the Committee has gained considerable experience with piloting a concept for national dialogue on disaster reduction. Building upon these experiences, DKKV seeks to assist other countries in establishing national platforms which match their specific situation. By

supporting the creation and strengthening of such national platforms, DKKV contributes to the promotion and enhancement of effective national DRR capacities at an international level.

DKKV depends on the support of strong committee members. This study would not have been possible without the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, which is a long-standing member of DKKV, and its Advisory Project, Disaster Risk Management in Development Cooperation. The Federal Ministry for Economic Cooperation and Development (BMZ) provided financial support.

As an international cooperation enterprise, GTZ, in line with German development policies, promotes disaster prevention as a crucial instrument for achieving both poverty reduction and sustainable development. It therefore stresses the importance of mainstreaming disaster risk management (DRM) into all areas of development cooperation, as this represents the only way to achieve the UN Millennium Development Goals. In recent years GTZ has made substantial efforts to integrate DRR into development cooperation projects. These efforts would clearly benefit from strong and effective national platforms which enhance the coordination of national DRR systems. Therefore this study is of great importance for any organisation involved in development cooperation projects in the three countries studied.

DKKV and GTZ jointly commissioned the Asian Disaster Preparedness Centre (ADPC) to conduct the analysis. The ADPC possesses the fundamental regional knowledge needed for such a comprehensive survey. We would like to express our gratitude to the ADPC and the authors of the study, who displayed excellent expertise and great wisdom in their findings. DKKV and GTZ are convinced that the detailed study, together with its summary, will support donors and organisations and help them to find entry points for the implementation of DRR projects in the three countries studied.



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Chapter 1: Rationale for the study

Modern societies are exposed to a number of natural, technological and environmental risks. Hence it is a prerequisite to increase awareness among members of society of such risks, and to expand the understanding and perception of disaster risk reduction (DRR). This requires the involvement of people who possess a wide range of professional skills and abilities that are essential for a comprehensive and sustained approach to a truly national commitment to disaster reduction.

Throughout the International Decade for Natural Disaster Reduction (IDNDR), and particularly in recent years, national committees and focal points have proven to be key organisational mechanisms in many countries in terms of raising people's understanding of DRR and increasing the opportunities for associations of diverse professional interests committed to the subject. A combination of representatives drawn from the government, professional disciplines, and local leadership in more than 130 countries have been encouraged to address collectively such matters as public information and education, the conduct of hazard and risk assessments, national planning initiatives, or community forms of mobilisation for disaster reduction.

Resolution 1999/63 of the UN Economic and Social Council "called on all governments to maintain and strengthen established national and multisectoral platforms for natural disaster reduction in order to achieve sustainable development goals and objectives, with the full utilization of scientific and technical means".

One of the strategic goals defined in the "Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters" (HFA) is the "development and strengthening of institutions, mechanisms and capacities to build resilience to hazards". The HFA calls on all nations to "support the creation and strengthening of national integrated mechanisms, such as multisectoral national platforms" to ensure that DRR becomes both a national and a local priority.

The establishment of national platforms with multidisciplinary and intersectoral involvement, and with participation from officials responsible for policy as well as public representation, would help maintain this momentum, and to enable countries to respond to the needs created by future hazards and risks.



Rice cultivation along the Mekong River
(Photo: GTZ)

As indicated by the United Nations International Strategy for Disaster Reduction (UNISDR), the major guiding principles for effective platforms should be as follows:

- > DRR should be regarded as a national and cross-cutting issue within the field of sustainable development.
- > National platforms should utilise a participatory process that includes multidisciplinary and multisectoral perspectives and actions that are linked to existing systems.
- > National platforms should influence positive changes by making concerted and coordinated efforts, particularly in policy, planning and decision-making processes.
- > National platforms should encourage the national adaptation and ownership of the HFA.

More information on national platforms can be found at www.unisdr.org.

Strategic National Action Plan (SNAP)

The SNAP is a project initiated by UNISDR Asia Pacific outreach office in collaboration with the Asian Partnership for Disaster Reduction. The goal of the SNAP is, in close collaboration with countries in Asia and the Pacific Region, to translate the priorities identified in the HFA into relevant, affordable and sustainable action, assisted by international organisations such as the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), the United Nations Development Programme (UNDP), the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), the ADPC, and the Asian Disaster Reduction Centre (ADRC). The existence of such a plan would enable governments to mainstream DRR into development plans, policies and projects, to establish national platforms to guide and monitor the implementation of such activities, and to provide capacity-building and public awareness and education activities for the population through the media. The main project output is the production of a SNAP which relevant stakeholders in participating countries are committed to developing and implementing. The national platforms are a critical component for the sustainability of this SNAP, which ensures close cooperation among stakeholders and can mainstream national and sector plans and policies. Because DRR is a cross-cutting issue requiring cooperation

among stakeholders which possess different skills and levels of knowledge, a national platform will play an essential part in the implementation of the SNAP because of its multisectoral and multilevel contents. A participatory and transparent process is used to develop a SNAP, which includes partners from different sectors and disciplines. Therefore, the group that provides relevant inputs and guidance in the development of the SNAP during in-country consultations, meetings and workshops could become the core of a national platform if one does not already exist.

This study

This study looks into the disaster management (DM) framework for three South (East) Asian countries: Bangladesh, Cambodia and Sri Lanka. It examines the existing organisational structure involved in DM in the countries, identifies the existing actors and networks at the national level, potential supporters and the areas of activities. This analysis will help in understanding the potential for development of the national platform for the country in question, and will also point out how it would function in the context of the existing structure. This information will be of great use to the members of the UNISDR Inter Agency Task Force, in carrying out its support, advocating and facilitating the process of establishing and strengthening the national platforms. The study results will directly help in improving understanding regarding the national programmes or action plans of each country, recognising the existing gaps, and deciding how to fill them.

Chapter 2: Profile of countries studied

2.1 Bangladesh

The People's Republic of Bangladesh is situated in the southern part of Asia and bordered on the west, north, and east by India, on the south-east by Myanmar, and on the south by the Bay of Bengal. With a total area of 147,570 square kilometres, and a population density as high as 1,000 person/km², most of Bangladesh lies within the broad delta formed by the Ganges and Brahmaputra rivers. The territory of the country comprises an exceedingly flat, low-lying, alluvial plain traversed by more than 230 rivers and rivulets, with a coastline stretching about 580 km along the Bay of Bengal. This geophysical situation makes Bangladesh highly vulnerable to natural disasters, which the monsoon climate exacerbates. The coastal morphology of Bangladesh particularly influences the impact of natural disasters on the area. Significant features include:

- > the vast network of rivers and channels;
- > an enormous discharge of water heavily laden with sediment;
- > the large number of islands in-between the channels;
- > the shallow northern Bay of Bengal which funnels out to the coastal area of Bangladesh; and
- > strong tidal and wind activity.



Droughts pose a significant risk to the south-eastern parts of Bangladesh (Photo: ADPC)

To the above should be added human factors such as over-population, social inequality, escalating environmental degradation and rapid urbanisation, which is considerably increasing the impact of disasters on the population and the economy. The twin economic burdens of poverty and demographic pressure are making a vast majority of people

Table 1: Impact of various disasters in Bangladesh (1904–2006)

Disaster	No. of Events	Total Killed	Total Affected
Drought	5	18	25,002,000
Earthquake	6	34	19,125
Epidemic	28	403,102	2,757,519
Extreme temperature	17	2,041	87,000
Famine	1	1,900,000	0
Flood	69	50,103	324,470,717
Wave/Surge	2	3	12,010
Wind storm	146	614,143	63,911,270

Source: EM-DAT: The OFDA/CRED International Disaster Database (www.em-dat.net).

more vulnerable by forcing them to migrate to high-risk areas such as flood plains and far-flung islands which would otherwise not be considered suitable for human settlement. The contamination of drinking water by arsenic is gradually turning into a new public health emergency of a scale never witnessed before. At the same time, the country is at risk of being inundated, losing at least 10% of its land mass within the first half of this century, due to rising sea levels as a result of climate change.

As the above table clearly suggests, cyclones and floods pose the greatest risk to Bangladesh at the country level. At the regional level, the northern and eastern regions of the country are susceptible to earthquakes, while the south-east is particularly vulnerable to cyclones, droughts, earthquakes and floods.

2.1.1 Recent major disasters in Bangladesh

Cyclone of 1970

In 1970 a severe cyclone hit the country, taking the lives of 5 million people. This cyclone, the worst in history, affected an area of about 8,100 km², destroyed 400,000 houses, 3,500 schools and 20,000 fishing boats.

Cyclone of 1991

The similarly destructive cyclone of 1991 completely destroyed 840,000 rural houses in 16 districts and damaged another 910,000, to some extent affecting 12 million people directly. The Bangladesh Institute of Development Studies estimated the loss of food grain, fisheries, livestock, housing and industrial sectors in the cyclone-affected areas at over 23 billion taka. The loss of standing crops alone was equivalent to an estimated 115,000 tons of food grain. Much of the land under shrimp cultivation was badly affected, with a loss to the fisheries estimated at around 43,000 tons, with a market value of over one billion (Source: Bangladesh Bureau of Statistics).

Floods of 1987

In 1987 floods covered about 40% of the land area of Bangladesh, affecting about 30 million people, and causing about 1,800 deaths.

Floods of 1998

The mid-1998 floods in Bangladesh were even more serious, covering about 60% of the land area, affecting about 45 million people, and causing more than 2,300 deaths. They were unusual both in terms of their depth and their duration. The 1998 floods began in early July in the southern part of Bangladesh, and continued over the next three months in various parts of the country, inundating 68% of the total area at various times. Initially, flooding caused by heavy rainfall was mainly confined to the south-eastern hilly basin and the Meghna basin in the north-east of Bangladesh. During the third week of July, however, a heavy onrush of floodwater into the Brahmaputra, which flows into Bangladesh from the north, added to rising levels in the

Ganges (Padma) basin in the western part of the country. By 28 July 1998, 30% of the total area had been inundated. Then, after two weeks of little change in the flood situation, water levels in the Padma river started rising sharply. Shortly thereafter, other rivers also rose, so that by 30 August 1998, 41% of the total area was inundated. The flood situation reached its peak, in terms of the number of monitoring stations reporting flows above danger levels, on 7 September 1998, when 51% of the total area was inundated. Water levels fell rapidly thereafter, and by 25 September 1998 no monitoring stations were reporting flows above danger levels.



People affected by flooding in Bangladesh (Photo: ADPC)

Initially, the 1998 floods caused only relatively minor damage to standing crops but, as floodwaters persisted into September, the flooding destroyed seedlings from the main monsoon season. Ultimately, the flood resulted in a shortfall in aman rice production of 1.76 million metric tons (MTs) and a total rice production shortfall of 2.04 million MTs. (Source: C. del Ninno, et al. (2001), "The 1998 Floods in Bangladesh: Disaster Impacts, Household Coping Strategies, and Response", IFPRI, available at <http://www.ifpri.org/pubs/pubs.htm#rreport>).

2.2 Cambodia

Cambodia is one of the world's least developed countries, and is highly vulnerable to disasters such as floods and droughts which threaten the food security and socio-economic stability of the country.

The main natural hazard to which Cambodia is exposed is floods. Other natural hazards include occasional typhoons, droughts and epidemics. The country is naturally susceptible to annual flooding during the main monsoon season along the two major watersheds of the Tonle Sap and Mekong Rivers. Each year, such flooding causes the loss of life and property, hinders agricultural production, and causes destruction to public infrastructure. Cambodia's vast flood plain is one of the country's most prominent geographical features, making large portions of the country prone to flooding by the Mekong River.

Cambodia is threatened by two major types of flood:

1. Flash floods resulting from heavy downpours upstream on the Mekong River, which affect provinces along the Mekong and the south-eastern areas of the country (e.g. the 2001 floods).
2. Large-scale floods in the central area, resulting from a combination of runoff from the Mekong and heavy rains around the Tonle Sap Lake, which affect the provinces around the lake and the southern provinces (e.g. the 1996 and 2000 floods).

In the past, the annual floods produced more benefits than they did harm, and devastating floods affecting a significant part of the population only occurred every five years or more (in 1961, 1966, 1978, 1984, 1991 and 1996). Recently, however, harmful floods have occurred every year since 1999, with the 2000 flood the worst of all. Floods seem to be becoming increasingly severe and more frequent, perhaps due to climate change and human activities that degrade the environment. Flooding patterns have significantly changed in several provinces, including Takeo, Kandal, Kampong Cham, Kampong Thom and Kampong Chhnang. Activities related to deforestation have also destroyed the natural water management system of the country.

Table 2: Impact of various disasters in Cambodia (1987–2006)

Disaster	No. of Events	Total Killed	Total Affected
Flood	12	1,128	9,524,614
Drought	4	0	1,550,000
Famine	3	0	5,900,000

Source: EM-DAT: The OFDA/CRED International Disaster Database (www.em-dat.net).

The above table indicates that apart from floods, droughts are also a common feature in Cambodia. Agricultural drought in the country can be caused by four characteristic scenarios:

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

The primary negative impact of drought is the shortfall in rain for agricultural crops. Surface water sources for humans and livestock dry up on a large scale, with 80% of agricultural fields lying idle in most areas for six months.

2.2.1 Recent major disasters in Cambodia

Floods of 2000 and 2001

In 2000, 3.6 million people in Cambodia were affected by devastating floods. During the rainy season from May to October, the country was seriously affected by two different floods. Provinces along the Mekong River were severely flooded by surplus water from the river, while the western

parts of Phnom Penh were affected by heavy and unusual rains from the uplands. According to the National Committee for Disaster Management (NCDM), an estimated 112 districts in 20 provinces were affected, leaving 186 people dead, 606 sick, and over 460,000 families (over 2 million people) homeless. Of approximately 500,000 flooded hectares of rice, about 300,000 were ruined. In addition, hundreds of items of infrastructure such as schools, roads, water irrigation systems and bridges were badly damaged or destroyed.

The floods of 2001 were marginally better, but still the lives of 1.6 million people were disrupted and 100,000 families had to be evacuated. Moreover, many of these people had not yet had a chance to recover fully from the devastation of the previous year.



Flooding is the main natural hazard in Cambodia (Photo: ADPC)

Droughts of 2001 and 2002

In 2001, drought hit the provinces of Battambang, Pursat, Prey Veng, Kampong Speu, Kampong Cham and Svay Rieng. Food shortages affected approximately 133,000 families, about half a million people.

A prolonged drought due to unusually dry weather during the rainy season, and starting as early as January 2002 in some places, affected eight provinces, in particular those of Kampong Speu, Takeo, Prey Veng in the south, and Odar Meanchey in the north-west of the country. The drought prevailed until the onset of rains in mid-August and directly

affected almost 72,000 hectares. Statistics from the NCDM indicate that this was the worst drought in two decades, affecting over 2 million people.

2.3 Sri Lanka

The Democratic Socialist Republic of Sri Lanka is an island country in the Indian Ocean situated about 50 miles east of the southern tip of India. The country has a mountainous central region, and all rivers originate in the central hills and flow down to the sea. Sri Lanka has a tropical climate fed by two monsoons that emerge in the Indian Ocean, and two brief inter-monsoon periods. There is considerable variation in rainfall and evaporation as the topography changes from the highlands to the coastal plains. The main natural disasters affecting Sri Lanka are droughts, floods, landslides, sea erosion and cyclones. Floods and landslides are more localised and seasonal, whereas droughts and cyclones are more widespread but occasional.

