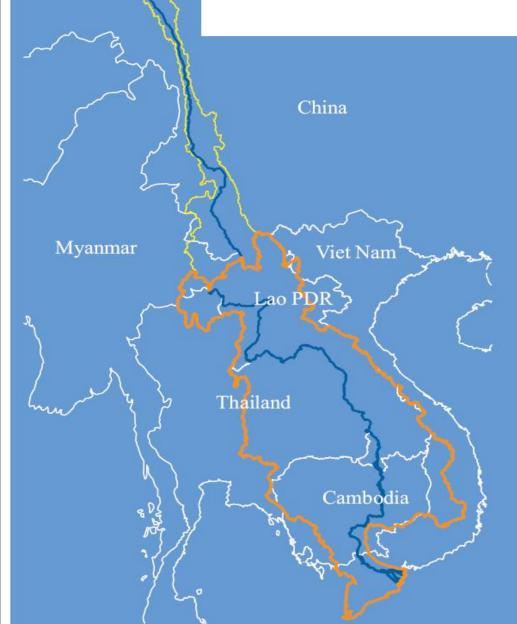


Mekong River Commission

PROJECT Document

German contribution to MRC-FMMP component 4

"Flood Emergency Management Strengthening"





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1. Introduction

1.1. The Mekong River Commission

The Mekong River Commission (MRC) is an international river basin organization built on a foundation of nearly 50 years of knowledge and experience in the region. On the 5th of April 1995, Cambodia, the Lao PDR, Thailand and Viet Nam, signed the "Agreement on the Cooperation for the Sustainable Development of the Mekong River Basin". This agreement formed the Mekong River Commission (MRC) which replaced the Committee for Coordination of Investigation of the Lower Mekong Basin (the Mekong Committee) and the Interim Mekong Committee, which were established in 1957 and 1978; respectively.

The MRC provides the institutional framework to promote regional cooperation in order to implement the 1995 Agreement. It serves its Member States by supporting decisions and promoting action on sustainable development, protection of ecological balance and poverty alleviation as a contribution to the UN Millennium Development Goals.

The mission of the MRC is to promote and coordinate sustainable management and development of water and related resources for the countries' mutual benefit and the people's well-being. To this end, the work of the MRC supports the Mekong Programme, a regional cooperation programme for the sustainable development of water and related resources in the Mekong River Basin.

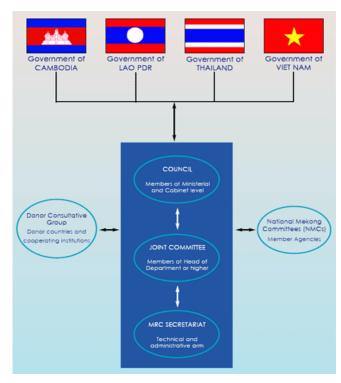
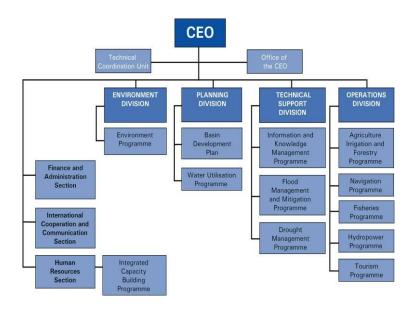


Figure 1: MRC Organisational Structure

The MRC enjoys the status of an international body. It has signed several agreements and holds obligations with the donors and the international community. The MRC consists of three permanent bodies (figure 1): Council, Joint Committee and Secretariat.

Acting as focal points for the Commission in each of the member countries are the National Mekong Committees (NMCs).

The budget of the Commission consists of contributions from its members and the donor community. Formal consultation with the donor community is undertaken through the annual Donor Consultative Group meeting. An Informal Donor Meeting is also held annually.



The MRC Secretariat as the technical and administrative arm of the MRC works closely with the NMCs of the MRC member countries.

The structure of the Secretariat is presented in the figure 2.

The structure was introduced in December 2005 to align it with the MRC Strategic Plan for 2006 - 2010.

Figure 2: MRC Secretariat organisational structure

The Commission has formal agreements for cooperation with a range of regional and international organizations. The MRC also holds an official dialogue with the two other states of the Mekong River Basin, China and Myanmar, which are not signatories of the 1995 Agreement. In addition, the MRC and China signed in 2002 an "Agreement on the Provision of Hydrological Information on the Lancang/Mekong River in the Flood Season".

1.2. Development Context

The Lower Mekong River Basin (Cambodia, Lao PDR, Thailand and Viet Nam) is home to approximately 60 million people. Most basin inhabitants are poor rural farmer/fishers although they may be resource rich. One third of the population lives on less than a few dollars per day. Being poor makes them more vulnerable to floods and flooding because the cheapest places to live are those which are mostly threatened by floods.

The core problem is the limited knowledge and limited capacities of a number of national as well as local authorities in dealing with flood preparedness and emergency management. The Flood Management and Mitigation Programme (FMMP) as one of the MRC programmes, therefore, provides technical and coordination services to the four countries in the Lower Mekong Basin to prevent, minimize or mitigate the civil and socio-economic losses due to floods and flooding, while preserving the environmental benefits of floods. Forecasts, flood data, technical standards, capacity-building and training packages are key outputs of the programme.

In line with the MRC and FMMP objectives, the German government support to FMMP regarding two of its components (4 and 5) has the following objective: Authorities and organisations at various levels of the riparian countries apply more efficiently appropriate

disaster preparedness, emergency management and land management policies and tools in the field of flood management (see 2.6 *objective* and 3.2 *logical framework*).

The German contribution to FMMP component 4 therefore respects the overall objective of MRC and FMMP (see 3.2 logical framework). It also contributes to the alleviation of poverty in the Lower Mekong River Basin and therefore is a contribution to MDG 1 (poverty alleviation) as well as MDG 7 (ensuring environmental sustainability).

For further details on the development context of component 4 see 2.4.

