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An Assessment Study on Climate Change Adaptation (CCA)/ Disaster Risk Reduction (DRR) Mainstreaming into Commune Investment Plan (CIP)/Commune Development Plan (CDP) with Reflecting to Joint Principle Adaptation (JPA)

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Cambodia is an agricultural country which is highly vulnerable to the impact of climate change, and the human system of its country have been affected by extreme climate events such as flood and drought (MoE, 2005). Climate change is the real challenge for the country, and the economy and livelihood are interfered by its effects in which frequently occurs in the country. Due to its low adaptive capacity in adapting to climate change effects and high dependency on climate-sensitive sectors of rural people, Cambodia becomes vulnerable to climate change (MoE, 2013).

Cambodia is considered as one of the most vulnerable to climate change and natural hazards due to its low adaptation capacity and weak resilience system; mainstreaming the activities into Commune Investment Plan (CIP)/Commune Development Plan (CDP) with reflecting to Joint Principle Adaptation (JPA) are very crucial efforts made by Commune Councils (CoCs), and Non-Governmental Organizations (NGOs). There are only few existing studies in Cambodia that assess climate change adaptation and disaster risk in accordance with the Joint Principle Adaptation (JPA). In this light, this comprehensive study of the possibility of integrating CCA/DRR into Joint Principle Adaptation (JPA) is remaining possible for the study.

This paper aims to investigate how CoCs play role in mainstreaming Climate Change Adaptation (CCA)/Disaster Risk Reduction (DRR). In this assignment, two main approaches for field work and data collection: 1) desk review for secondary data, and 2) field work for primary data were applied in order to review in detail about how to integrate CCA/DRR into JPA principle. Many others literatures on CCA/DRR assessment have been reviewed in order to enrich our assessment methods.

Significantly, two communes: (1) Baray commune of Daunkeo district in Takeo province and (2) Seang Khveang Commune of Kamchhay Mear District of Prey Veng Province were selected as case studies for this qualitative analysis.

Key findings:

The study reveals that:

1. CIP/CDP was mainly developed by raising local priorities with the presence of local people. Yet, the implementation of CIP/CDP was less likely to be fully achieved because there was no internal funding. Main sources from central government and NGOs were small-scale and uncertain which could not respond to the local need.
2. Physical infrastructure remained a key development agenda prioritized by both central government and local people. However, the local people also raised their needs for improving their socio-economics as well as CCA/DRR in the CIP/CDP; they were mostly expected to be responsible by NGOs.
3. The mainstreaming of CCA/DRR were relatively low in the two studied communes; the available funds for road construction could not so far been allocated for CCA/DRR mainstreaming at all. The development agenda of the central government, NGOs and CoCs were likely different at the movement.
4. The scope of work done by CoCs was also limited due to their human capacity and financial availability. CoCs could not operate the projects well if there were no capacity building or technical support from the provincial/district officers as well as NGOs staff.
5. There were four main problems faced; they consisted of limited decision authority, not autonomous operation, lack of accountability; and, poor responsiveness. In the future, CCA/DRR mainstreaming could be probably improved through: capacity building, more effective resource mobilization and the grant of technical support. In particular, the central government, NGOs and CoCs should have a single development agenda.

What we need to do more:

Practice policy development/enforcement. Based on decentralization, CoCs have been transferred with authority in community development through the implementation of CDP and CIP. Since the 2000s, several legal framework and policies i.e., Law on Disaster Management in Cambodia, National Climate Change Strategic Plan (2014-2023), National Democratic for Sub-national Development Programme (2010-2019), Implementation Programme First Phase (2010-2013), Implementation Programme Second Phase (2014-2016), Implementation Programme Third Phase (2016-2018) and the Annual Operation Plan and Climate Change Strategic Advocacy have been

developed; the existing legal frameworks are necessary to put them into action. In this sense, all the line agencies should be working closely together. Local needs could be filled out when CoCs have received sufficient technical and financial support for the implementation of CIP/CDP to respond the impacts from CCA/DRR.

The central and provincial government. The increased annual Sangkat/ Commune funds and decision-making authority of CoCs should be very necessary for the integration and mainstreaming of CCA/DRR projects for the implementation of CDP and CIP. While key policies, regulations, strategies and plans have been endorsed, the funds for activities implementation remain limited to say the least. According to the CIP in Baray Commune in 2017 and Seang Kveang Commune in 2015, only around 30% of the proposed activities were funded. As a result, many proposed development projects could not be implemented.

Mainstreaming CCA/DRR through implementing CDP and CIP. Every year, activities related to CCA/DRR intervention have been already included in CDP and CIP; but CoCs could not implement any project so far because of the lack funds for them. The Commune/Sangkat fund transferred from MoI were mainly allocated for physical infrastructure while integration of funds from NGOs remained very limited. In this stage, mainstreaming of CCA/DRR at commune level could probably happen when annual funds for CoCs are specifically allocated for CCA/DRR related development projects from Commune/Sangkat funds or NGOs. Presently, Commune/Sangkat funds were very limited, therefore contribution of financial resources from NGOs and other development partners could make this happen. During the development of CIP, NGOs may work with CoCs to facilitate the priority setting and provide funds of the prioritized activities proposed by local people in order to reduce the impact from climate change and natural disaster.

For Commune Councils (CoCs) and Non-Governmental Organization. Long-term capacity building for CoCs should be made for better planning and resource mobilization. In the rural communities of Cambodia, the basic education level among the general population is relatively low. Although the central government has built the capacity of the CoCs since 2002, more progress needs to be made vis-à-vis the participatory planning process. To this end, the CoCs require long-term, on-the-job capacity building, i.e., resource management and fund raising that will enable them to operate social services and integration of CCA/DRR into CIP/CDP in the long term by themselves. In this respect, the national and international NGOs would be the most suitable entities to support this long-term capacity building scheme: it would mean shifting their targets from the household level to the communities. They not only have adequate financial and human resources, but in addition have broad experience in community development and resource management.

The capacity building of CoCs committees could prove a long-term, on-the-job process. Young university graduates could be recruited as technical assistants to support their daily operations by providing them with a good working environment and capacity building. The roles of the IOs, NGOs and governments at the provincial and district levels would be to provide technical guidance and training to CoCs, and technical assistance in the spheres of climate change and disaster risk reduction, fund raising, and management planning of the agricultural and non-agricultural sectors for livelihood improvement of local communities. On-the-job capacity building and the availability of technical assistants could definitely enhance the daily operations and competence of the CoCs in the above suggested fields. The types of public and social services with which CoCs should become familiar include Income Generation Activities (IGAs) from agricultural and non-agricultural sectors, health care, basic education, infrastructure development, migration, and social security.

Improved application of Joint Principles for Adaptation (JPA) at CoCs. In order to adopt this tool at commune level, NGOs is playing a very important role to provide them with capacity building, coaching and financial support to carry out this participatory tool that ensuring national policies and plans meet the needs and fulfill the rights of the most vulnerable people to adapt to climate change. During this assignment, the application of JPA applied by CoCs was limited; NGOs may probably involve with CoCs as on-job training process during their assignment of JPA. By doing so, CoCs will be able to use this tool. In reality, capacity of CoCs is very limited and there is no any resource from the government agencies that can help CoCs to learn on how to apply JPA. In addition, NGOs may provide technical and financial support to CoCs during the development of CDP and CIP.



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