Table 3: Impact of various disasters in Sri Lanka (1957–2003)

Disaster	No. of Events	Total Affected
Drought	10	8,613,000
Flood	36	9,022,728
Slides	3	130
Wind storm	5	2,018,000

Source: EM-DAT: The OFDA/CRED International Disaster Database (www.em-dat.net).

As the above table shows, drought is the most significant hazard in Sri Lanka in terms of people affected. The south-eastern district of Hambantota and the north-western regions of Mannar and Puttalam tend to be most regularly affected, as opposed to the south-west corner of Sri Lanka, where there is usually heavy rainfall, and droughts are markedly less common.

Apart from drought, floods are a regular event, especially on the eastern and south-western slopes. The main causes of the frequent floods are heavy seasonal rainfall, deforestation, a lack of flood protection schemes and unplanned development activities. Floods are an annual occurrence that cause tremendous damage to life and livelihoods. Wet zone rivers such as the Kelani, Kalu, Nilwala and Gin are most prone to flooding, affecting both urban centres and rural areas. The wet zone suffers periodic river breaching, while even the country's vast dry zone plains are not spared calamitous flooding.

Landslides occur in areas that receive 1,000–4,000 mm of annual rainfall. Eight of Sri Lanka's 25 districts are prone to landslides: of these, Nuwara Eliya, Kandy, Ratnapura and Badulla districts are particularly heavily prone to landslide disasters. Some 12,000 km² of the country are designated as vulnerable to landslides. A combination of heavy rainfall, geology and unsafe land-use practices has led to intermittent landslides throughout the hill country. Road construction, clearing forests for cultivation and development projects often pave the way for massive landslides by disturbing slopes in equilibrium. The last two decades have seen a number of these, with axial lengths over one kilometre. Monsoons in 2002 caused landslides in three administrative districts, claiming a number of lives and damaging many houses.

Cyclones and storms have only made landfall on the eastern coast of Sri Lanka, except for a single storm in 1967. The majority of cyclones and storms pass through the northern and north-central parts of the island. There have been four severe cyclones over the last century, as well as a number of severe and moderate storms. The cyclones that pass through Sri Lanka originate in the Bay of Bengal during the north-east monsoon, which develops in November and lasts a few months. Cyclone incidence shows strong seasonality, and 80% of all cyclones and storms occur in November and December.

Out of the 1,585 km of coastline, almost 50% is prone to erosion. The north-western, western, southern and north-eastern coastlines are more vulnerable to sea erosion than

other areas of the country. According to the National Disaster Management Centre (NDMC), the main causes of sea erosion are offshore mining of coral, unplanned removal of sand in coastal areas, destruction of coastal vegetation and unplanned development activities in the coastal areas.

Sri Lanka is far from the tectonic plate boundaries, but it is close enough to the highly active seismic zone near Sumatra and other regions to its south-east, making it at risk from tsunamis created by earthquakes in this region – as the 2004 tsunami demonstrated.

2.3.1 Recent major disasters in Sri Lanka

Droughts of 2001 and 2004

In 2001, southern Sri Lanka was affected by prolonged drought. The southern tip of Sri Lanka usually does not receive any rainfall from the main monsoon. A second, more southerly monsoon season, which generally brings rain, was due in November/December. In the two previous years, this second monsoon season had failed, meaning that there had been no rain for 21 months, resulting in the loss of crops and adversely affecting 370,000 families.

About 3 million people, mostly poor rural farmers, were severely affected by a drought in 2004, throughout 14 of the 25 districts in Sri Lanka. Some were unable to cultivate their land at all, while others lost their crops. As a result, many were left without any income, and threatened with starvation. The worst affected districts were Anuradhapura and Polonnaruwa in North-Central Province, Kurunegala and Puttlam in North-Western Province, Hambantota in Southern Province, Monaragala in UVA Province and Matale in Central Province.

Cyclones of 1978 and 2000

In November 1978, a major cyclone hit the country, producing a storm surge of 2 km in the eastern provinces of the country, and killing 915 people and affecting about 1 million others. On 26 December 2000 a powerful tropical cyclone with high winds and heavy rains hit the island and left

about 75,000 Sri Lankans homeless. The cyclone caused major destruction from Tirukkovil to Trincomalee on the north-eastern coast. Over 8,000 houses were damaged, acres of farmland were destroyed, and the telephone and electricity network were badly damaged.

Floods of 2003

On 17 May 2003 torrential rains hit Sri Lanka, leading to serious flooding and landslides in the south and south-western parts of the country. Nearly 146,198 families (750,000 people) and 28,906 houses were damaged in six districts (Ratnapura, Hambantota, Matara, Galle, Kalutara and Nuwara-Eliya). According to the official estimates of the government, an estimated 236 people died while 17 people were listed as missing. Almost 10,000 people were forced into temporary shelters. The floods were accompanied by heavy winds and landslides.

Tsunami of 2004

On 26 December 2004 the Indian Ocean Tsunami hit Sri Lanka and caused extensive damage and disruption to human life, livelihoods, infrastructure, private and public property and economic and social activities. The death toll reached over 38,000 with nearly 1 million displaced persons. The tsunami destroyed three-quarters of the country's coastal strip and severely affected 14 of its 25 administrative districts. The total cost of the required relief, rehabilitation and reconstruction effort is estimated to be around US\$ 2 billion for a period of three to five years. The most affected provinces constitute about 18% of the national gross domestic product and contain about 25% of the population. Between 25% and 33% of the population in the affected districts live below the national poverty line.

Chapter 3: Current institutional arrangements for disaster reduction

3.1 Bangladesh

3.1.1 Institutional bodies

The Ministry of Food and Disaster Management (MoFDM) (formerly the Ministry of Disaster Management and Relief) of the Government of Bangladesh (GoB) has the responsibility for coordinating national DM efforts across all agencies.

There are three bodies for multisectoral coordination and collaboration at the national level:

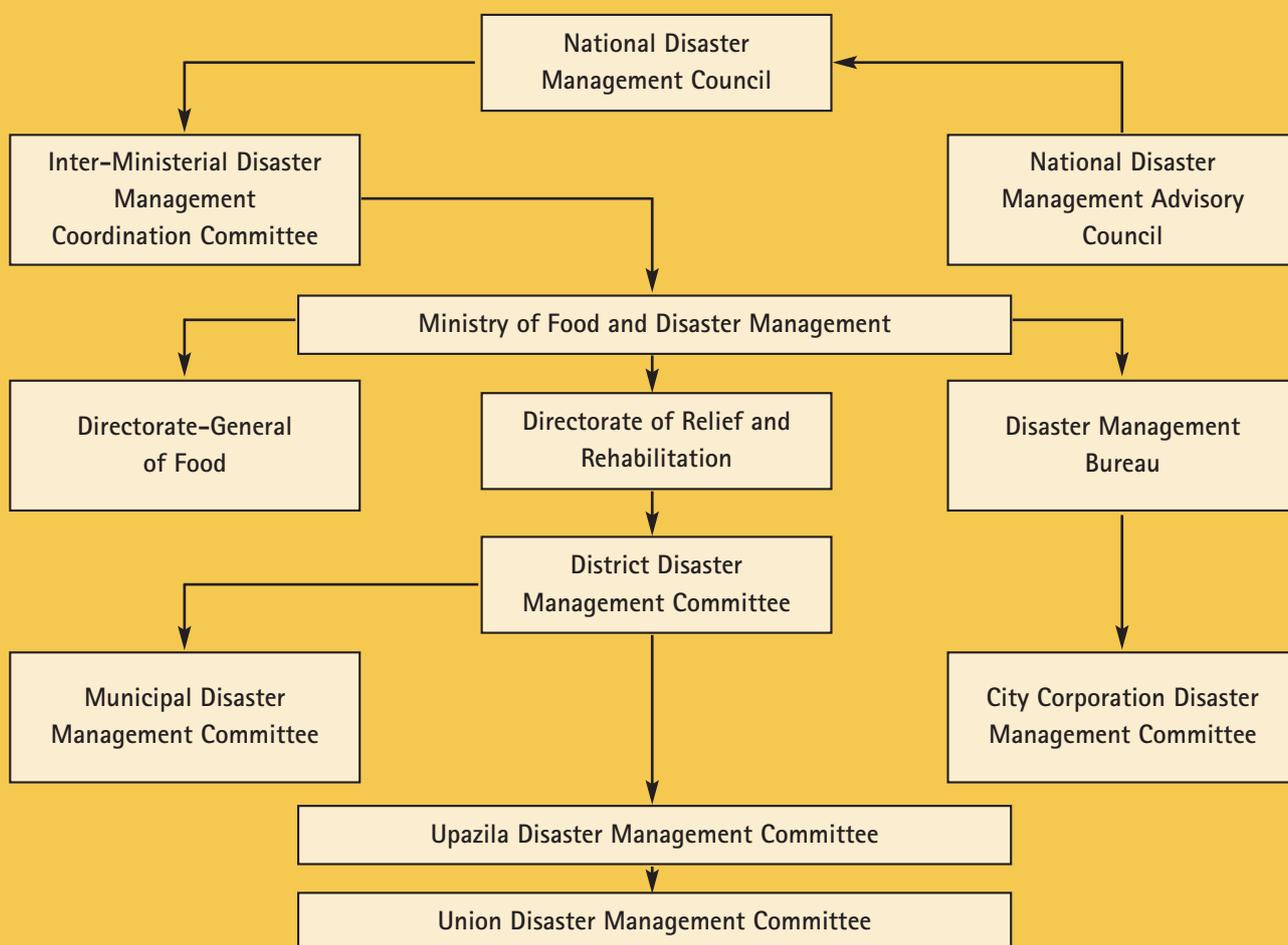
- > The National Disaster Management Council (NDMC);
- > The Inter-Ministerial Disaster Management Coordination Committee (IMDMCC); and
- > The National Disaster Management Advisory Committee (NDMAC).

National Disaster Management Council

The NDMC is headed by the Prime Minister and has 30 members including ministers and permanent secretaries of concerned ministries, plus the chiefs of staff of the defence services:

- > The Prime Minister, Chairman of the NDMC
- > Minister, Ministry of Water Resources
- > Minister, Ministry of Finance
- > Minister, Ministry of Local Government, Rural Development and Cooperatives
- > Minister, Ministry of Communications
- > Minister, Ministry of Health and Family Welfare
- > Minister, Ministry of Finance
- > Minister, Ministry of Home Affairs

Figure 1: Institutional Arrangements for Disaster Management Bangladesh



- > Minister, Ministry of Food and Disaster Management
- > Minister, Ministry of Agriculture
- > Minister, Ministry of Shipping
- > Chief of Staff, Army
- > Chief of Staff, Navy
- > Chief of Staff, Air Force
- > Cabinet Secretary
- > Principal Secretary to the Prime Minister
- > Secretary, Ministry of Agriculture
- > Secretary, Ministry of Finance
- > Secretary, Ministry of Health and Family Welfare
- > Secretary, Ministry of Home Affairs
- > Secretary, Ministry of Defence
- > Secretary, Ministry of Local Government
- > Secretary, Ministry of Roads and Railways
- > Secretary, Ministry of Shipping
- > Secretary, Jamuna Bridge Division
- > Secretary, Ministry of Water Resources
- > Secretary, Ministry of Food and Disaster Management
- > Member, Socio Economic Infrastructure, Planning Commission
- > Principal Staff Officer, Armed Services Division

The responsibilities of the NDMC include:

- > formulating policy regarding DM, and issuing guidelines in this respect;
- > examining the recommendations of the IMDMCC and NDMAC and issuing directives for their implementation;
- > approving the Standing Orders on Disasters and National Disaster Management plans;
- > ensuring coordination among civil administration, defence forces and the non-governmental organisations (NGOs) in the DM planning process;
- > arranging the framing of law for disaster prevention, mitigation, preparedness and response;
- > taking necessary steps after evaluating the precautionary preparedness measures immediately with the warning signals regarding imminent disaster;
- > framing guidelines for distribution of relief materials and assigning priority to steps during pre-disaster, disaster and post-disaster periods; and
- > considering other related issues and dealing with them.

Inter-Ministerial Disaster Management Coordination Committee (IMDMCC)

The IMDMCC is chaired by the Minister of the MoFDM and vice-chaired by the Cabinet Secretary. Other members are:

- > Planning Secretary to the Prime Minister
- > Member (Planning), Planning Commission
- > Secretary, Ministry of Foreign Affairs
- > Secretary, Ministry of Agriculture
- > Secretary, Ministry of Defence
- > Secretary, Ministry of Water Resources
- > Secretary, Ministry of Education
- > Secretary, Ministry of Information
- > Secretary, Ministry of Housing and Public Works
- > Secretary, Ministry of Power, Energy and Mineral Resources
- > Secretary, Ministry of Civil Aviation and Tourism
- > Secretary, Ministry of Fisheries and Livestock
- > Secretary, Ministry of Post and Telecommunications
- > Secretary, Ministry of Environment and Forest
- > Secretary, Ministry of Food and Disaster Management
- > Secretary, Ministry of Finance
- > Secretary, Ministry of Local Government Division
- > Secretary, Ministry of Home Affairs
- > Secretary, Roads and Railways Division
- > Secretary, Jamuna Bridge Division
- > Secretary, Ministry of Shipping
- > Secretary, Ministry of Health and Family Welfare
- > Principal Staff Officer, Armed Forces Division
- > Director General, NGO Affairs Bureau
- > Director General, Disaster Management Bureau (DMB)
- > Director General, Relief and Rehabilitation
- > Secretary General, Bangladesh Red Crescent Society (BRCS)

The following officers attend the meetings on invitation:

- > Director, Department of Meteorology
- > Joint Secretary, Ministry of Food and Disaster Management
- > Chairman, Water Development Board
- > Chief Engineer, Roads and Highways Department
- > Chairman, Bangladesh Telegraph and Telephone Board
- > Director General, Department of Health
- > Chief Engineer, Public Health Department
- > Director-General, Department of Food

- > Chairman, Bangladesh Inland Water Transport Corporation
- > Chairman, Bangladesh Railways
- > Director, Cyclone Preparedness Programme
- > Director, Association of Development Agencies in Bangladesh (ADAB)
- > President, Federation of Chamber of Commerce and Industries
- > UN Resident Coordinator
- > Representatives of the UN organisations
- > Chief Engineer, Public Works and Local Government
- > Engineering Department
- > (other experts)

The IMDMCC has specific responsibilities to be performed before, during and after disasters. Its overall responsibilities are to:

- > implement the policy and decisions of the NDMC. To monitor the disaster-related plans for prevention, mitigation, preparedness, disaster relief (emergency assistance) and rehabilitation, and to keep the Council informed of progress made.
- > coordinate the activities of the government agencies concerned with DM and to evaluate the activities of the DMB.
- > scrutinise the disaster preparedness of different ministries and agencies every six months;
- > take steps to coordinate relief operations in the post-disaster recovery period; and
- > advise and issue guidelines on other related issues.

The specific responsibilities of the IMDMCC regarding disaster prevention/mitigation are to:

- > make recommendations to the NDMC regarding the prioritisation and inclusion of disaster prevention/mitigation projects in the National Development Plan;
- > determine the method of Disaster Impact Assessment of large projects regarding their longevity against increasing disaster or damage during disaster;
- > coordinate the preparation and implementation of disaster prevention/mitigation projects and recommend the framing of policy, fixing priorities and distributing assets in this respect;
- > arrange to increase efficiency at all levels of DM activities; and

- > monitor the disaster risks and how they are mitigated according to the priorities in the national policy, monitor their implementation, and keep the NDMC informed of progress made.