1.3. The 1995 Agreement

The 1995 Mekong Agreement on the Cooperation for the Sustainable Development of the Mekong River Basin outlines very clearly the legal mandate for the MRC. The 1995 Mekong Agreement is an intergovernmental treaty, which relies on the cooperation and compliance of the signatory countries for implementation. The first three articles of the Agreement define the scope of the core mandate for the MRC.

<u>Article 1</u> of the 1995 Mekong Agreement defines the areas of cooperation:

The Member States agree to "cooperate in all fields of sustainable development, utilisation, management and conservation of the water and related resources of the Mekong River Basin including, but not limited to irrigation, hydro-power, navigation, flood control, fisheries, timber floating, recreation and tourism, in a manner to optimise the multiple use and mutual benefits of all riparians and to minimise the harmful effects that might result from natural occurrences and man-made activities."

Article 2 relates to projects, programmes and planning:

The Member States agree to "promote, support, cooperate and coordinate in the development of the full potential of sustainable benefits to all riparian States and the prevention of wasteful use of Mekong River Basin waters, with emphasis and preference on joint and/or basin-wide development projects and basin programmes through the formulation of a basin development plan, which would be used to identify, categorise and prioritise the projects and programmes to seek assistance for and to implement at the basin level."

<u>Article 3</u> relates to the protection of the environment and the ecological balance:

The Member States agreed to "protect the environment, natural resources, aquatic life and conditions, and ecological balance of the Mekong River Basin from pollution or other harmful effects resulting from any development plans and uses of water and related resources in the Basin."

FMMP being an integrated part of MRC secretariat organisation structure is clearly linked to the 1995 Agreement. The German contribution to component 4 of FMMP is addressing flood preparedness to minimise the harmful effects that might result from natural occurrences and man-made activities. The project will support all four riparian countries in strengthening their capacities. The project is therefore clearly in line with the 1995 Agreement.

1.4. The Strategic Plan 2006-2010

In 2006, the MRC started the new five-year cycle in its strategic planning and formulated its Strategic Plan for 2006 - 2010. Within the Strategic Plan 2006 - 2010, the fundamental strategic direction of MRC, its vision statement remained as "A world-class, financially secure, International River Basin Organization serving the Mekong Countries to achieve the basin vision of an economically prosperous, socially just and environmentally sound Mekong River Basin".

The overall five year goal of the MRC is: "More Effective Use of the Mekong's Water and Related Resources to Alleviate Poverty While Protecting the Environment". Four Goals have been identified that MRC should strive to achieve progressively from 2006 to 2010. The four goals established for MRC for 2006 to 2010 are shown below:

- Goal 1: To promote and support coordinated, sustainable, and pro-poor development
- **Goal 2:** To enhance effective regional cooperation
- Goal 3: To strengthen basin-wide environmental monitoring and impact assessment
- Goal 4: To strengthen the Integrated Water Resources Management capacity and knowledge base of the MRC bodies, NMCs, Line Agencies, and other stakeholders

Supporting the Mekong Programme **Regional Cooperation for Sustainable Development of** Water and Related Resources in the Mekong River Basin **Basin Development Planning** Flood Management and Mitigation Agriculture, Irrigation & Forestry **Environment Drought Management** Information and Navigation Fisheries Tourism **Knowledge Management** Integrated **Capacity Building** Water Utilization

Figure 3: MRC Integrated Programme Structure

The Strategic Plan provides for an updated programme structure (Figure 3: MRC Integrated Programme Structure). The Basin Development Plan takes on a pivotal role and is supported by a sector and cross-cutting programmes matrix. This will allow the MRC to address the development opportunities of the Mekong Basin in a more balanced and sustainable manner. The work of the MRC supports the Mekong Programme, a regional cooperation programme for the sustainable development of water and related resources in the Mekong River Basin.

1.5. Strategic Plan Relevance and Link of the Outline

The objective of the German contribution to component 4 of FMMP is: "Relevant authorities and other stakeholders have enhanced capacities in flood preparedness and emergency management" (see 2.6 *objective* and 3.2 *logical framework*). The project therefore contributes to the overall five year goal of the MRC and more specifically to goals 1 and 4. Trough the strengthening of local and national authorities as well as selected relevant non-governmental actors in flood preparedness and emergency management the project contributes to a sustainable pro-poor development in the Lower Mekong River Basin.

The German contribution to FMMP component 4 is also in line with the MRC Flood Management and Mitigation Strategy which has been prepared as a response to the extreme floods in 2000. The project contributes to flood preparedness measures which aim at "getting people ready for floods before they come".

Divider

2. Project Outline

2.1. Timeframe and Total Budget Estimate

Timeframe: May 2008 – December 2010

Total budget: 1.200.000 Euro

2.2. Concept of the Proposed Intervention

The German contribution to FMMP Component 4 "Flood Emergency Management Strengthening" contributes to the FMMP objective "The civil and socio-economic losses due to floods and flooding are prevented, minimized or mitigated, while preserving the environmental benefits of floods" and more specifically to the objective of component 4 "Emergency management systems in the Riparian countries are more effectively dealing with Mekong floods".

Given the FMMP component 4 overall output "Competence of civil authorities at various levels, emergency managers, and communities in flood preparedness and emergency management is strengthened", the German contribution focuses on the relevant authorities and other stakeholders and supports them to have enhanced capacities in flood preparedness and emergency management.

The project will support the relevant authorities at district, province and national level in regard to three main activities:

- awareness-raising and enhancing of people's capacities in dealing with floods,
- the preparation and implementation of flood preparedness programs, and
- the preparation of development plans containing flood preparedness and emergency management.

Different from the first phase, the focus will be more on the relevant authorities at different levels. It will be trough them and by them that the communes and key actors will be addressed, informed and/or trained. Correspondingly, the project will spend more time and resources on their training and the mainstreaming of flood preparedness and emergency management measures in each of the four member states.

In this second phase, the scope of the project will also be extended from formerly 4 districts in Cambodia and 4 districts in Vietnam to now 6 districts in Cambodia, 6 districts in Vietnam, 4 districts in Laos and 2 districts in Thailand. These districts include the old districts from the first phase in Cambodia (4) and Vietnam (4) where activities will be followed-up. The new districts will be identified by the member states and the project implementer in close cooperation with FMMP management. They will be

¹ The specific authorities and other stakeholders will be defined for each country in the work plan.

included in the work plan. The main selection criteria for these new districts is the occurrence of mainstream floods and tributary floods. Districts which are only threatened by flash floods should not be included for the simple reason that the material and approaches developed during phase I all focus on mainstream floods and do not or only marginally include emergency management and flood preparedness for flash floods. As in addition neither time nor location of flash floods can be predicted, it is hardly impossible to train the right target group and to achieve tangible results in flash flood areas.

2.3. Problems, including cross-cutting elements to be addressed by the project

Knowing the causes and the impacts of the Mekong floods an important issue remains to be solved which is "how to get people ready for floods before they come" and "how to help people cope with floods". The current perception of flood management is still "to response to floods when they occur" rather than to prevent major damage or to be prepared in the forehand. To deal with the Mekong floods more effectively there is a need to strengthen the capacity of local disaster management authorities in flood preparedness and emergency response. The current limited capacities and resources at national and local level for effective emergency management is apparent in different ways:

- Limited capacity at national level and in particular at provincial and district level to understand, interpret and effectively use advanced flood forecasting and hazard information:
- Limited exposure to good practices in flood preparedness planning;
- Limited capacities for undertaking preparedness and mitigation planning and concerted implementation among disaster management authorities and their line departments at all levels;
- Weak public awareness activities to inform/educate people how to prepare before floods, how to cope with floods while they occur and how to recover from it afterwards.

There is a certain pool of resources and amount of knowledge and experiences in flood preparedness and emergency management in the region, however, they have not been widely shared among stakeholders at regional and in particular at national and local levels. There also has been economic cooperation between border provinces. However, there is practically no cooperation on trans-boundary flood emergency assistance across the borders. In addition, existing resources have not yet been fully utilized, e.g. private sector involvement (e.g. in awareness rising), public and private media etc. Therefore, additional mechanisms are needed to synergize these resources.

Increasing awareness on flood preparedness and institutionalizing the integration of flood preparedness issues into development planning will automatically improve the livelihood of the poor, including those livelihoods of the most vulnerable groups among the poor such as women and children. Gender issues have already been embedded in all flood preparedness measures in the first phase. While this will be continued in the second phase, gender issues will also be explicitly addressed within the trans-boundary activities.

2.4. Context and Justification

Flood preparedness and emergency management is an integral part of an integrated flood management approach being undertaken by the MRC. Through the FMMP the MRC has a unique role to play to properly address the Mekong flood issues based on the priorities identified by the MRC member countries. In all member countries, flood preparedness and emergency management authorities have limited capacity at all levels (at the national, provincial, district and commune/village levels). In addition, the countries lack a comprehensive approach on how to mainstream flood preparedness and emergency management measures and activities into their development planning. There is therefore a need a) to build capacities, especially at district and provincial level, b) to support the institutionalization of flood preparedness and emergency management measures and activities and c) to integrate flood preparedness and emergency management measures into development planning.

2.5. Alternatives, Impacts, Rationale for Preferred Choice

The chosen approach is based on the positive experiences from the first phase. A lot of awareness rising has been done in the first phase and a number of very useful materials has been developed, such as posters, booklets, manuals, DVD, theatre play etc. In regard to flood preparedness planning, a number of flood preparedness programs have been prepared and a manual on how to do it has been developed. While in the first phase most of the awareness rising and much of the preparedness planning has been done directly by the project – mainly to test and develop adequate approaches, the second phase will now focus more on the capacity-building of the district and provincial authorities and thereby enabling them to do the awareness rising as well as the flood preparedness planning by themselves. A second focus will be given to the mainstreaming of the activities into the national systems. This – capacity-building of the responsible authorities and mainstreaming of activities – is the most adequate way to achieve sustainability in the long run.

Such an approach requires tailor-made support to each country as the capacity-building has to be adapted to and integrated into the national frame of flood preparedness activities, emergency management and development planning in each member state. The project document therefore only includes the general activities that will be done in each country. The detailed work plan will then be prepared by the sub-contractor in close cooperation with each member state and FMMP. This corresponds to GTZ understanding that a work plan can only be prepared after the beginning of a new phase as it has to include a) the people who should implement it (ADPC), b) the responsible persons at the national levels to identify the relevant authorities and organizations as well as the districts and c) the responsible persons in the districts and provinces. Not to involve these persons into the development of the work plan would be against modern understanding of partnership and – in addition – would risk the lack of ownership on the part of the member states which the project aims to achieve. The work plan attached to this document (see 3.3) therefore only provides a general orientation.

2.6. Objective

The **overall objective** of the German contribution to FMMP is:

Authorities and organisations at various levels of the riparian countries apply more efficiently appropriate disaster preparedness, emergency management and land management policies and tools in the field of flood management.

This overall objective is defined by the following **indicators**:

Overall Indicator 1 (with regard to German contribution to component 4):

Comprehensive and validated templates for flood preparedness programs are available in all riparian countries, adapted to each member state's conditions and are used by the authorities in selected (pilot) areas.

Overall Indicator 2 (with regard to German contribution to component 4):

Comprehensive and validated templates for the significant integration of flood related issues in development plans are available in all riparian countries, adapted to each member state's conditions and are used by the authorities in selected (pilot) areas (mainstreaming of flood management).

Overall Indicator 3 (with regard to German contribution to component 5):

Relevant authorities of all the riparian countries have developed an efficient, locally and nationally adapted approach for the production, collection and processing of flood-related information and their integration into land management and started its implementation.