The specific responsibilities of the IMDMCC regarding the level of disaster preparedness are to:

- > scrutinise the disaster forecasts and warning procedures, and coordinate with the different agencies;
- > review the action plan of all disaster-related agencies;
- > monitor the overall disaster preparedness programmes and inform the NDMC;
- > review the warning system at local level;
- > coordinate among different agencies responsible for educating people concerning their duties during a disaster;
- > ensure coordination among government agencies and NGOs responsible for providing training on the subject of DM;
- > ensure a rapid supply of additional equipment and materials to places where telecommunications have been disrupted by a disaster situation; and
- > ensure a quick assessment of both the damage caused by the disaster and the quality of reconstruction work.

Responsibilities to meet an emergency situation are to:

Alert/Warning Stage:

- > ensure that warning signals reach all concerned officials, agencies and mass media.

Disaster Stage:

- > depute additional human power to disaster affected areas to aid the administration,
- > send members of the Defence Services with assigned duties for communications and essential services; and
- > determine priorities and issue instructions regarding relief materials, funds and transport.

National Disaster Management Advisory Committee (NDMAC)

The NDMAC has a membership drawn from both the public and the private sectors. A DM specialist is nominated by the Prime Minister as the Chairperson of this committee. Other members (in total 30) include members of parliament elected from disaster-prone areas, experienced persons from government agencies, universities, NGOs, donor organisations and other agencies in the field of water resources, meteorology, seismographic engineering, physical infrastructure planning, social anthropology, education and DM; plus the following individuals: the Chairperson of the BRCS; the presidents of the Federation of Bangladesh Chamber of Commerce and Industries and the Institute of Engineers; the chairmen of the Insurance Company Association, Krishi Bank and Grameen Bank; the Director General of the Department of Relief and Rehabilitation; and a local representative of the Armed Forces Division. The Director General of the DMB is the Member Secretary of the committee.

The committee meets twice a year, with more meetings possible if necessary. Within the committee, sub-committees may be formed to deal with specific problems such as cyclone warnings, flood forecasts, earthquake risks, and public participation. The responsibilities of the NDMAC include:

- > advising the NDMC, MoFDM and DMB on technical management and socio-economic aspects of disaster prevention/mitigation, preparedness, emergency response and development (rehabilitation and reconstruction matters);
- > alerting the committee members about the risk of disaster as well as mitigation possibilities, and encouraging them in respect of workshops, training and research;
- > creating a forum for discussion by experts on the risk of disaster, opening opportunities for cooperation towards DM problem-solving;
- > recommending the release of funds for special project work and also for the introduction of special emergency methods or empowerment, if needed;
- > recommending the solutions to problems identified by the DMB or any other agency or person;
- > proposing long-term rehabilitation plans; and

- > holding post-mortems or preparing final evaluations of programmes undertaken to cope with the disaster, and submitting a report providing recommendations to the NDMC.

Apart from the above-mentioned committees, there are several specialised committees as mentioned below, working at the national level in DM:

The Cyclone Preparedness Programme Implementation Board (CPPIB), headed by the Secretary of the MoFDM, which reviews the preparedness activities vis-à-vis cyclones.

The Disaster Management Training & Public Awareness Building Task Force (DMTTF), headed by the Director General of DMB, which coordinates the disaster-related training and public awareness activities of the government, NGOs and other organisations.

Focal Point Coordination Group on Disaster Management (FPCG), also headed by the Director-General of DMB, which reviews and coordinates the activities of various departments related to DM. The preparation of Contingency Disaster Management Plans (CDMPs) by individual departments is also reviewed.

NGO Coordination Committee on Disaster Management (NGOCC), headed by the Director-General of DMB, which reviews and coordinates the activities of NGOs involved in DM activities in the country. Other members of the committee are the Director General of the NGO Affairs Bureau; Joint Secretary (Relief) of the MoFDM; the Director-General of the Relief and Rehabilitation Directorate; the Director-Generals of the Environment and Women's Affairs; the CP-PIB; the Meteorological Department; the Director of Planning at the DMB; the Chairman of the Space Research and Remote Sensing Organisation (SPARRSO), and representatives of Oxfam, Disaster Forum, the Bangladesh Disaster Preparedness Centre (BDPC), Caritas, the Christian Commission for Development in Bangladesh (CCDB), the ADAB, PROSHIKA, Helen Keller International, World Vision, Concern, and Deep Unnayan Sangstha.

The Committee for the Speedy Dissemination of Disaster-related Warning/Signals, headed by the Director-General of DMB, which meets frequently to examine, ensure and find out the ways and means for the speedy dissemination of warnings/signals among the people.

In addition to these national level committees, three committees exist at the sub-national, thana (sub-district) and union levels:

- > The District Disaster Management Committee (DDMC), headed by the Deputy Commissioner, which coordinates and reviews DM activities at the district level.
- > The Thana Disaster Management Committee (TDMC), headed by the Thana Nirbahi Officer, which coordinates and reviews DM activities at the thana (sub-district) level.
- > The Union Disaster Management Committee (UDMC), headed by the chairman of the Union Parishad, which coordinates, reviews and implements DM activities.

These field-level committees feature representatives from the NGOs, social organisations and local government bodies in addition to the government departments.

3.1.2 Disaster management policy

Standing Orders on Disaster

A great strength of the DM system in Bangladesh is its well-established standard operating procedures for DM, which were initially formulated to deal with cyclones and floods. In January 1997 the GoB promulgated through the DMB the Standing Orders on Disasters, repealing all other previous Standing Orders in this connection. The new Standing Orders detailed the functions and responsibilities of all relevant ministries, divisions, departments and agencies in districts in normal times, and during the precautionary, disaster and rehabilitation stages.

Development and implementation of the Comprehensive Disaster Management Programme (CDMP)

In 2003, the GoB, in partnership with the UNDP and the UK Department for International Development (DFID), launched the CDMP under the guidance of the MoFDM. Its major pur-

pose is to support the MoFDM in implementing significant policy and planning reforms and in building operational frameworks to facilitate a shift in the country's DM programmes from response and relief to a more balanced and comprehensive risk reduction focus. During the initial couple of years, the focus of reform will be on putting into place the foundations for long-term DM programming. This includes a significant review and/or redrafting of national policy and planning documents, including legislation, the creation of strategic planning frameworks, the implementation of a professional development programme for key MoFDM officials, and the establishment of collaborative partnerships for sustained service delivery.

Bangladesh recognises that there are many interdependent elements that make up an effective DM system. These elements are listed below as six strategic focal areas under the CDMP, implemented through the Ministry's Corporate Strategy and Plan. The critical factor is for each of these focal areas to be viewed as being individual inputs to a larger picture, with the outputs of one or more elements serving as inputs to other focal area programmes.

Focal Area 1: Making the DM systems more professional

There are four key elements to this focal area

- > Reviewing all policy and planning documentation to ensure it complements the achievement of the paradigm shift.
- > Establishing a professional development programme to increase the capability of MoFDM key staff to take the lead regarding DM efforts in the country.
- > Creating Corporate and Strategic Planning Frameworks to guide the achievement of risk reduction milestones.
- > Building collaborative partnership networks, including those with academic institutions and the private sector.

Focal Area 2: Mainstreaming risk management programming (partnership development)

The key elements to this focal area are

- > Advocacy, in order to raise awareness among politicians and senior policy officials.
- > Partnership development, with a major emphasis on reviewing the roles and responsibilities of DM committees at all

levels, and in addition government agencies, in order to reflect both risk reduction and emergency response functions.

- > Development and implementation of a national training policy and curriculum.
- > Integration of DM issues within education systems.
- > Building knowledge and understanding of DM among the nation's media services.

Focal Area 3: Strengthening community institutional mechanisms (community empowerment)

There are four key elements to this focal area

- > Undertaking a gap analysis survey to establish who are the key DM stakeholders, what programmes they are implementing, the methodologies they are using and the results they are achieving, and the geographic areas targeted.
- > Developing risk reduction planning frameworks to facilitate the mainstreaming of community risk assessment (CRA) outcomes.
- > Establishing a Local Disaster Risk Reduction Fund to assist communities and community-based organisations (CBOs) to undertake risk reduction projects.
- > Developing uniform CRA guidelines and building stakeholder capacity.

Focal Area 4: Expanding risk reduction programming across a broader range of hazards

There are two key elements to this focal area

- > Urban risk in larger cities with a focus on flooding and earthquakes.
- > Establishing a Climate Change Cell with a focus on the determination of climate change impacts for integration within CRA programmes.

Focal Area 5: Strengthening emergency response systems

There are three key elements to this focal area:

- > Establishing a national DM information centre available 24 hours a day.
- > Strengthening emergency response planning and warning systems.
- > Developing and implementing community education and awareness programmes.

Focal Area 6: Maintaining and strengthening the national food security system

- > Focusing on ensuring access to sustainable food supplies.

Corporate and strategic planning frameworks

In early 2005, as one of the first steps under the CDMP, and in order to implement its commitment to the HFA, the MoFDM launched the "Corporate Plan: Framework for Action 2005-2009". This document sets out the priorities and broad strategies for achieving reform within the DM sector. It ensures that there are strong linkages with the priorities of the government in respect of the achievements of goals associated with national and international drivers. The Corporate Plan will be used to:

- > articulate the ministry's long-term strategic focus;
- > demonstrate a commitment to address key issues: risk reduction, capacity building, climate change, food security, issues of gender and the socially disadvantaged;
- > show the relationship between the government's vision and the MoFDM's mission, key result areas, goals and strategies, and to align priorities and strategies with international and national drivers for change;
- > detail a road map for the development of international strategic plans for the DMB, the Directorate of Relief and Rehabilitation (DoRR), the Directorate-General of Food (DGoF) and the Policy Programme and Partnership Development Unit (PPPDU);
- > guide the MoFDM in the development and delivery of programmes for which the ministry is accountable;
- > provide guidance to the MoFDM's executives in the formulation of programmes, and the allocation of budgets and resources;
- > show the NGOs, other ministries and civil society how their work can contribute to achieving the government's vision, and how they can support the MoFDM's goals;
- > inform them about the challenges, opportunities and risks that will have an impact on policies and practices; and
- > provide a framework within which to report performance and success in achieving goals and strategies.

Each of the Ministry's three operational directorates (DMB, DoRR, DGoF) has prepared two to three year Strategic Plans based on the Corporate Plan and an Operations Plan detailing the priorities for each 12-month period. These plans are used to assist the MoFDM and its directorates formulating collaborative partnerships, particularly with NGOs, with the aim of ensuring the sustainable delivery of services relative to each strategy.

3.1.3 Strengths and weaknesses of the disaster management system

Strengths

The above-mentioned institutions, strategies and programmes definitely show that Bangladesh has adopted a proactive approach regarding DRR, and has the vision to incorporate it into long-term development. Several of these are reflected in the MoFDM's Bangladesh Country Report prepared for the World Conference on Disaster Reduction (WCDR).

Political commitment

Bangladesh is the first country in South Asia to establish a separate ministry for DM, which itself highlights the country's political commitment to DM. Even the development plans for some sectors include DRR components. For example, the National Environment Management Action Plan takes into account DRR as a vital component. The Integrated Coastal Zone Management (ICZM) programme has built-in components to address risk reduction. The GoB remains committed to creating a holistic and comprehensive risk reduction culture within national policies and strategies for risk reduction through its action under the CDMP.

National Building Code

In 1993, the National Building Code was drafted and published, replacing the 1979 code. Bangladesh does not have any separate code for the design and construction of earthquake-resistant structures. A seismic zoning map and detailed seismic design provisions were incorporated into the new National Building Code. However, the enforcement of the

standards presented in the National Building Code requires close monitoring by concerned agencies. The shortage of trained staff to monitor new construction impedes the effectiveness of the building standards.

Risk identification

Hazard mapping exercises have been undertaken by several DM stakeholder agencies. The results of these mapping are used by the government, NGOs and donor agencies to design, implement and assess the risk reduction impact achieved through development intervention strategies.

Early warning

Bangladesh has a very effective system for the dissemination of early warnings of approaching cyclones. The Bangladesh Meteorological Department issues warnings to coastal residents of potential cyclonic episodes, while Flood Forecasting and Warning Centres issue warnings of rising river flows to flood-prone areas. Bangladesh has initiated the Cyclone Preparedness Programme as part of an early warning system to protect the people residing in the low-lying coastal area and offshore islands.

Preparedness and contingency planning

Contingency planning has been set in place at all levels of society for specific disaster responses to major catastrophes such as cyclones and floods. The 1997 Standing Orders on Disasters is a precedent-setting document in the South Asian region of standard operating procedures, and it articulates the role and responsibilities of the government and other response stakeholders. From the district to the upazila and union levels, a series of local disaster response committees have prepared local disaster action plans to address specific hazards likely to impact the resident population.

Knowledge management

Bangladesh has a national public awareness programme on risk reduction with annually observed "National Disaster Preparedness Day" and "International Disaster Reduction Day". But there is a need for a more coordinated national public awareness programme on DRR.

Budget allocation

The MoFDM receives an annual government budget to operate a secretariat, the DMB and the DoRR. This amount includes both field and headquarters staff. The national budget allows the Ministry to deal with disaster-related activities. In addition, the government has allocated fund-specific projects to the subject under the annual development programme. The national budget also includes a government contribution to donor-supported DM risk reduction initiatives.

Risk management application and instruments

Bangladesh has a number of financial instruments in place, e.g. agricultural credit, microcredit finance and community funds such as Vulnerability Group Development, food-for-work and cash-for-work. After the 2004 floods, the GoB launched the Risk Reduction Programme, which reflects a shift towards a new vision of DRR. The programme provides interest-free loans to the affected population for income generation. The communities invest in risk reduction measures at the household level.

Weaknesses

Despite the strengths of the DM system, some weaknesses nevertheless still have to be addressed.

Disaster Management Bureau and Directorate of Relief and Rehabilitation

The DMB is responsible for coordinating the strengthening of DM capabilities at all levels, but does not have the field outreach capacity to undertake this task effectively. Furthermore the DMB was initially created through project funding, and has only recently become a permanent fixture in the GoB staffing structure. The DoRR manages the food assistance programme during normal times, and coordinates relief efforts during emergencies. The DoRR has field staff to support these activities; however, they do not have specific responsibility for preparedness and response. The CDMP programme now seeks to address this issue. Both the DMB and DoRR have experienced problems obtaining and retaining high-quality staff. There are also concerns related to the professional competence of existing staff

with regard to driving the transition of DM programming from relief to risk management (Source: CDMP 2003 Report).

Earthquake risk

There is only a limited understanding and appreciation of earthquake risks: the CDMP should address this issue.

Urban planning

There is a lack of consideration for the integration of DRR into urban planning and construction. Additionally, there are only limited response capacities in urban areas, and overall, rescue services are low on resources.

Early warning

There is only limited dissemination and outreach of flood warnings to the local community level.