Overall Indicator 4 (with regard to German contribution to components 4 and 5):

At least 50% of the population and commune authorities in selected districts in all riparian countries express in interviews their satisfaction with the performance of district, province and national authorities dealing with flood preparedness and emergency management.

The objective of the German contribution to FMMP component 4 is:

Relevant authorities and other stakeholders in all riparian countries have enhanced capacities in flood preparedness and emergency management.

2.7. Outputs, Indicators and Activities

The German contribution to FMMP component 4 consists of 8 outputs and consequently 8 indicators:

Output 1:

Selected relevant authorities and other stakeholders in all four riparian countries raised public awareness and enhanced people's capacities in dealing with floods and are enabled to continue doing it without external support.

Indicator 1:

3 Months after the end of phase II, 50% of the population in 18 districts* in at least 7 provinces of all riparian countries is aware of risks caused by floods and has a basic understanding of how to react at household level before, during and after floods.

* Cambodia: 4 old + 2 new districts, Vietnam: 4 old + 2 new districts, Laos: 4 new districts, Thailand: 2 new districts [1 district corresponds in average to about 10 communes and 50 villages]

Activity 1:

Train and support authorities and other stakeholders in developing and conducting measures to raise awareness and enhance people's capacities on dealing with floods.

Sub-Activities:

- 1.1Train and support district authorities to organise public awareness activities using the information, education and communication (IEC) materials developed in Cambodia, Laos, Vietnam and Thailand.
- 1.2 Where additional IEC material is needed, develop it in cooperation with the responsible authorities in the four countries.
- 1.3 Institutionalize in all target countries school flood safety programs including swimming lessons. Discuss with the responsible national authorities their integration into school curricula.
- 1.4 Support district authorities to install and maintain Flood Information Boards at suitable locations in all communes.
- 1.5 Review and further develop IEC and public awareness materials on flood preparedness and emergency management measures (posters/booklets/film).
- 1.6 Facilitate partnership with private/commercial sectors for the implementation of public awareness raising initiatives in at least 1 country to take over awareness campaigns in the long run.

Output 2:

Selected provincial and district authorities in all four riparian countries developed and implemented flood preparedness programs and are enabled to up-date them continuously without external support.

Indicator 2:

By the end of phase II, flood preparedness programs have been developed and/or implemented by the responsible authorities in at least 18 districts [same as in indicator 1] in at least 7 provinces of all riparian countries.

Activity 2:

Provide support to selected provincial and district authorities in developing and/or implementing flood preparedness programs and support national authorities in developing comprehensive templates for flood preparedness plans.

Sub-Activities:

- 2.1 Support the district authorities and other relevant stakeholders of 10 new districts to prepare flood preparedness programs.
- 2.2 Support these authorities and other stakeholders also in the implementation of priority activities identified under the flood preparedness programs (e.g. safe area development, community early warning system, emergency kindergarten, critical facilities, etc.).
- 2.3 Support the district authorities and other relevant stakeholders of the existing 8 districts in maintaining momentum of implementation of flood preparedness programs developed under Phase 1.
- 2.4 Support the responsible line agencies at national level in all four riparian countries to develop a validated template for flood preparedness programs adapted to each country's specific conditions (such as legal frame and administrative structure).

Output 3:

Selected provincial, district and commune authorities in all riparian countries are regularly integrating flood preparedness and emergency management in their development planning (link to component 2).

Indicator 3:

By the end of phase II, flood preparedness and emergency management have been significantly integrated in at least 1 provincial development plan per country and 2 district development plans in each of these provinces by the responsible authorities in all four riparian countries.*

* In Cambodia this includes the recognition/integration of the existing commune development plans.

Activity 3:

Provide technical support to selected national, provincial and district authorities in integrating flood preparedness and emergency management into development plans. In Cambodia, include the existing commune development plans with flood preparedness and emergency management components into the higher level development planning.

Sub-Activities:

- 3.1 Facilitate the dialogues with planning, development and micro-finance institutions at national and provincial levels for integrating flood preparedness and emergency management into existing local development planning practices at province, district and commune level.
- 3.2 Provide technical support to selected provincial and district authorities in integrating flood preparedness and emergency management into their development plans.
- 3.3 In cooperation with the responsible authorities at national level prepare guidelines on flood preparedness and emergency management integration into local development planning.
- 3.4 Initiate a discussion on the integration of flood preparedness and emergency management measures in selected sectors (e.g. agriculture, health, education, and women affairs).

3.5 Support the responsible line agencies at national level in all four riparian countries to develop a validated template for the integration of flood related issues into development planning adapted to each country's specific conditions (such as legal frame and administrative structure).

Output 4:

Selected relevant authorities and other stakeholders in all member states have enhanced practical knowledge in flood preparedness and emergency management (trainings linked to output 1, 2 and 3).

Indicator 4:

By the end of phase II, at least 50% of the relevant staff of relevant institutions in 18 districts (district and commune level) and at least 7 provinces (provincial level) of all riparian countries gained additional practical knowledge in at least one field related to disaster risk reduction or emergency management.

Activity 4:

Build capacity at provincial, district and commune level based on documented needs assessments.

Sub-Activities:

- 4.1 Develop an approach on how to identify training needs (knowledge, skills and attitudes) while working with authorities and other stakeholders.
- 4.2 Conduct and document training needs assessment.
- 4.3 Based on needs assessments, develop training courses on the development and implementation of flood preparedness programs, the integration of flood preparedness and emergency management into development planning, creating and implementing awareness campaigns, and on enhancing people's capacities for authorities and practitioner's organizations from all target districts in the four target countries.
- 4.4 Conduct need-based trainings (on the job training and training courses) for relevant participants from provincial/district and commune levels based on priority needs arising from the implementation of flood preparedness programs, the integration of flood preparedness and emergency management into development planning, creating and implementing awareness campaigns, enhancing people's capacities etc.

Output 5:

A training manual on flood preparedness and emergency management adapted to national conditions for all relevant authorities and other stakeholders has been developed in all riparian countries and a core group of trainers from sustainable organisations has been trained.

Indicator 5:

Each of the four riparian countries disposes of a training manual on flood preparedness and emergency management adapted to national conditions for all relevant authorities and other stakeholders. After having identified sustainable organisations to do the training, a core group of 5 trainers per country has been trained.

Activity 5:

Develop training manuals on flood preparedness and emergency management adapted to national conditions for relevant authorities and other stakeholders and train trainers within sustainable organisations.

Sub-Activities:

- 5.1 Prepare and publish training manuals that are adapted to the specific situation in each of the four countries.
- 5.2 Develop a ToT training curriculum.
- 5.3 Identify at least one sustainable organisation in each country to take over the training/capacity building.
- 5.4 Discuss the possible options for national training institutions with FMMP programme coordinator and chief technical advisor and jointly select one institution in each country.
- 5.5 Conduct ToT trainings for relevant authorities and stakeholders.

Output 6:

Relevant authorities and other stakeholders of all four riparian countries exchanged their knowledge and experience in flood preparedness and emergency management.

Indicator 6:

At least 4 national and 1 regional workshops on knowledge sharing have been conducted, and 8 additional good practice documents produced and disseminated.

Activity 6:

Facilitate the organization of national and regional workshops and produce and disseminate good practice documents in all four riparian countries.

Sub-Activities:

- 6.1 Organize in cooperation with the National Mekong Committees one regional workshop on flood preparedness and emergency management involving MRC member countries and GMS countries.
- 6.2 Support the riparian countries to organize national workshops.
- 6.3 Identify, document and disseminate good practices on flood preparedness and emergency management in the Mekong Delta.
- 6.4 Produce and distribute film/VCD on the key project activities, experiences and good practices.

Output 7:

Trans-boundary province to province cooperation in flood preparedness and emergency management has been deepened (link to component 3).

Indicator 7:

2 joint plans for flood emergency assistance and improved flood preparedness have been developed, discussed and agreed upon between neighbouring trans-boundary provinces (Lao PDR-Thailand and Cambodia-Vietnam).

Activity 7:

Facilitate the development of joint plans for flood emergency assistance and improved flood preparedness (addressing among others village to village and district to district cooperation as well as gender issues) in neighbouring trans-boundary provinces.

Sub-Activities:

- 7.1 Facilitate the development of joint plans for flood emergency assistance and improved flood preparedness in two neighbouring provinces in Cambodia and Vietnam.
- 7.2 Facilitate the development of joint plans for flood emergency assistance and improved flood preparedness in two neighbouring provinces in Lao PDR and Thailand.
- 7.3 In both cases, ensure that trans-boundary village to village as well as district to district measures will be included in the emergency plan.
- 7.4 Ensure that the development of the joint plans is based on a gender analysis and that the contents (measures) reflect the gender situation on the ground.
- 7.5 Encourage and facilitate the dissemination of the developed/established procedure to other trans-boundary areas.

Output 8:

In each of the four riparian countries an assessment of the national framework of

- awareness-raising and enhancing of people's capacities in dealing with floods,
- flood preparedness programs, and
- development plans containing flood preparedness and emergency management has been done and recommendations have been formulated for improving the mainstreaming of the said activities.

Indicator 8:

Assessments and recommendations for improvement of the national framework of

- awareness-raising and enhancing of people's capacities in dealing with floods,
- flood preparedness programs, and
- development plans containing flood preparedness and emergency management have been done/provided in all member states.

Activity 8:

Conduct assessments of existing capacities and needs to mainstream the flood preparedness and emergency management activities in all member states.

Sub-Activities:

- 8.1 In each member state assess the national framework of:
 - awareness-raising and enhancing of people's capacities in dealing with floods,
 - flood preparedness programs, and
 - development plans containing flood preparedness and emergency management by using the experience from phase I (where applicable) and II, lessons learnt discussed at national and regional meetings and by doing additional analysis.
- 8.2 Propose recommendations on how to improve the national framework to further enhance the mainstreaming of the said activities.

2.8. Assumptions and Risks

The assumptions and risks are mainly related to outputs 1 and 2. The assumptions and the risks related with them are:

- 1. After the end of the project support, authorities and other stakeholders will receive a sufficient regular budget to continue public awareness raising activities. If this does not happen, the local authorities and other local key actors in spite of being technically qualified might further depend on external financial support for the continuation of their activities (production costs for posters, brochures, leaflets, information boards, theatre, films etc.).
- 2. Provincial and district/commune authorities will receive a sufficient budget to implement the flood preparedness programs. If this does not happen, the provincial, district and commune authorities in spite of being technically qualified might not be able to entirely implement urgently needed flood preparedness programs because of a lack of budget.

Both assumptions will be regularly monitored as part of the project's monitoring activities.

2.9. Coordination and Monitoring

To ensure the integration of the German contribution to FMMP component 4 into not only FMMP but also MRC in general, special activities are foreseen to increase cooperation and to initiate synergies with other FMMP components as well as other MRC programs.

Living up to international standards of performance measurement, additional activities aim to introduce results based monitoring as a contribution to overall quality management. The monitoring system will focus on the results as well as on the quality of the new approach (enhancing the capacities of relevant authorities and stakeholders).

The monitoring activities will be closely linked to reporting to FMMP, MRC, GTZ Headquarters and the German Federal Government through its responsible Ministry for Economic Cooperation and Development (BMZ).

The development and introduction of a monitoring system by GTZ-FMMP will be linked to and in line with MRC activities of establishing its results-based M&E system.

The specific **outputs**, **indicators and activities** in regard to **coordination and monitoring** are:

Output 1:

A results-based monitoring system, assessing the benefits delivered by the GTZ-FMMP C 4 contribution to FMMP has been established in accordance with MRC procedures.