3.2 Cambodia

3.2.1 Institutional bodies

National Committee for Disaster Management (NCDM)

In 1995, as a result of the country's experience with regular disasters, the Royal Government of Cambodia (GoC) established the NCDM. Its responsibilities are defined not only in terms of providing timely and effective emergency relief to the victims of disasters, but also in terms of developing preventive measures to reduce loss of life and property. The NCDM is an inter-ministerial body chaired by the Prime Minister. Other members of the NCDM at the national level are:

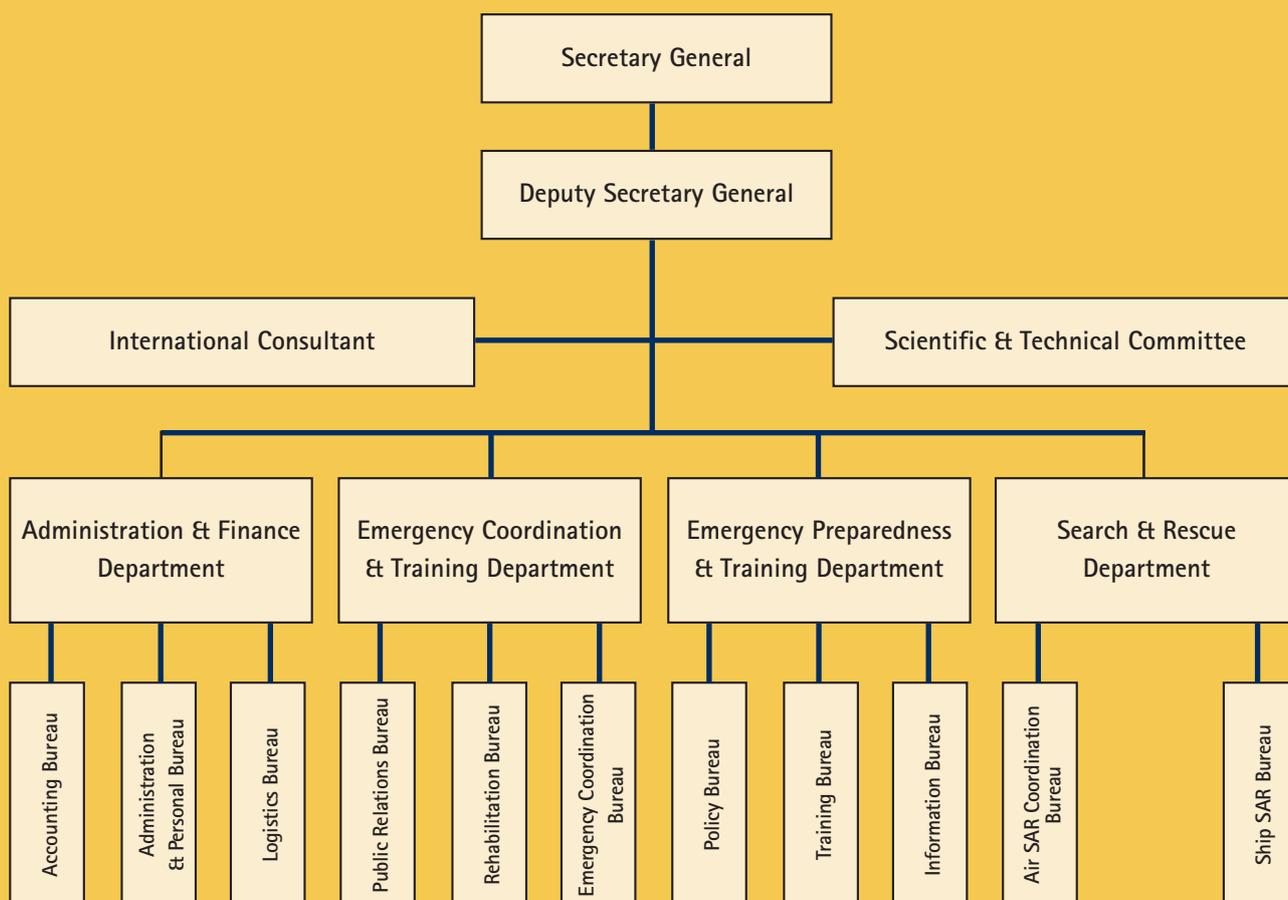
- > Minister of Interior (Vice President)
- > Minister of National Defence (Vice President)
- > Council of Ministers Office
- > Ministry of Economy and Finance
- > Ministry of Foreign Affairs and International Cooperation
- > A high-ranking official as an honourable member to the committee in charge of the Special Coordinating Mission
- > Ministry of Water Resources and Meteorology
- > Representative of the High Command of the Royal

Cambodian Armed Forces
 > Secretariat of State for the State Secretariat for Civil Aviation.

All ministries and institutions concerned collaborate closely with the NCDM when necessary in an emergency situation. The Cambodian Red Cross (CRC) is the NCDM's main partner, and the two organisations jointly conduct relief operations in the event of disaster. The organisational structure at the

provincial or at the district level consists of the Provincial/District Governor as the President, the Deputy Governor as the Vice President, and the heads of each relevant government department as the members. The organisation's implementing body is the NCDM General Secretariat. The Secretariat's organisational structure is illustrated in the following figure:

Figure 2: Organisational Structure of NCDM General Secretariat



Its roles and responsibilities can be divided into the following categories:

- > General tasks such as training members, coordinating with institutions, conducting assessments and developing guidelines on emergency preparedness.
- > The Emergency Coordination and Rehabilitation Programme.
- > The Emergency Preparedness and Training Programme.
- > The Search and Rescue Programme.

3.2.2 Disaster management policy

National Policy for Disaster Management

During the period 1998–2000, the NCDM developed a National Policy for Disaster Management. This policy is available on the UNISDR website at www.unisdr.org under the "Country Information" section. The document is divided into three parts:

Part I – Organisational Structure for DM:

This part of the policy looks into the organisational structure for DM at the national, provincial and district levels, and also lists the roles and responsibilities with respect to various tasks as mentioned above.

Part II – The National Emergency Management Policy:

The policy emphasises four areas as essential components of the National Emergency Management Plan: hazard analysis, emergency preparedness, emergency response and disaster mitigation. It states that the strategy of the NCDM should be to:

- > follow an institutional philosophy based on the understanding and use of relevant concepts such as hazard analysis and DM, together with disaster mitigation and rehabilitation and other similar or alternative concepts;
- > emphasise the need to link emergency management to the national development strategy;
- > promote and support the implementation of the "International Decade for Natural Disaster Reduction", and the "Yokohama Strategy and Plan of Action for a Safer World";
- > emphasise the coordination function of the NCDM;

- > adopt a partnership approach with other actors that have a stake in DM, including government ministries and departments, bureaus, corporations, authorities and agencies, technical and academic institutions (local and international), inter-governmental bodies, donors, local and international NGOs and UN agencies.
- > intensify the collaborative relations between the CRC and the NCDM;
- > develop a collaboration network with training and research centres;
- > focus on key issues as identified by its members;
- > adopt a role with regard to general safety promotion;
- > adopt a role in terms of advocacy for the protection of victims, emergency response personnel and infrastructure in emergency situations; and
- > promote and encourage a spirit of self-reliance and mutual benefit within government agencies and local communities.

Part III – The National Plan for DM:

This part outlines the National Emergency Management Plan, procedures, rules and regulations for implementing the sub-decree, emergency management activities, and detailed plan for DM. These cover the specific responsibilities of over 25 ministries.

Five-Year Institutional Development Strategy of the NCDM

In 2001, following the devastating floods of 2000, a joint assessment of the current institutional arrangement was carried out by the assessment team including representatives from the NCDM, the CRC, the International Federation of Red Cross (IFRC), the World Food Programme (WFP) and the UNDP. The assessment team produced a report on the capability and capacity of the NCDM, and undertook a consultative process to develop the following Five-Year Institutional Development Strategy. With the objective of developing an effective inter-ministerial system in disaster preparedness, response and rehabilitation to reduce the impact of disasters on Cambodia's communities, the strategy identified three stages:

- > Stage I: Lessons learned, awareness building and development of core skills (Years 1-2)
- > Stage II: National strategy, stakeholders' commitment and political will (Years 3-4)
- > Stage III: DM programme coordination and implementation (Year 5).

Two-Year Plan of Action for the development of the NCDM

This plan comprises a set of priority actions for the first two years. It also lists the activities that will be carried out in relation to the following specific objectives:

Objective 1: The DM policy and its effective dissemination

- > Improve the capacity of the inter-ministerial level committee in terms of policy formulation and implementation and in terms of providing an appropriate issuance and promulgation strategy that would provide clear mandate to various ministries involved in DM.
- > Set up a functional full-time General Secretariat and various internal departments or units to oversee the implementation of various coordination activities among ministries, as well as a development partnership mechanism among external organisations for DM programmes and projects.
- > Improve the understanding of the Provincial Committee on Disaster Management and the District Committee on Disaster Management in the areas of DM policy and guidelines.

Objective 2: Disaster Preparedness and Response Plan, and the training of its implementers

- > Develop and implement a Disaster Preparedness and Emergency Response Plan.
- > Train and mobilise a Disaster Response Force within the Armed Forces.

Objective 3: Disaster Management Information System

- > Review and develop a data collection, collation and reporting system.
- > Improve the flood early warning system.

Objective 4: National Strategy for Disaster Awareness and Community Based Disaster Preparedness (CBDP)

- > Develop and approve a public awareness and CBDP programme strategy in various ministries, agencies and villages and with NGOs.
- > Create and implement a multi-media public awareness programme.

Objective 5: Flood vulnerability and a long-term and comprehensive Disaster Management Strategy

- > Identify risks and vulnerabilities and their impact on major national sectors and programmes.
- > Prepare sectoral strategies in response to the risk analysis.

The implementation of the activities in the Two-Year Plan of Action was costed at US\$ 6.036 million, and this strategy was presented by the NCDM at the Multi Donor Consultative Group for Cambodia. However, the comprehensive funding sought was not secured. There has been some progress in implementation, primarily through some individual interventions by various NGOs, UN agencies, the ADPC and the Mekong River Commission (MRC). Nevertheless, the framework is still unfinished and deserves full support.

Strategic Collaboration Action Plans for Institutionalising Community Based Disaster Risk Management (CBDRM)

The Strategic Collaboration Action Plans for Institutionalising CBDRM are developed from the inputs of national concept papers on the institutionalisation of CBDRM at the consultation workshops organised by the Partnerships for Disaster Reduction – Southeast Asia (PDRSEA) in the five project countries. The ADPC, in collaboration with UNESCAP and with financial support from the Disaster Preparedness Programme of the European Commission's Humanitarian Aid Department (DIPECHO), has been implementing the PDRSEA Phase 3 project in five Southeast Asian countries (Cambodia, Lao People's Democratic Republic (PDR), Indonesia, Timor Leste and Viet Nam) since February 2005. The vision, mission and goals for these Action Plans in Cambodia are illustrated in the following table.

Table 4: Strategic Collaboration Action Plans for Institutionalising CBDRM in Cambodia

Vision	Mission	Goals
Harmonious communities living in safety through sustainable development. The NCDM is the champion of CBDRM in five years.	Reduce community risks through participation of all stake-holders, and strengthen the operational and technical capacities of the NCDM.	Effectively integrate CBDRM into the socio-economic development process of Cambodia

3.2.3 Strengths and weaknesses of the disaster management system

Strengths

Commitment and approach

The GoC has taken a proactive approach to relief operations by understanding the need for a long-term strategy in addition to the distribution of emergency food and shelter. Furthermore, the Prime Minister is the Chair of the NCDM. This enhances good cooperation between international organisations and national government institutions. This collaboration can assist in the process of legal reform and should attract funding for both the NCDM and government institutions as well as international and local organisations.

Structure

The Prime Minister's Circulars No. 01 and 02 S. R. have outlined a delegation in disaster prevention through line authorities, ministries and Provincial Committees for Disaster Management (PCDM), District Committees for Disaster Management (DCDM) and Commune Disaster Management

Groups. This structure assists the existing committees at the village and commune levels in the implementation of DM activities.

Budget

Funding received from international organisations for training on disaster preparedness and mitigation is at all levels from the national to the provincial, district and commune level (NCDM statement on disaster status in 2003).

Cooperation and partnerships

With the consent of the Prime Minister, the NCDM has formed a partnership with the larger international organisations and has become a member of the Association of Southeast Asian Nations (ASEAN) Disaster Reduction and Management Planning Programme. Furthermore, the formation of the Humanitarian Accountability Network (HANet) provides an opportunity for close cooperation between humanitarian agencies, relevant government sectors and local communities.

NGOs

NGOs working in poverty reduction now have a greater participatory role, and many NGOs are currently integrating initiatives for disaster preparedness into their project and programme strategies as well as at the village/commune levels.

Mitigation and early warning

The Asian Development Bank (ADB) and the World Bank have established emergency flood control and irrigation rehabilitation projects that protect vulnerable communities from the effects of flooding. The MRC has approved a five-year Flood Management Programme to prevent, minimise and mitigate personal losses due to floods, while preserving the benefits of flooding. The programme addresses flood early warning as one of its top priorities.

Weaknesses

Capacities

At national level, low capacities and resources among staff have adversely impacted the implementation of this programme at the community level. Though the long-term institutional development strategy for the NCDM and the Action Plan for Disaster Management exist within the NCDM at all levels, they are not very clear. The capacity of local district and commune Disaster Management Committees (DMCs) needs to be considered. There is often an absence or ineffectiveness of feedback. The capacity of those to identify, implement and monitor appropriate forms of disaster mitigation and preparedness measures also needs to be further developed.

Resources

Due to limited resources, there is an absence of existing counter plans for disaster preparedness and mitigation. The 2001 Strategy and Action Plan remains to be implemented. There are only limited human and financial resources available for disaster response, and there is a lack of reserved funds for disaster action plans.

Focus

Projects are more relief-focused than targeted at the integration of development and relief.

Early warning

There is a lack of disaster information and dissemination. The alert and warning system is still limited, with unclear roles and responsibilities within the existing structure on the disaster response process.

Transparency

A strengthened accountability and transparency network is required at all levels.

3.3 Sri Lanka

3.3.1 Pre-tsunami situation

In Sri Lanka prior to the December 2004 tsunami, the Ministry of Women's Empowerment and Social Welfare was the focal ministry for DRM at the national level. The ministry houses the National Disaster Management Centre (NDMC), which plays an important role in information management in the aftermath of a disaster. The NDMC has also been instrumental in building the capacity of local administration in DM. However, in the absence of a legal mandate, the NDMC has faced considerable challenges in fulfilling a coordination role.

At the sub-national level, the Reconstruction and Rehabilitation Authority, the Essential Services Department, the District Secretariats, the offices of the Divisional Secretary and Grama Niladhari, the provincial councils and the local authorities of the affected areas have all been playing an important role in DM.

Specialised institutions such as the National Building Research Organisation (NBRO), the Centre for Housing Planning & Building (CHPB), the Urban Development Authority (UDA), the National Physical Planning Department (NPPD), the Coast Conservation Department, the Land Reclamation and Development Corporation, the Irrigation Department, the Central Environment Authority and some other governmental agencies have also been playing important roles in different aspects of DRM.

Prior to the tsunami, although a number of institutions had been doing important work in the area of disaster mitigation (e.g. landslide mitigation work by the NBRO, or urban disaster mitigation work by the CHPB). However, most of the focus was on post-disaster response. There were no legislative arrangements specific to disasters that could integrate the work of different players at all levels, even though a number of attempts were made to link environmental management issues to sustainable development. DRM efforts remained largely disconnected from the development process. Apart from the estimates of loss of life and property and the

amount of government expenditure on relief activities, there have been few attempts to quantify the impact of natural disasters on communities, their livelihoods and the national economy.