Indicator 1:

Result chains for the desired outputs have been developed in a participatory manner. Indicators to monitor have been agreed upon and translated into questionnaires until late 2008. Systematic monitoring is carried out on a three-monthly basis starting in January 2009.

Activity 1:

Facilitate the establishment of a results-based monitoring system of the GTZ-FMMP C 4 contribution to FMMP and streamline it with the existing MRC M&E system.

Output 2:

Results-based monitoring becomes a standard tool for performance measurement and quality management of the GTZ-FMMP C 4 contribution to FMMP in line with MRC quality management procedures.

Indicator 2:

At least 50% of partners, stakeholders and target group members interviewed in the frame of the three monthly results-based monitoring starting in January 2009, express their satisfaction with the services and products rendered by GTZ-FMMP C 4. The services and products delivered by GTZ-FMMP are actively used by partners, stakeholders and target groups.

Activity 2:

Monitor activities, outputs and use of outputs systematically (from January 2009 onwards). Make use of the findings to improve the quality of work. Strive towards alignment with FMMP and MRC procedures.

Output 3:

Results of C4 have been integrated into other components of FMMP and other MRC programmes and synergies have been achieved.

Indicator 3:

At least 1 workshop per year, initiated by MRC has been technically facilitated and financially supported by GTZ-FMMP to enhance the integration of C4 outputs into FMMP and other MRC programmes.

Activity 3:

Facilitate workshops on synergy and integration of results of C4 into other components of FMMP and other MRC programmes.

2.10. Execution and Implementation Arrangements

Details for the execution and implementation arrangements will be laid down in an Implementation Agreement and a Financial Agreement between MRC and GTZ.

The project will be linked to other FMMP components as well as MRC programmes:

- 1. The German contribution to component 4 will evidently recognize and build on the ECHO (I, II and III) initiatives that have been and are implemented under FMMP component 4 document.
- 2. The activities under output 3 "integration of flood preparedness and emergency management into development planning" will be linked to selected activities of component 2 of FMMP (e.g. best practices guidelines).
- 3. The activities under output 3 "integration of flood preparedness and emergency management into development planning" will also be linked to the outcomes of component 5 of FMMP and promote the integration of flood probability based land use plans into development planning.
- 4. The activities under output 1 should benefit from certain activities that have been developed under the GTZ implemented Watershed Management Project, such as the establishment of learning centres and the design and placement of information boards.

The operational part of the German contribution to FMMP component 4 will be subcontracted to the Asian Disaster Preparedness Centre (ADPC). ADPC is a regional knowledge provider and networking agency and is also involved in similar contextual projects in the region with which synergies could be found. Subcontracting the operational part of the German contribution to FMMP component 4 to ADPC will therefore ensure efficiency and local adjustment of the approach as well as regional embeddedness.

The monitoring and quality control will be done by GTZ to ensure high quality of products and services as well as high impact of the outcomes (see 2.9).

FMMP will be responsible for the linkages to other FMMP components and projects as well as other MRC programmes. FMMP will also monitor the implementation and prepare performance statements on ADPC work. ADPC has to regular brief FMMP according to the coordinating mechanisms of FMMP. FMMP informs the GTZ coordinator about it.

2.11. Target Groups, Beneficiaries and Stakeholders

The target group are authorities and relevant non-governmental organisations at various levels of the four riparian countries who are involved in flood preparedness and emergency management.

The beneficiaries are the people, mainly the poor, living in the floodplains whose lives and belongings can be better protected through flood preparedness and emergency management by qualified authorities.

2.12. Cost estimates

Type of expenditure	Amo	ount
	up to Euro	up to US Dollar
National/Regional long term experts:	310.000	
1 component coordinator at FMMP (32 months)		
1 long term expert at FMMP (32 months)		
4 country managers (32 months)		
National/Regional short term experts	150.000	
(at least 60 months)		
International short term experts	40.000	
(up to 2 months)		
Office space rent, office equipment, office material	50.000	
Travel and communication	70.000	
Material for distribution	100.000	
(posters, information boards, booklets, training		
materials etc.)		
Workshops:	80.000	
At least 18 training workshops on district level,		
At least 7 training workshops on province level,		
At least 4 training workshops for trainers,		
1 Regional Workshop,		
4 National Workshops		
Coordination and monitoring	120.000	
(including international long term expert (part time),		
approx. 2 months international short term expert,		
approx. 12 months national short term experts, at least		
2 regional and 8 national workshops)		
MRC-FMMP overhead	114.840	
GTZ overhead	156.000	
Unexpected expenditures	9.160	
Total	1.200.000	





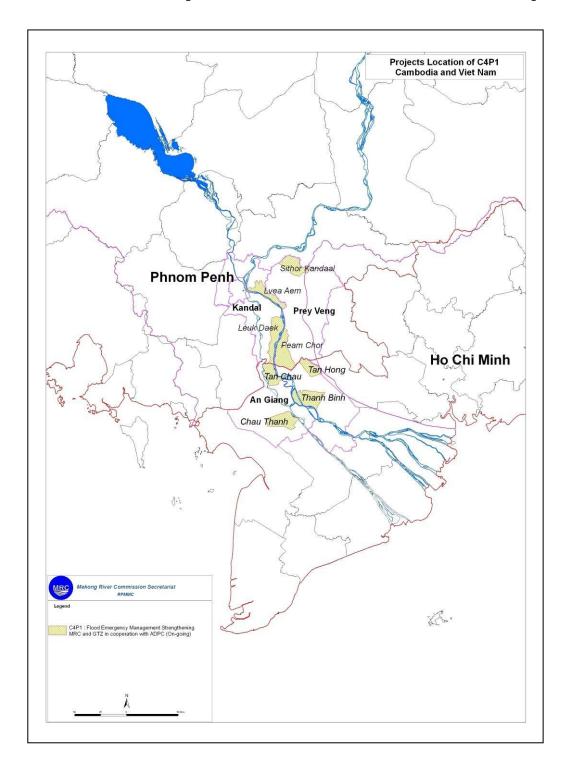
Public Awareness-raising Material





3. Annexes

3.1 Map of the Lower Mekong Basin indicating the districts of on-going activities started under the phase I of the German contribution to FMMP component 4



Development Issues and Opportunities of Selected Districts

1. Leuk Dek District, Kandal Province

Leuk Dek is one of eleven districts in Kandal province, located about 72 Kilometers south of the provincial center along the Mekong River. The district has a total area of 37,436 hectares, including 649 hectares for raining season rice and 12,834 hectares for dry season rice and second crops. 8,194 hectares are water covered areas (rivers, lakes and floodplains etc.). 87.5% of the population are farmers.

2. Lvea Em District, Kandal Province

Lvea Em is one of eleven districts in Kandal province and is located along the Mekong River and Tole Touch River. The district has a total area of 26,099 hectares, including 13,235 hectares of agricultural areas (rice and second crops) and 8,194 hectares of water covered areas. 82 % of the population are farmers.

3. Peam Chor District, Prey Veng Province

Peam Chor is one of twelve districts in Prey Veng. It is located about 52 km south of Prey Veng center along the Mekong River and Tole Touch River. The district has a total area of 39,497.35 hectares, including 3,500 hectares of raining season rice and 16,000 hectares of dry season rice and second crops. 3,500 hectares are water covered areas. 83 % of the population are farmers.

4. Sithor Kandal District, Prey Veng

Sithor Kandal is one of twelve districts in Prey Veng. It is located about 54 km north of Prey Veng center along the Mekong River and Tole Touch River. The district has a total area of 30,765 hectares, including 22,000 hectares of raining season rice, 1,799 hectares of dry season rice and 320 hectares of second crops. 3,314 hectares are water covered areas. 91 % of the population are farmers.

Development Issues

In all these districts, the farmers' livelihood mainly depends on primary sector activities such as cropping, fishing and animal husbandries. Agricultural activities are only possible during the dry season lasting from January to July. During the remaining time, people do fishing and handicraft to generate extra income for supporting their living during the flood season.

The districts are mainly affected by annual river floods of the Mekong River. Agricultural activities and infrastructure facilities are interrupted and destroyed by these annual floods. During flood season, the agricultural activities are not operating. During that time, many people migrate to cities and/or to overseas to find jobs, for instance, to Thailand.

The infrastructure facilities like dikes, bridges, roads, canals, irrigation systems – accomplished by various government agencies, NGOs projects and local authorities during the dry season – are usually threaded and affected by the annual floods.

3.2 Log frame: Objectives, Outputs, Activities and Indicators of German Contribution to MRC-FMMP

MRC objective/mission:

To promote and co-ordinate sustainable development and management of water and related resources for the countries' mutual benefit and the people's well-being by implementing strategic programmes and activities and providing scientific information and policy advice.

FMMP objective (development objective of MRC FMMP Strategy):

The civil and socio-economic losses due to floods and flooding are prevented, minimized or mitigated, while preserving the environmental benefits of floods.

Phase II objective of German contribution (**GTZ project objective**):

Authorities and organisations at various levels of the riparian countries apply more efficiently appropriate disaster preparedness, emergency management and land management policies and tools in the field of flood management.

Overall indicators for German contribution:

Indicator 1:

Comprehensive and validated templates for flood preparedness programs are available in all riparian countries, adapted to each member state's conditions and are used by the authorities in selected (pilot) areas.

Indicator 2:

Comprehensive and validated templates for the significant integration of flood related issues in development plans are available in all riparian countries, adapted to each member state's conditions and are used by the authorities in selected (pilot) areas (mainstreaming of flood management).

Indicator 3:

Relevant authorities of all the riparian countries have developed an efficient, locally and nationally adapted approach for the production, collection and processing of flood-related information and their integration into land management and started its implementation.

Indicator 4:

At least 50% of the population and commune authorities in selected districts in all riparian countries express in interviews their satisfaction with the performance of district, province and national authorities dealing with flood preparedness and emergency management.

Objectives, Outputs, Activities and Indicators of Component 4 (Flood emergency management strengthening)

FMMP objective of component 4:	FMMP overall output of component 4:
Emergency management systems in the Riparian countries are more effectively dealing with Mekong floods.	Competence of civil authorities at various levels, emergency managers, and communities in flood preparedness and emergency management is strengthened.
Objective of German contribution to FMMP component 4 (GTZ objective of component 4):	GTZ overall output of component 4:
Relevant authorities and other stakeholders in all riparian countries have enhanced capacities in flood preparedness and emergency management.	n/a

Outputs	Activities	Indicators
Output 1:	Activity 1:	Indicator 1:
Selected relevant authorities and other stakeholders in all four riparian countries raised public awareness and enhanced people's capacities in dealing with floods and are enabled to continue doing it without external support.	Train and support authorities and other stakeholders in developing and conducting measures to raise awareness and enhance people's capacities on dealing with floods.	3 Months after the end of phase II, 50% of the population in 18 districts* in at least 7 provinces of all riparian countries is aware of risks caused by floods and has a basic understanding of how to react at household level before, during and after floods.
		* Cambodia: 4 old + 2 new districts
		Laos: 4 new districts
		Thailand: 2 new districts
		Vietnam: 4 old + 2 new districts
		[1 districts corresponds in average to about 10 communes and 50 villages]
Output 2:	Activity 2:	Indicator 2:
Selected provincial and district authorities in all four	Provide support to selected provincial and district	By the end of phase II, flood preparedness programs
riparian countries developed and implemented flood	authorities in developing and/or implementing flood	have been developed and/or implemented by the
preparedness programs and are enabled to up-date them	preparedness programs and support national authorities	responsible authorities in at least 18 districts* in at least
continuously without external support.	in developing comprehensive templates for flood preparedness plans.	7 provinces of all riparian countries.
	preparedness plans.	* same as in indicator 1
Output 3:	Activity 3:	Indicator 3:
Selected provincial, district and commune authorities in	Provide technical support to selected national, provincial	By the end of phase II, flood preparedness and
all riparian countries are regularly integrating flood	and district authorities in integrating flood preparedness	emergency management have been significantly
preparedness and emergency management in their	and emergency management into development plans. In	integrated in at least 1 provincial development plan per
development planning (link to component 2).	Cambodia, include the existing commune development	country and 2 district development plans in each of these