3.3.2 Post-tsunami institutional bodies

In the aftermath of the tsunami, a number of initiatives have been undertaken to address DRM issues over the short and medium term within the context of the post-tsunami recovery, as well as over the long term with a view to integrating DRM into the development processes.

The main interim committees set up in the aftermath of the tsunami are as follows:

- > A Parliamentary Select Committee was constituted to review the current status of DRM in the country and to make recommendations for improvement. This multiparty committee has adopted a highly consultative process across the institutions and made extensive use of national and international expertise to come with a comprehensive report.
- > A Buffer Zone Committee was set up to examine issues of definition and to implement a "buffer zone" for reconstruction in the coastal areas.
- > An Interim Committee on Early Warning Systems was set up to review the existing (multi-hazard) early warning systems in the country and to chart directions for the future. It is still operational and is the official link to the Indian Ocean Tsunami Early Warning System.

The reports of these committees as well as the broad-based dialogue that they started are extremely relevant to the improvement of the country's DRM system. Over the past year, the Government of Sri Lanka (GoSL) has taken significant steps towards strengthening legislative and institutional arrangements for DRM:

National Council for Disaster Management (NCDM)

The NCDM was established under the Disaster Management Act No. 13 of 2005 as a high-level inter-ministerial body that provides direction to DRM work in the country.

The Council consists of:

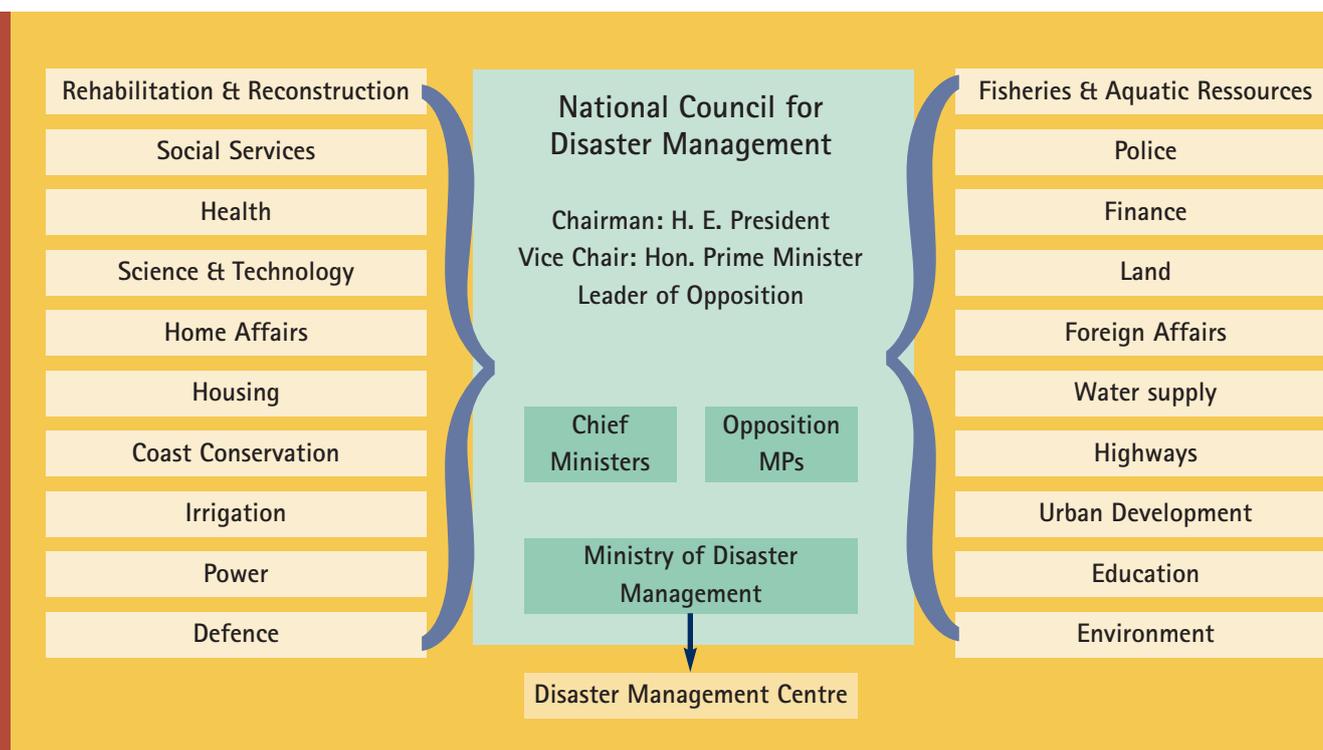
- > President (Chairman)
- > Prime Minister (Vice-Chairman)
- > Leader of the Opposition
- > Chief ministers of every provincial council

Ministers in charge of the following subjects:

- > Social Welfare
- > Rehabilitation and Reconstruction
- > Environment
- > Home Affairs
- > Health
- > Science and Technology
- > Housing
- > Coast Conservation
- > Irrigation
- > Power
- > Defence
- > Police
- > Finance
- > Land
- > Fisheries and Aquatic Resources
- > Highways
- > Urban Development
- > Foreign Affairs
- > Water Supply
- > Education.

The DMC was established in July 2005 to implement the directives of the NCDM. In November 2005, the newly elected President established a Ministry for Disaster Management which has been accorded the lead role in directing the strategic planning for disaster response, risk mitigation, preparedness planning and risk reduction. The institutional framework of DM is illustrated in the following figure:

Figure 3: Institutional Framework for Disaster Management in Sri Lanka



3.3.3 Post-tsunami disaster management policy

Disaster Management Act No. 13 of 2005

In May 2005, the Disaster Management Act was enacted, which provides the legal basis for instituting a DRM system in the country.

Road map for a 'Safer Sri Lanka'

Since the tsunami, there has been a renewed attempt to institutionalise a DRM framework in Sri Lanka. The consensus is that ongoing policy and legislative efforts have to be complemented by adequately identifying risks, evaluating their differential impacts, developing strategies for their management and adequately communicating the risk to all stakeholders at the community, provincial and national levels, and this has contributed towards the conceptualisa-

tion of this framework. There has also been an affirmed need to address the underlying vulnerabilities with regard to strengthening local and national governance structures, emphasising national and community-based environmental resource management, and considering the differential nature of hazards and associated vulnerabilities while formulating national action plans for poverty alleviation and infrastructure for Sri Lanka.

In acknowledging these needs, the Ministry for Disaster Management has proposed a comprehensive framework which will seek to identify and coordinate multi-stakeholder efforts in the next ten years through a holistic strategy or "Road Map" towards building a "Safer Sri Lanka".

The road map is broadly focused on seven thematic components which are consistent with ongoing and past efforts in

the field of DRM and development planning in Sri Lanka. The strategy proposed by the DRM framework for Sri Lanka seeks to cover the following areas:

- > Policy, Institutional Mandates & Institutional Development including components such as the preparation of a national policy for DM, reviewing and formalising mandates, identifying the capacity development needs of agencies to perform their DM functions; and including the steps to implement policies that are already in place.
- > Hazard, Vulnerability and Risk Assessment, comprising activities ranging from flood simulation modelling in key river basins to the development of a vulnerability atlas for Sri Lanka. This will enable development planning which is sensitive to multiple hazards and different kind of vulnerabilities.
- > Multi-hazard Early Warning Systems, incorporating elements to generate advancements in warning for floods, cyclones, abnormal rainfall, drought and landslides, thus enabling decision-makers to take much needed action even prior to the occurrence of a disaster.
- > Disaster Preparedness Planning and Response, minimising the adverse impacts of a disaster through effective precautionary actions and timely adequate responses. Prioritised activities include the development of a national emergency preparedness and response plan and the establishment of emergency operation centres at the national, provincial and district levels.
- > Disaster Mitigation and Integration into Development Planning, encompassing activities related to reducing the impact of droughts, preventing floods and landslides, and protecting against storm surges, sea and coastal flooding by incorporating disaster risk considerations into development plans.
- > CBDM, involving activities that recognise the fact that communities – though affected by disasters – are also the first line of defence against them if they are well-prepared. Interventions proposed include mobilising community teams, creating a local network of trained volunteers, establishing resource centres, and providing small grants to fund priority projects by community teams.
- > Training, Education and Public Awareness, focusing on empowering the public with ways and means to reduce

disaster losses, and including a national awareness campaign designating a "National Disaster Safety Day", promoting disaster awareness among professionals through training and among children via the school curriculum.

These components have been developed through a consultative process which has helped identify gaps, needs, priorities and strategies for further action in Sri Lanka. The strategies and priorities for particular projects have been developed by working groups comprised of multiple stakeholders, representing varied interests and capacities. The resulting conclusions and priorities for action are consistent with the requirements and responsibilities of the Sri Lanka Disaster Management Act No. 13 of 2005, which the framework will work towards implementing over the next five to ten years. The following paragraphs provide a brief summary of the strengths and weakness of Sri Lanka's DM system.

3.3.4 Strengths and weaknesses of the disaster management system

Strengths

Legal basis

The legal basis in Sri Lanka is the Disaster Management Act, which provides the legal basis for instituting a DRM system in the country.

Commitment

After the tsunami, a separate Ministry for Disaster Management was established.

National Programme

The "Road Map for a Safer Sri Lanka" represents a multistakeholder approach to implementing disaster reduction in the country over a ten-year period.

Weaknesses

Budget and resources

The mandate for new programmes is underfunded, and there are only limited resources allocated for preparedness activities. The coverage of response agencies is poor, and these are limited to some urban areas, and suffer from a lack of resources in terms of personnel and equipment. Significant effort is needed to build a systematic risk reduction programme at the district and divisional levels.

Urban planning

There is a need for a proper implementation of an urban risk reduction programme in the country.

Early warning

The Sri Lankan early warning system is weakly developed, especially in the area at greatest risk of tsunamis and seismic events, as well as for predicting cyclones. These gaps have been identified and should be addressed in the Road Map.

Chapter 4: Other organisations working in disaster management in each of the countries

4.1 Bangladesh

One outcome of the GoB's effort to create a disaster-resilient nation is the creation of mechanisms that clarify and strengthen the role of the government, NGOs and private sector organisations through the development of Standing Orders on Disasters. DRR is incorporated into the intervention strategies of many NGOs and civil society institutions addressing developmental problems. DM courses are taught at the university level and in the curricula of government training institutions. The DMB has introduced DM and awareness programmes into primary and secondary school curricula in order to inculcate disaster preparedness into a new generation of citizens. The government-supported media has also developed products that draw attention to the plight of vulnerable groups living daily in hazard-prone areas.

International organisations and NGOs

In Bangladesh the government policy framework for NGO efforts in the arena of relief and rehabilitation was largely supportive during the 1970s. Since then, however, relations between the GoB and NGOs have undergone various phases of polarisation with redirection and deepening of NGO interventions into poverty alleviation efforts. Bangladesh has a history of NGO coordination, under the umbrella group of the ADAB. The relative success of coordination in the case of Bangladesh should be viewed in light of the very large number of actors involved in post-disaster recovery activities: government, donors, the private sector and NGOs.

The following DM-related projects have been undertaken with technical assistance from different development partners:

- > The Water Management Improvement Project by the Ministry of Water Resources and the World Bank.
- > The CBDP Programme and the Cyclone Preparedness Programme by the BRCS and the IFRC.
- > The Sustainable Environment Management Programme by the UNDP.
- > The ICZM Programme by DFID and the Government of the Netherlands.
- > The Network for Information, Response and Preparedness Activities on Disaster (NIRAPAD) by Care Bangladesh and

the United States Agency for International Development (USAID).

- > DM programmes at national, district, upazila and union level by Oxfam with DFID funding.
- > The Cyclone Shelter Construction and Maintenance Programme by World Vision and USAID.
- > The Primary School Cyclone Shelter Programme by the EU.
- > Climate forecasting and adaptation in Bangladesh by USAID.
- > The Asian Urban Disaster Mitigation Programme by the ADPC and USAID.

The following international organisations have been actively working for DM in Bangladesh:

Bangladesh Red Crescent Society (BRCS)

The Bangladesh Red Cross was legally recognised in 1973. In 1989 the Society changed its name to the Bangladesh Red Crescent Society. The BRCS has 68 units (branches) covering all the administrative districts of the country and the major metropolitan cities. The Society has a large volunteer base, with approximately 110,000 members or volunteers. The main activities of the BRCS are:

- > Disaster relief
- > Disaster preparedness
- > Health and blood services
- > Refugee work
- > Promotion of humanitarian values.

Care Bangladesh

In 1993, with the financial support of USAID, Care Bangladesh created a Disaster Management Unit (DMU). The principal responsibilities of the DMU were to build a disaster preparedness and response system within the networks of Care and its partners. One important approach the DMU applied was to collaborate with selected pre-qualified partner NGOs to increase the geographical coverage and to maximise the use of the technical expertise of Care's disaster preparedness and response system in the areas where Care has limited or no presence. The DMU gives Care an opportunity not only to be prepared as an institution to respond to disasters, but also to ensure that its partner NGOs and the

targeted community are also prepared. Considering the capacity, both management and donors felt that Care should work more widely in the area of DM. In view of the above, DMU designed a new DM project with specific goals and milestones. This project is actually an expansion and continuation of the DMU. The DM project intensified the focus on partnering and strengthening NGOs as well as the GoB's capacity to respond to disasters through enhanced preparedness. This project targeted women for preparedness activities at the community level by recruiting female field workers to match the number of male workers, forming participatory female community groups, and training women on local DM and preparedness initiatives.

World Vision

World Vision began assisting the people of Bangladesh in 1970 following a flood and a cyclone, necessitating relief to the people of the coastal region. One of its major projects has been the construction of natural disaster shelters for 95,000 people in the Chittagong, Cox's Bazaar, and Khulna districts. Another major programme is Food Aid Programme 2001-2006 in the rural areas, which has the objective of increasing the level of household food security, improving both the health status and food security during and after natural disasters. By setting up the Upazila Disaster Management Committees (UZDMCs) and the Union Disaster Management Committees (UDMCs), the programme has been able to increase population's access to early warning messages, from 8% of the people of Bangladesh in the second year of the programme to 69%, while access to emergency relief supplies increased from 35% to 85%.

National organisations and NGOs

Some of the national organisations which have been implementing various programmes on disaster mitigation and preparedness include:

- > The BDPC
- > The Bangladesh Centre for Advanced Studies (BCAS)
- > The Resource Integrated Centre (RIC)
- > The CCDB
- > The Community Development Centre (CODEC).

Academic and scientific institutions

Bangladesh has several academic and scientific institutions with the capabilities of supporting the government in risk monitoring and risk mapping. Some of the institutions involved in these fields include:

- > The Institute for Water Modelling
- > Flood forecasting and warning centres
- > The Bangladesh Meteorological Department
- > The Centre for Environmental and Geographic Information Services
- > The Bangladesh University of Engineering and Technology
- > SPARRSO.

Some local scientific and academic institutions are initiating activities to build capacities and raise awareness about DRR modalities:

- > The Institute of Water Modelling
- > The Centre for Environmental and Geographic Information Services
- > The Bangladesh Public Administration Training Centre
- > The Disaster Research Training and Management Centre
- > The Department of Geography and Environment at Dhaka University
- > SPARRSO.

Institutional linkages exist between the academic and research community with the Ministry of Food and Disaster Management and other relevant government ministries addressing risk reduction. However, there needs to be a more consistent interface between the scientific and technological experts and DM officials.

4.2 Cambodia

Mekong River Commission (MRC)

The MRC was formed on 5 April 1995 by an agreement between the governments of Cambodia, Lao PDR, Thailand and Viet Nam. The four countries agreed to manage jointly their shared water resources and to develop the economic potential of the river. The MRC's work in the region feeds into four core programmes. These facilitate joint planning and

development between the four member countries of the lower Mekong basin in a way that looks at the river basin as an ecological whole. The core programmes are also follows:

1. The Basin Development Plan is a planning process to identify and prioritise basin-wide development programmes/projects that will bring the best, most equitable benefits to the people of the lower Mekong basin.
2. The Water Utilisation Programme is developing "rules" for water utilisation that are agreed upon by the four governments of the lower Mekong basin.
3. The Environment Programme strengthens the framework for transboundary environmental management by the four lower Mekong countries.
4. The Flood Management and Mitigation Programme (FMMP) is focusing on preventing, minimising or mitigating people's losses to floods while preserving the environmental benefits of floods. It was recently established as a core programme after the severe floods in 2000. Implementation of the FMMP has started, focusing on three areas: providing technical products and services, addressing differences, and facilitating solutions as well as capacity-building and technology transfer.

Besides the four core programmes listed above, the MRC is also executing a number of sector programmes such as:

1. The Water Resources Management Programme
2. The Fishery Programme
3. The Navigation Programme
4. The Agriculture, Irrigation and Forestry Programme
5. The Human Resources Development Programme.

These will strengthen the MRC's role in promoting the co-ordination of sustainable development of Mekong water resources and related resources.

Cambodian Red Cross (CRC)

The CRC is a humanitarian organisation established in 1954 to protect vulnerable communities through the provision of health services, DM and the promotion of humanitarian values. The CRC is one of the most active institutions in Cambodia working towards DRR and DRM, and has been operational for a very long time. It has countrywide presence,

with network members in provinces and districts down to the village level. This institutional arrangement makes use of Red Cross volunteers at the village level to undertake certain activities such as dissemination of warnings, evacuation, relief, and search and rescue. The CRC's activities cover the whole spectrum of the DM cycle, from preparedness and mitigation to relief and response. Together with the IFRC, the CRC also provides capacity-building programmes for its volunteers and Commune Disaster Management Teams (CDMTs) on CBDRM strategies and practices.

Care International

Care International in Cambodia works with the most vulnerable individuals and households with the aim of identifying resources and experiences, and providing sustainable solutions to address the root causes of vulnerability and poverty. The main activities of Care in Cambodia include education, health, rural development and emergency response management. Care is currently implementing three programmes in Cambodia:

1. The Food Security Project for Cambodian farmers in Mesang District.
2. The Disaster Preparedness and Mitigation Living Above Flood Project (DPM-LAF) in Kompong Trabek and Preah Sdach (Prey Veng Province): the major activities implemented under this project include a drawing contest, participatory disaster risk assessment, the selection of vulnerable households, the establishment of stages of complaint, action planning, the setting up of a purchasing committee, and the implementation of an action plan. The project will build the capacity of local authorities and villagers to identify, implement and monitor appropriate forms of disaster mitigation and preparedness measures.
3. The Second Unity of Children Project in Peam Chor.

The objective of Care's disaster preparedness action planning is to implement a model for bottom-up disaster preparedness that has been tested at the commune, district and provincial levels.

Oxfam GB

The objectives of the Disaster Preparedness and Mitigation Project are capacity-building in community and village DM committees for disaster preparedness and mitigation in accordance with the community vision, and raising awareness in the community regarding disaster preparedness and mitigation.

Oxfam Australia

Oxfam Australia has been working in Cambodia in the following areas related to natural disasters:

- > Providing emergency food supplies to families facing immediate food shortages as a result of floods or drought, and providing seeds, livestock or farming tools to allow affected families to resume income-earning activities.
- > Facilitating cash-for-work and food-for-work programmes in affected communities. The work aims to improve the ability of communities to cope with future floods or droughts as well as providing much needed cash income.
- > Working with communities to help them better prepare for future floods and droughts. This includes establishing village DMCs and working with other organisations to coordinate disaster responses.
- > Establishing rice banks, which are a store of rice from which people can "borrow" if their crop is destroyed or damaged by flood or drought.
- > Funding flood and drought mitigation activities such as the rehabilitation of small-scale irrigation infrastructure, channels to divert floodwaters, levy banks around villages, water storage ponds, pots to collect and store rain water, etc.

Lutheran World Federation (LWF)

The main activities of the LWF include community development, food security, income mobilising, quality water and sanitation, AIDS prevention, environmental advice, disaster risk preparedness, and demining. The disaster reduction strategy of the LWF has four key elements:

1. Cooperation with local authorities at commune, district, province levels, and with the CRC at provincial level.
2. Capacity-building through training people in cooperation with the NCDM and the CRC.

3. Training of community members with regard to planning, implementing, monitoring and evaluating disaster risks in a participatory manner.
4. Support of community-based disaster preparedness through the reconstruction and rehabilitation of small-scale infrastructure such as ponds, wells, drainage and channel irrigation systems.

Apart from the organisations mentioned in detail above, there are various international and regional institutions such as the World Bank, the ADB, UN agencies such as the UNDP, the WFP, the United Nations Children's Fund (UNICEF) and other members of the UN Disaster Management Team, all of which have been funding or implementing projects in relation to DM in Cambodia. For instance, the WFP has produced – in association with the NCDM – flood and drought vulnerability maps of Cambodia, and is implementing food security programmes in drought-affected districts and provinces.

Humanitarian Accountability Network (HANet)

HANet was originally the offspring of Humanitarian Accountability Partnerships (HAP) International. After the HAP International field trials in Cambodia in March 2003, agencies that had participated in these field trials organised a workshop to discuss the trial findings of HAP. There were 29 participants from national and international organisations as well as government agencies, which agreed to establish a HANet. Four international and three national organisations were selected to comprise the Executive Committee: Oxfam GB, Care Cambodia, World Vision Cambodia, Concern Worldwide, the Urban Sector Group, Neak Akphiwat Sahakum, and the CRC. Oxfam GB is temporarily hosting HANet, which is supported at this early stage.

By the end of June 2007, HANet Cambodia will be able to:

- > function consistently as an effective network with strong participation and support of humanitarian implementers and agencies;
- > increase and enhance the capacity of HANet's members to be accountable for the delivery of humanitarian assistance;
- > set up a dissemination system for information related to

humanitarian assistance and preparedness activities; and

- > enhance and widen the cooperation and relationship between humanitarian agencies, relevant government sectors and local communities.

The purpose of establishing HANet is to enhance humanitarian accountability in the delivery of humanitarian assistance to the disaster-affected population and their stakeholders through:

- > information-sharing;
- > capacity-building;
- > peer review and monitoring;
- > self-regulation; and
- > membership mobilisation.

Achievements:

- > A three-year work plan has been developed.
- > A HANet policy, a concept note, a registration form, and the membership registration process have all been updated.
- > Two Annual General Meetings have been organised so far.
- > The training materials in the Khmer language have been updated, simplified, made more understandable, and more applicable to the Cambodian users.
- > Training on accountability has been provided to current member organisations and their counterparts and/or partners.
- > Four humanitarian accountability training courses have been organised, with 99 participants attending, most field staff and managers from different member organisations.
- > Some organisation members who participated in HANet training on Humanitarian Accountability have been supported in organising training for their partners.
- > Some NGOs are applying the Humanitarian Accountability Concept after they have been trained.

Capacities and resources management:

HANet has been co-managed by the following committee members and coordinated by one Secretariat Officer (Oxfam GB was elected to act as the HANet Executive Committee Chairman and is responsible for the Executive Committee)

- > Oxfam GB
- > World Vision
- > Care Cambodia

- > Concern Worldwide
- > The Urban Sector Group
- > The CRC
- > Nak Apivat Sahakom
- > The Secretariat Officer.

HANet's committee members have initially found budget support, and this committee will continue to contribute in future as well. HANet is based at Oxfam GB's office, where all staffing and budget management have been set up in compliance with the Oxfam GB system and policies. The Oxfam Country Finance Officer will coordinate and monitor the expenditure of HANet and he/she will develop monthly, quarterly, mid-year and annual reports to the Executive Committee Chairman (who is based in Oxfam GB and occupies the position of Humanitarian Programme Coordinator).

Cambodian Disaster Risk Reduction Forum (CDRRF)

For several years DIPECHO and other DRR agencies have talked about the need to promote better coordination and exchange of DRR experiences in Cambodia. The CRC, with support from the Danish Red Cross (DRC), has committed itself to establishing such a forum and to holding at least three meetings in 2005. The objectives of the forum are to:

- > promote exchange of DRR experiences;
- > increase coordination of DRR agency activities and practitioners; and
- > raise awareness of DRR issues in the wider community and among government institutions, including advocating and mainstreaming DRR in the local development planning process.

The main focus lies on field staff actively engaged in the implementation of DRR-type projects. The forum focuses on real and practical concerns, challenges and successes that forum members themselves were interested in. Organisations that have been participating so far are the NCDM, the CRC, the IFRC, Action Contre le Faim (ACF), the LWF, the Church World Service (CWS), Dan Church Aid (DCA), Oxfam, ZOA, members of the Asian Zone Emergency and Environment Coordination Network (AZEECON), CARE, the American Red Cross (ARC), the ADPC, Concern Worldwide and World Vision.

Though it is too soon to note any significant achievements, the following aspects definitely look positive:

- > Discussions regarding the integration of CBDRM into the local development planning process.
- > The commitment of the national NCDM to promote the forum further, which gives good grounds for hope of future success.

However, there are also the following challenges to the sustainability of the network:

- > The four meetings to date have been quite different and participation has varied. Therefore it is taking longer to develop a cohesive working group.
- > The members are too engaged with their respective activities, and moreover suffer from limited resources: both factors are affecting their willingness to host meetings.
- > The issue of funding for future forums is one which the members need to consider – to date, only DIPECHO has provided this.
- > In initiating the forum, the CRC/DRC did not want to be the "owner" of the forum. For this reason they suggested rotating the chair. This may have led to "weaker" leadership to date.

Lessons learnt in terms of networking:

- > A small consistent group can have more productive discussions than a larger group.
- > Keeping the group small can, however, mean that it becomes "exclusive" and lacks the valuable inputs of others.
- > The forum can be most useful when theory is combined with practice – offering field visits to the forum host is a good way to allow members to see what others do in practice. This is particularly useful when we consider that many DRR agencies work in remote areas far from each other and cannot easily arrange cross-visits.
- > However, there is a problem with field visits in that they are more difficult to organise and the forum participants need to spend longer time away from their own work. It also entails a higher cost per forum than just a meeting.

4.3 Sri Lanka

National Building Research Organisation (NBRO)

The NBRO is a semi-governmental body and the lead agency in Sri Lanka for all activities relating to landslides, particularly landslide risk identification and mitigation. Its programmes and activities are funded by the GoSL and its activities include:

- > identification of areas prone to landslides;
- > landslide hazard mapping (completed in Badulla, Nuwara Eliya, Ratnapura, Matale, Kandy and Kegalle; ongoing in Matara, Galle and Habantota);
- > introduction of guidelines and engineering practices for landslide mitigation;
- > training of government officials in landslide mitigation; and
- > awareness creation with regard to landslide risk and vulnerability (e.g. developing studies and conducting workshops).

At the national level, the NBRO coordinates with the NPPD, the Land Use Policy Planning Department (LUPPD), the Road Development Authority (RDA), the UDA, the Central Environmental Authority (CEA), Agriculture Department, the CHPB, and the NDMC. At the international level it has ongoing partnerships with the ADPC, the Indian Central Building Research Institute (CBRI), the Dutch International Institute for Geo-Information Science and Earth Observation (ITC), Care International, and the governments of Japan and Bangladesh.

Centre for Housing Planning and Building (CHPB)

The CHPB is a government institution under the Ministry of Housing and Construction Industry, and is primarily involved in natural disaster mitigation. Its activities include:

- > delivery of disaster mitigation training to government agencies, CBOs and NGOs;
- > development of emergency management and response plans for Ratnapura and Kandy Municipal Councils, and local authorities along the Kelani River from Awisawella to Colombo;
- > raise public awareness in project areas (production of

printed and audiovisual materials in local language, social marketing);

- > integration of DM into school curricula, Environment Impact Assessment of development projects; and
- > information exchange and dissemination (development of CHPB and NBRO websites as information centres on DM).

The CHPB has active working partnerships with the NBRO and the UDA, and their district-level offices as well as with local CBOs and NGOs in the implementation of CBDRM activities. Support for programme work is sourced from external agencies, such as the Office of United States Foreign Disaster Assistance (USAID/OFDA) under the ADPC's Sri Lanka Urban Disaster Mitigation Programme. It does not receive any budget from GoSL.

National Physical Planning Department (NPPD)

The NPPD is a government department under the Ministry of Urban Development and Water Supply, and is mandated to develop national and regional physical plans. The Department integrates information on natural disaster-prone areas and disaster mitigation aspects into the planning process. It works with government agencies and local governmental bodies under the Town and Country Planning Ordinance No. 13.

Urban Development Authority (UDA)

The UDA is a government agency under the Ministry of Urban Development and Water Supply, and is in charge of urban planning and sustainable urban development in the country. Its main activities include:

- > integrated planning and physical development of declared urban areas; and
- > formulation and implementation of development plans and urban land-use policy.

Coast Conservation Department (CCD)

The CCD is a government agency under the Ministry of Fisheries and Aquatic Resources, with the mandate to develop and implement Sri Lanka's coastal management plan, as well as to regulate and oversee all development activities in the coastal zone. The National Coastal Zone Management Plan developed in the 1980s required buildings to be set

back up to 300 meters from the coast. In January 1986, the CCD implemented a comprehensive ICZM programme, with USAID support and with community participation, to address shorefront development, coastal erosion, habitat loss, and the decline of recreational and cultural sites. Mitigation efforts include coastal permits for house construction and sand mining, public education, and coastal protection works. The Coastal 2000 strategic plan takes a two-track approach, including national and local levels in coastal zone resource management, and actively involving residents in the design and implementation of special area management plans.

Department of Meteorology

The Department of Meteorology has the broad mandate to provide climatic, meteorological, aviation meteorological, marine meteorological, hydro meteorological, agro meteorological and astronomical services for national needs. In the area of DRM, it is involved in early warning and awareness in Sri Lanka, and now functions as the tsunami early warning centre of Sri Lanka.

Consortium of Humanitarian Agencies (CHA)

Established in 1997, the CHA is an association of agencies working in and supporting humanitarian work in Sri Lanka. In the past nine years the CHA has continued to function as a network of humanitarian agencies and has developed a full-fledged secretariat with its own specific capabilities. The CHA focuses on two main roles:

- > functioning as a network of like-minded organisations; and
- > implementing projects on behalf of and with its members.

CHA Post-tsunami Recovery Programme (CPRP):

The programme works from the premise that the threat of tsunamis requires concerted efforts from different sectors and different actors. It wants to involve and address equally all actors involved in humanitarian assistance. These include the tsunami survivors and people in the surrounding communities, private initiatives of nationals, internationals and diaspora communities, Sri Lankan NGOs, international NGOs with a presence in the country prior to the tsunami, newly arrived international NGOs, government agencies at different levels,

Liberation Tigers of Tamil Eelam (LTTE) authorities, UN agencies, bilateral donors and international financial institutions. To encourage and strengthen partnerships among all sectors and across all levels is central to achieving the objectives of the programme. The role of the CHA is in the first place to encourage and facilitate such partnerships. The CPRP's activities fall within all of the organisation's core programme areas, and its main objective is to ensure that the tsunami response makes a significant and positive contribution to a life of dignity for all. The programme aims to achieve this objective by focusing on four focal areas with the following goals:

1. to encourage, facilitate and establish partnerships for humanitarian action across all sectors and levels of response;
2. to enable the collection, analysis and dissemination of information and qualitative research pertinent to the tsunami response, and to make it a priority that the voices of the people are heard;
3. to develop a vigorous advocacy campaign regarding the main thrust of the programme, and to ensure transparency and accountability, especially regarding the affected population; and
4. to promote professionalism in the sector by facilitating the development of professional skills of agencies, developing and promoting guidelines, standards and principles and initiating and/or supporting district-level participation through the development of district consortia.

Intermediate Technology Development Group (ITDG)

The ITDG is an NGO with a mandate to use appropriate technology in agriculture, transport, energy, infrastructure, and disaster preparedness and mitigation to increase the resilience of the poor. It focuses on research, advocacy, information-sharing, and demonstrations of its technology. Activities are implemented in partnership with the government and other NGOs, with funding support from DFID, the EU, and other independent trusts in the UK, and include:

- > the development of district-level action plans for drought mitigation (completed in Monaragala and Puttlam districts);
- > demonstrations to enhance the resilience of poor communities to climate variability (Badulla and Monaragala districts);

- > capacity-building of communities through training; and
- > creation of public awareness.

Oxfam

Oxfam has been supporting projects and partners in Sri Lanka since 1968. Focusing on the extreme poverty suffered by those who are affected by the long-lasting conflict in the country, Oxfam has also been working actively in the field of DM. In the response to the tsunami, Oxfam has been working in the area of building shelters, restoring livelihoods, the water supply and sanitation, and gender.

World Vision

World Vision has been working in Sri Lanka since 1977, and immediately after the tsunami the organisation was well placed to mobilise its staff across the worst-affected areas and to launch a relief programme to provide local people with life-saving food and essential items. In addition to continuing emergency relief distributions where necessary, the main sectors that the World Vision programme addresses include: shelter, child protection, improving the infrastructure, economic development, water and sanitation, health, education and the environment.

Chapter 5: Analysis of the situation and recommendations for the next steps regarding the national platforms

5.1 Bangladesh

Proactive initiatives in disaster management

Bangladesh, which regularly suffers from natural disasters, has a long and rich tradition of proactive DM initiatives. It was the first South Asian nation to establish a separate Ministry for Disaster Management, as well as a separate DMB to support and promote preparedness planning, training and mitigation initiatives. Bangladesh's Standing Orders for Disasters, launched in 1997 and building on the earlier standing orders for cyclones, are a practical operational manual that guides action by various levels of the government across different sectors regarding their specific roles and tasks in the event of a disaster.

Bangladesh has a well-recognised, long-standing effective Cyclone Preparedness Programme which is based on a partnership between the government and the BRCS, and has a large cadre of community volunteers in cyclone-prone villages in the country. It has a large and diverse NGO sector, many of which are active in disaster response and relief, as well as disaster preparedness. The NGOCC, chaired by the Director General of DMB, is a mechanism established in 1994, and comprises major NGOs active in the field. This therefore makes it a useful platform for government-NGO partnership.

Comprehensive Disaster Management Programme (CDMP)

The CDMP, launched in 2003 under the leadership of the MoFDM, represents a further phase of consolidation and integration in DRM programmes at the national level. Under the leadership of the Ministry, it aims to reorient how the DMB operates as well as the DoRR, which has a field-level presence throughout the country at different levels. It also aims to catalyse the working of the various field-level committees at the district, thana (sub district) and union level. The CDMP also works through active partnerships with various other ministries as well as key stakeholders outside the government. The CDMP is committed to addressing key issues such as risk reduction, capacity-building, climate change, food security, gender issues and the socially disadvantaged

among the people. It is also linked to key government programmes that focus on sustainable development, and aims at contributing to the successful implementation of the country's Poverty Reduction Strategy Paper (PRSP), as well as achieving the Millennium Development Goals (MDGs).

The CDMP is a strategic and institutional programme designed to reduce long-term risk as far as possible, while strengthening the operational capacities for responding to emergencies and disaster situations (including actions to improve recovery from these events). The key benefits associated with this approach are that:

- > the resources and expertise of government, NGOs, the private sector and the community are deployed according to national priorities, community risk reduction programming needs and not organisational preference;
- > it provides the "big picture", showing what needs to be done, and as such can be seen as a mechanism for identifying gaps, monitoring and observing achievement;
- > it provides the basis upon which formal collaborating partnerships can be developed and nurtured;
- > it facilitates the validation of new projects against country risk reduction needs; and
- > it serves as a management tool for donor agencies and regional organisations to guide their inputs.

The CDMP is articulated through the Ministry's "Corporate Plan: A Framework of Action 2005-2009", which highlights a road map for the development of internal strategic plans for its three operational directorates. The plans are based on collaborative partnerships, particularly with NGOs, and seek to ensure the effective and sustainable delivery of services in each sector. The six focal areas of the Corporate Plan are described in more detail in Chapter 3 of this report.

The Corporate Plan demonstrates the government's commitment to work to realise the goals of the HFA, and while its formulation precedes the WCDR, its implementation will significantly contribute to the achievement of HFA priorities and areas of action.

Multistakeholder participation and engagement

The preparation of the Corporate Plan has itself been a participatory process involving stakeholders at various levels as mentioned below:

- > Producing a draft by consulting key national documents (the PRSP, National Flood Workshop Recommendations, MoFDM plans, programmes and rules of business);
- > Circulating the draft widely among the MoFDM and high officials in its departments, other line ministries and selected NGOs;
- > Conducting consultation workshops with disaster stakeholders;
- > Having a brainstorming session with the MoFDM and key officials of its agencies;
- > Redrafting based on comments and suggestions received throughout the consultation process; and
- > Formally launching the Plan by the Minister and Secretary of the MoFDM in a DM workshop.

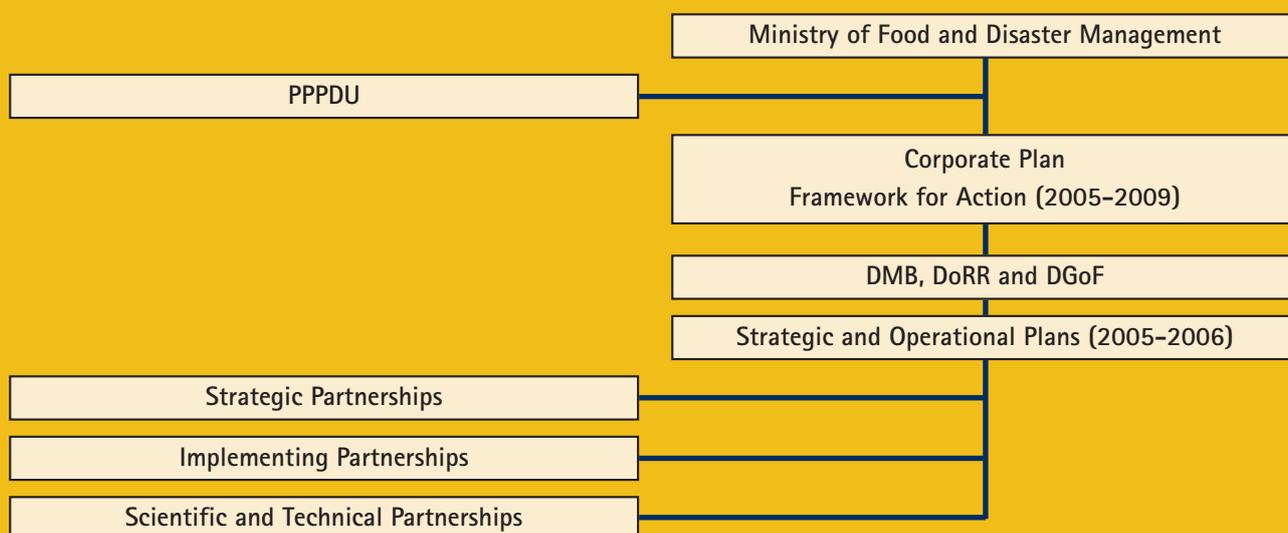
The MoFDM has the mandate to coordinate DM and utilises the corporate and strategic planning processes as the key

management tools for implementing and monitoring strategies. The implementation of the DM programmes is undertaken through a network of collaborative partnerships, which can be grouped into three categories:

- > Strategic Partners, who assist in establishing and supporting the operating policy frameworks.
- > Implementing Partners, who provide the ground capacity and workforce for sustainable service delivery.
- > Scientific partners, who undertake technical hazard and risk analysis and convert outcomes for use by practitioners (including NGOs).

The CDMP Secretariat has been established to support the MoFDM in the design, implementation, monitoring and evaluation of programme interventions. The key unit within the Secretariat is the PPPDU. A coordination committee formed to guide and steer implementation of the CDMP, the PPPDU's members are drawn from the ministry, other governmental departments, implementing partners, UN agencies, NGOs and donors.

Figure 4: Implementation Framework for the Disaster Management Programme



Continuing challenges

Bangladesh represents a system in transition, with a well-oiled mechanism for preparedness and response and took new initiatives to address DRR. The weaknesses in the system identified in Chapter 3 indicate the need for:

- > better understanding of seismic hazards and earthquake vulnerability reduction;
- > enhanced response capacities;
- > urban risk reduction;
- > improved dissemination of flood warning and flood risk reduction; and
- > active field-level committees and government functionaries at the thana and union levels, addressing preparedness and mitigation.

These weaknesses have been recognised, and will be addressed through reform of the system and the introduction of new components in the CDMP.

Way forward for national platform

Thus the CDMP and its mechanisms for implementation offer a solid and meaningful basis for a coordinated multi-stakeholder process to advance disaster reduction in the country that is in line with the HFA and the realisation of its priorities. In the context of Bangladesh, this mechanism – under the leadership of the MoFDM, and linked to other standing committees (e.g. the IMDMCC) – offers the best way forward for a national platform. The CDMP is also the best way to advance the substantive programme for promoting disaster reduction, which will shape implementation of the HFA at the community level.

5.2 Cambodia

Cambodia regularly suffers from severe floods and droughts. This high degree of vulnerability to these natural disasters is a contributory factor to endemic poverty and widespread food insecurity.

The inter-ministral mechanism needs strengthening

Cambodia's NCDM is headed by the Prime Minister and receives strong political support. Its first Vice President, H. E.

Nhim Vanda, holds the rank of Senior Minister and is a well-respected national figure. The NCDM thus enjoys strong political will and leadership.

The Committee also brings together key ministries of the government, who are also its members. The Ministry of National Defence, with its nationwide network, provides mostly logistic support when needed. The Ministry of Water Resources and Meteorology plays an important role in forecasting and reporting water levels. The Ministry of Health deals with public health dimensions of emergencies. A DM team comprising focal points from almost all ministries has been established to provide backup support as necessary.

The NCDM has a national Secretariat whose structure is described in detail in Chapter 3 of this report. This Secretariat however suffers from several shortcomings. It is still weakly integrated into the national administrative and budgetary structure of government. Moreover, the budget provides for relief resources but does not cover all regular staff salaries or the implementation of training and preparedness activities. Nevertheless, the Secretariat is still seen as having a primary role in coordinating and supplying emergency aid to affected people, using a budget allocated primarily for relief supplies.

The NCDM has also a mandate to establish PCDMs and DCDMs, which bring together officials from the provincial and district departments of the national member ministries. These committees are chaired by the provincial or district governor respectively, with one of the deputy governors playing a more active role. Here too, the subject is attached to the highest level in the province or district. However, in the absence of a full-time secretariat, resources and equipment, these structures are also weak and need strengthening.

Policy and strategy for the development of the NCDM system

The strategy document prepared by the NCDM in 2001 with support from international agencies (described in more detail in Chapter 3) sets out its desired development, and offers a worthwhile framework that could enable the NCDM

to take on a wider role in DRM. However, despite its presentation to the donor forum of the consultative group in Cambodia, very few new resources have been made available for its implementation in the five years since its development and endorsement. Actions focused on preparedness and mitigation have been implemented through small projects, often focused on the provincial or district level.

Work by international agencies and NGOs

The commitment of UN agencies under the framework of the United Nations Disaster Management Team (UNDMT) in Cambodia is reflected in the UN Development Assistance Framework. The UNDMT strategy combines both a rapid response mechanism for emergency relief and rehabilitation based on a joint response plan, and a separate mechanism that addresses the longer-term disaster mitigation and management capacity requirements of the country. The UNDP has undertaken capacity-building and institutional strengthening projects with the NCDM. The WFP has taken a lead role in the UNDMT, and has worked closely with the NCDM in making vulnerability and food insecurity assessments and operating food-for-work programmes, particularly in areas prone to recurrent drought. In addition, institutions such as the World Bank and the ADB are implementing programmes to support the government on rehabilitation measures following the floods, including road rehabilitation.

Lastly, in November 2002 the MRC Council approved its Flood Management Programme for the countries of the lower Mekong river basin. Its main emphasis is on flood forecasting and early warning systems in Cambodia, Lao PDR and Viet Nam and a component on flood emergency management strengthening in Cambodia and Viet Nam.

The CRC, supported by the IFRC with its active countrywide network of branches and volunteers, has played a critical role after floods by supporting emergency relief, health, water and sanitation. The two agencies have also pioneered programmes on CBDRM, with an emphasis on preparedness, establishing safe areas, and carrying out some initiatives on flood mitigation of community assets and infrastructure.

There are many international NGOs working at the community level in pilot projects on preparedness and mitigation. These have arisen as a follow-up to response and recovery work after the 1996 and 2000 floods, as well as through pilot initiatives funded by donors like the EU, Australia and USAID (see Chapter 4 for a description of their work).

Sectoral initiatives to form a coalition of NGOs working on disaster preparedness have focused on two initiatives: the HANet and the CDRRF (for more information on each of these networking initiatives, see Chapter 4). HANet seeks to enhance humanitarian accountability in the delivery of humanitarian assistance to disaster-affected populations, and focuses primarily on promoting transparency and accountability among its members with respect to their beneficiary populations. The CDRRF is more recent and has a broader information-sharing and partnership focus, with an emphasis on establishing good linkages with the government sector. Particularly in Cambodia, with its very limited resources available from the government, NGOs constitute a significant part of the DRM sector, and would be an important part of any effort to establish a broad-based national platform and strengthen DRR. Some of their CBDRM projects represent the only effort at building early warning systems at the community level, or of capacity-building efforts at the provincial and district levels.

Way forward for the establishment of a national platform

The NCDM should play a key role in the establishment of a national platform. It would have to be based on a revitalised and strengthened NCDM, playing a wider risk reduction role with the establishing of a suitable additional mechanism to bring together all stakeholders, in order to have a shared vision and a concerted programmatic approach to implementing DRR in the country. Here UN agencies, donors and NGOs would be key associate agencies that should be formally brought into the mechanism. To develop and implement a national programme on DRR, the NCDM 2001 strategy still remains a framework within which a programmatic approach to DRR could be initiated. There is a need for a revitalised and revised national strategy, coupled with

and a fresh infusion of energy and resources. Here a national forum to reach agreement on a review process and a joint approach for implementation of the strategy and the HFA would represent two useful first steps.

5.3 Sri Lanka

Post-tsunami situation – Dramatic development of institutional mechanisms for risk reduction

In the year following the 2004 tsunami, Sri Lanka experienced a major upheaval in terms of its institutional arrangements for DM. Political attention to gaps in DM and a willingness to restructure these arrangements were at an all-time high – so too were public shock and concern at the absence of a tsunami warning and response capacity, which were clearly revealed in expectations of an improved DM capacity overall.

The Parliamentary Select Committee, comprising politicians across the political spectrum, held a set of hearings and produced a report of lasting significance. A long-standing draft piece of legislation, the Sri Lanka Disaster Countermeasures Bill, which had first been drafted over a decade earlier, was taken up for consideration by Parliament and, after some revisions, was finally enacted as the Sri Lanka Disaster Management Act No. 13 of 2005. The Act established the National Disaster Management Council headed by the President, with the Prime Minister as Vice Chair, and ministers responsible for several ministries as well as opposition MPs as members. The new government, which was sworn in during November 2005, created a separate Ministry of Disaster Management under the leadership of a minister who had previously headed the Parliamentary Select Committee.

A new DMC was established in July 2005 under the Act. The DMC has set up a new internal structure with divisions for:

- > DM technology;
- > Long-term mitigation and disaster reduction;
- > Forecasting, early warning and dissemination;
- > Preparedness planning;

- > Training, education and public awareness; and
- > A National Emergency Operations Centre.

The DMC has established effective linkages with a range of institutions with responsibility for different aspects of DM.

Road Map – A ten-year national strategy for disaster reduction

The DMC has been the prime mover in the process of drawing up the Road Map for a Safer Sri Lanka, which was launched by the Prime Minister on 30 December 2005. The document, as described in Chapter 4, represents a comprehensive framework for DRM and identifies the priority actions to be taken to make specific progress with DRR. The timeframe for its implementation covers the ten-year period of 2006–2016, with specific actions identified for three different phases (2006–2007, 2008–2010 and 2011–2015).

The actions identified reflect a multi-hazard approach, covering all phases of DM and reflecting a wide geographical area to cover all risk-prone areas of the country. The activities planned in the seven thematic components take a comprehensive, multisectoral approach to DRR, and focus on establishing sustainable systems for DRM.

The Road Map is entirely consistent with the HFA, and represents a practical and country-specific approach to the implementation of national priorities consistent with the HFA. The following components of the Road Map are consistent with different HFA priorities:

- > Component 1, dealing with policy and institutional development, supports the strengthening of institutional mandates for several identified priorities and is consistent with HFA priority 1.
- > Components 2 and 3, dealing with assessment and early warning, are consistent with HFA priority 2.
- > Component 7 on training, education and public awareness is consistent with HFA priority 3.
- > Component 5, covering disaster mitigation and integration into development planning, focuses on incorporating vulnerability reduction into several development planning processes in the country, as well as on enhancing the di-

saster resilience of housing and critical infrastructure. It is consistent with HFA priority 4.

- > Component 4, covering preparedness planning and improved response, is consistent with HFA priority 5.
- > Component 6, dealing with CBDRM, is consistent with the cross-cutting approach of community participation identified in the HFA.

Multistakeholder engagement

The process of developing the Road Map was participatory and inclusive. A national workshop to launch the development of the Road Map involved over 25 national agencies and had over 120 participants. Working groups were constituted for each thematic sub-component under the chairpersonship of different relevant agencies, and featured a mixed membership of concerned agencies. These working groups met independently and developed their priority activities and projects. A second workshop brought all working groups together to negotiate any overlaps and to harmonise the whole document. Consultation meetings were also held with NGOs.

The strategy for implementing the Road Map identifies priority sub-components which are to be implemented by a partnership of agencies identified in the document. Overall coordination will be provided by the DMC, with one agency acting as the lead. The Road Map proposes setting up a formal structure of a National Steering Committee (NSC) and a Technical Advisory Committee (TAC). The NSC will have its membership drawn from line ministries, provincial governments, the UNDP, the Sri Lankan Red Cross (SLRC), the private sector and civil society. The TAC will draw its members from government agencies, technical institutions, academia and national research institutions, as well as experts in each of the thematic areas of the Road Map.

Way forward for the national platform

The newly established structures in Sri Lanka and the consultative processes concerning the development and implementation of the Road Map offer the best context in which to advance the implementation of a national programme for DRM. This structure also provides the most appropriate

context and mechanism which most closely reflects the character of a national platform for disaster reduction. Efforts to advance the HFA and make national progress in the field of DRR should focus on these structures and processes. The UN agencies, external agencies, donors and other interested organisations should focus their efforts on partnership with the Ministry and DMC within the overall framework of the Road Map.

5.4 Recommendations

According to the UNISDR document entitled "Guiding Principles for National Platforms on Disaster Reduction", a "national platform for Disaster Risk Reduction can be defined as a nationally-owned and led mechanism – adopting the form of a forum or committee – that serves as advocate for disaster risk reduction at different levels and contributes with both analysis and advice on action through a coordinated and participatory process. It should be integrated in the existing disaster risk management as well as planning system and be developed as a forum to facilitate the interaction of key development players from line ministries, DM authorities, academia, civil society and other sectors around the disaster reduction agenda. The national platform should be the custodian of the nationally adapted and agreed Hyogo Framework and should aim at contributing to a comprehensive national disaster reduction system, as appropriate to each context". Membership is expected to be drawn from the representatives of major line ministries, as well as representatives from civil society including NGOs, the private sector, the media and academic institutions.

National disaster management organisations as the cornerstones of national platforms

In the three countries studied, inter-ministerial committees exist for DM with a national DM organisation:

- > The MoFDM in Bangladesh
- > The NCDM in Cambodia
- > The Ministry of Disaster Management and Human Rights and the DMC in Sri Lanka, taking the lead role in serving as the secretariat of the committee and focal point for

the subject within the government.

Engagement with civil society exists in all three countries, although the extent of the formalisation of this engagement varies. Programmatic collaboration is strong, particularly with the Red Cross/Red Crescent system and NGOs in the implementation of community-based disaster preparedness and CBDRM work.

These national focal points and structures have evolved over time, often being restructured following a major disaster, as was the case after the 1970 and 1991 cyclones in Bangladesh, the 1996 floods in Cambodia and the 2004 tsunami in Sri Lanka. In the context of the three countries studied, these national agencies should serve as the cornerstone of a future national platform. The national inter-ministerial mechanisms that already exist should form the basis for a wider national forum or platform that can advance risk reduction in the respective country. In addition, more systematic interactions can be encouraged with other stakeholder organisations in governmental technical institutions and with academics, as well as with NGOs. This can be done through strengthening and activating the technical advisory committees and NGO coordination committees that exist within these countries.

Advancing risk reduction through programme implementation in Bangladesh and Sri Lanka

In Bangladesh and Sri Lanka, the current national programmes for DRM, namely the CDMP and the Road Map, also serve as national programmes for advancing DRR in each country. As explained earlier portions of this chapter, the content of these programmes is closely aligned with the Hyogo Framework, and represents the current best version of a "nationally adapted Hyogo Framework". At the national level in these two countries, these processes are the best bet for all stakeholders seeking engagement and participation in a national DRR programme, as well as UN agencies and donors seeking to support such a programme. Support can focus on implementing a component of the programme, or to facilitate key stakeholders within the government or civil society to participate more actively.

In these countries, however, the mobilisation of additional resources and wider engagement of stakeholders can be encouraged by organising a national workshop on the linkages of the national programmes to the HFA and also by publicising the goals and objectives of the national programmes and the HFA through a national information campaign.

Action in Cambodia

Cambodia's current national DM strategy, prepared in 2001, focuses largely on the institutional development of the NCDM and the establishment of partnerships with other stakeholders. This document emerged through a consultative process, and was presented to the donor forum at the Consultative Group for Cambodia. Though substantial independent work has been conducted since then, major funding to implement the strategy from national or international resources has not been forthcoming.

Cambodia would clearly benefit from the support of UN agencies, the UNISDR and donors to revitalise the 2001 strategy and to move ahead with its implementation. Given developments since 2001, there is also a case for reviewing and refreshing the national strategy. The proposed initiative of the UNISDR and its Asia partnership to include Cambodia as one of the countries to support the development of a SNAP is a welcome action. Clearly such an initiative would need to work along the lines suggested above of updating and consolidating the 2001 strategy.

In this context, an important first step would be to organise a national workshop in Cambodia to discuss the implementation of the HFA, and in that context to update the 2001 strategy. Such a workshop could also agree on a process for identifying and agreeing on priorities for implementation over a two-year period. Such a workshop should additionally examine the feasibility of having a suitable mechanism for engaging the NCDM and its member ministries with other stakeholders from civil society, UN agencies and donors.

Integration of DRR issues into the development planning process in each country

There is definitely a need for a more systematic integration of DRR issues into the national development planning processes of each country. Bangladesh has made specific progress in having a section of its PRSP that deals with DRR. In Cambodia, there has been some discussion of disaster impacts in the Poverty Analysis of its PRSP, but more needs to be done in terms of incorporating DRR as one of the poverty reduction interventions. Thus, specific action to work with the planning ministries of each country is needed.

National reporting

The HFA envisages periodic reporting of progress made with regard to DRR. These national reports can provide an opportunity for stocktaking and reviewing the progress made with the implementation of the national strategy. Given that each of these countries prepared and presented a review of the implementation of the Yokohama Strategy in 2004 and for the WCDR, there is a case for supporting the preparation of a report and action plan by the end of 2006 on how the countries plan to implement the HFA; this would represent a first step towards introducing periodic national reporting.

Regional linkages

The three countries could also benefit from linkages established within regional mechanisms and their ongoing regional programmes:

- > The ASEAN Committee on Disaster Management and its Regional Programme on Disaster Management 2004–2010;
- > The South Asian Association for Regional Cooperation (SAARC) and its newly established South Asian Programme Framework for Disaster Risk Management;
- > The MRC and its Flood Management and Mitigation Programme 2005–2011; and
- > The ADPC's Regional Consultative Committee on Disaster Management and the Regional Consultative Committee on Disaster Management's Programme on Mainstreaming Disaster Reduction into Development 2004–2008.

The three countries are already taking part in the above mechanisms. Their national programmes can benefit both from the regional exchange of experience and expertise, as well as the momentum of shared priorities and technical support available from these regional programmes.

List of abbreviations

ACF	Action Contre le Faim	DIPECHO	Disaster Preparedness Programme of the European Commission's Humanitarian Aid Department
ADAB	Association of Development Agencies in Bangladesh	DKKV	German Committee for Disaster Reduction
ADB	Asian Development Bank	DM	Disaster Management
ADPC	Asian Disaster Preparedness Center	DMB	Disaster Management Bureau
ADRC	Asian Disaster Reduction Centre	DMC	Disaster Management Centre (Cambodia and Sri Lanka)
ARC	American Red Cross	DMTTF	Disaster Management Training & Public Awareness Building Task Force
ASEAN	Association of Southeast Asian Nations	DMU	Disaster Management Unit
AZEECON	Asian Zone Emergency and Environment Coordination Network	DoRR	Directorate of Relief and Rehabilitation
BCAS	Bangladesh Centre for Advanced Studies	DPM-LAF	Disaster Preparedness and Mitigation Living Above Flood Project
BDPC	Bangladesh Disaster Preparedness Centre	DRC	Danish Red Cross
BMZ	German Federal Ministry for Economic Cooperation and Development	DRM	Disaster risk management
BRCS	Bangladesh Red Crescent Society	DRR	Disaster risk reduction
CBDP	Community Based Disaster Preparedness	EU	European Union
CBDRM	Community Based Disaster Risk Management	FMMP	Flood Management and Mitigation Programme
CBO	Community-based organisation	FPCG	Focal Point Coordination Group on Disaster Management
CBRI	Central Building Research Institute	GB	Great Britain
CCDB	Christian Commission for Development in Bangladesh	GoB	Government of Bangladesh
CDMP	Comprehensive Disaster Management Programme	GoC	Government of Cambodia
CDMT	Commune Disaster Management Team	GoSL	Government of Sri Lanka
CDRRF	Cambodian Disaster Risk Reduction Forum	GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit GmbH
CEA	Central Environmental Authority	HANet	Humanitarian Accountability Network
CHA	Consortium of Humanitarian Agencies	HAP	Humanitarian Accountability Partnerships
CHPB	Centre for Housing Planning & Building	HFA	Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters
CODEC	Community Development Centre	ICZM	Integrated Coastal Zone Management
CPPIB	Cyclone Preparedness Programme Implementation Board	IDNDR	International Decade for Natural Disaster Reduction
CPRP	CHA Post-tsunami Recovery Programme	IFRC	International Federation of Red Cross/ Red Crescent Societies
CRA	Community risk assessment	IMDMCC	Inter-Ministerial Disaster Management Coordination Committee
CRC	Cambodian Red Cross	ITC	International Institute for Geo-Information Science and Earth Observation
CWS	Church World Service		
DCA	Dan Church Aid		
DCDM	District Committees for Disaster Management		
DDMC	District Disaster Management Committee		
DFID	UK Department for International Development		
DGoF	Directorate-General of Food		

ITDG	Intermediate Technology Development Group	TDMC	Thana Disaster Management Committee
LTTE	Liberation Tigers of Tamil Eelam	UDA	Urban Development Authority
LUPPD	Land Use Policy Planning Department	UDMC	Union Disaster Management Committee
LWF	Lutheran World Federation	UNDMT	United Nations Disaster Management Team
MDG	Millennium Development Goal	UNDP	United Nations Development Programme
MoFDM	Ministry of Food and Disaster Management	UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
MRC	Mekong River Commission	UNICEF	United Nations Children's Fund
MT	Metric ton	UNISDR	United Nations International Strategy for Disaster Reduction
NBRO	National Building Research Organization	UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
NCDM	National Committee for Disaster Management (Cambodia)	USAID	United States Agency for International Development
NCDM	National Council for Disaster Management (Sri Lanka)	USAID/OFDA	Office of United States Foreign Disaster Assistance
NDMAC	National Disaster Management Advisory Committee	UZDMC	Upazila Disaster Management Committees
NDMC	National Disaster Management Centre (Sri Lanka)	WCDR	World Conference on Disaster Reduction
NDMC	National Disaster Management Council (Bangladesh)	WFP	World Food Programme
NGO	Non-governmental organisation		
NGOCC	NGO Coordination Committee on Disaster Management		
NIRAPAD	Network for Information, Response and Preparedness Activities on Disaster		
NPPD	National Physical Planning Department		
NSC	National Steering Committee		
PCDM	Provincial Committees for Disaster Management		
PDR	(Lao) People's Democratic Republic		
PDRSEA	Partnerships for Disaster Reduction – Southeast Asia		
PPPDU	Policy Programme and Partnership Development Unit		
PRSP	Poverty Reduction Strategy Paper		
RDA	Road Development Authority		
RIC	Resource Integrated Centre		
SAARC	South Asian Association for Regional Cooperation		
SLRC	Sri Lankan Red Cross		
SNAP	Strategic National Action Plan		
SPARRSO	Space Research and Remote Sensing Organization		
TAC	Technical Advisory Committee		



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