	plans with flood preparedness and emergency management components into the higher level development planning.	provinces by the responsible authorities in all four riparian countries.* * In Cambodia this includes the recognition/integration of the existing commune development plans
Output 4: Selected relevant authorities and other stakeholders in all member states have enhanced practical knowledge in flood preparedness and emergency management (trainings linked to output 1, 2 and 3).	Activity 4: Build capacity at provincial, district and commune level based on documented needs assessments.	Indicator 4: By the end of phase II, at least 50% of the relevant staff of relevant institutions in 18 districts (district and commune level) and at least 7 provinces (provincial level) of all riparian countries gained additional practical knowledge in at least one field related to disaster risk reduction or emergency management.
Output 5: A training manual on flood preparedness and emergency management adapted to national conditions for all relevant authorities and other stakeholders has been developed in all riparian countries and a core group of trainers from sustainable organisations has been trained.	Activity 5: Develop training manuals on flood preparedness and emergency management adapted to national conditions for relevant authorities and other stakeholders and train trainers within sustainable organisations.	Indicator 5: Each of the four riparian countries disposes of a training manual on flood preparedness and emergency management adapted to national conditions for all relevant authorities and other stakeholders. After having identified sustainable organisations to do the training, a core group of 5 trainers per country has been trained.
Output 6: Relevant authorities and other stakeholders of all four riparian countries exchanged their knowledge and experience in flood preparedness and emergency management.	Activity 6: Facilitate the organization of national and regional workshops and produce and disseminate good practice documents in all four riparian countries.	Indicator 6: At least 4 national and 1 regional workshops on knowledge sharing have been conducted, and 8 additional good practice documents produced and disseminated.

Output 7: Trans-boundary province to province cooperation in flood preparedness and emergency management has been deepened.	Activity 7: Facilitate the development of joint plans for flood emergency assistance and improved flood preparedness (addressing among others village to village and district	Indicator 7: 2 joint plans for flood emergency assistance and improved flood preparedness have been developed, discussed and agreed upon between neighbouring trans-
	to district cooperation as well as gender issues) in neighbouring trans-boundary provinces.	boundary provinces (Lao PDR-Thailand and Cambodia-Vietnam).
Output 8:	Activity 8:	Indicator 8:
In each of the four riparian countries an assessment of the national framework of - awareness-raising and enhancing of people's capacities in dealing with floods, - flood preparedness programs, and - development plans containing flood preparedness and emergency management has been done and recommendations have been formulated for improving the mainstreaming of the said activities.	Conduct assessments of existing capacities and needs to mainstream the flood preparedness and emergency management activities in all member states.	Assessments and recommendations for improvement of the national framework of - awareness-raising and enhancing of people's capacities in dealing with floods, - flood preparedness programs, and - development plans containing flood preparedness and emergency management have been done/provided in all member states.

Assumptions and Risks of Component 4

Output	Assumptions	Risks
Output 1	After the end of the project support, authorities and other stakeholders will receive a sufficient regular budget to continue public awareness raising activities.	In spite of being technically qualified, the local authorities and other local key actors might depend on external financial support for the continuation of their activities (production costs for posters, brochures, leaflets, information boards, theatre, films etc.)
Output 2	Provincial and district/commune authorities will receive a sufficient budget to implement the flood preparedness programs.	In spite of being technically qualified, the provincial, district and commune authorities might not be able to entirely implement urgently needed flood preparedness programs because of a lack of budget.

Both assumptions will be regularly monitored as part of the project's monitoring activities.

Objectives, Outputs, Activities and Indicators of Coordination and Monitoring

Objective of Coordination and Monitoring:

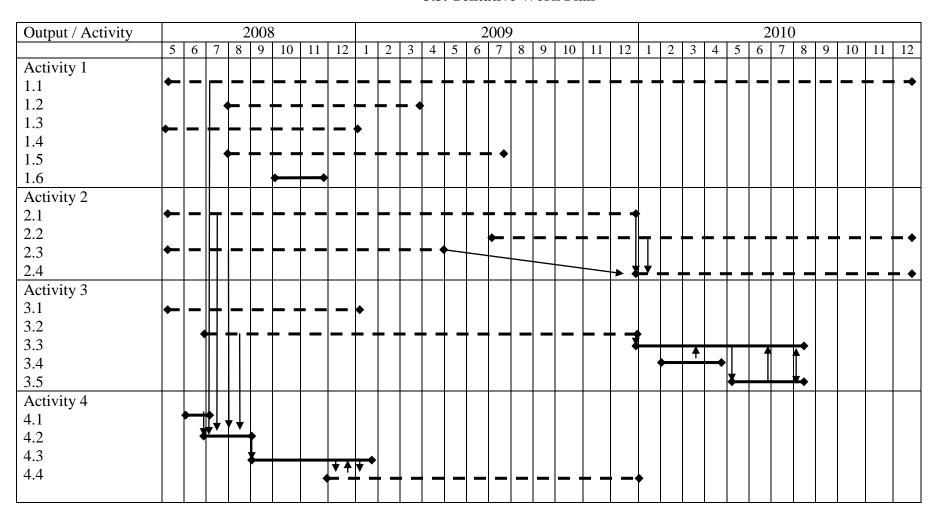
Integration of Components 4 into FMMP and MRC has been improved and a monitoring system has been established.

Outputs	Activities	Indicators
Output 1:	Activity 1:	Indicator 1:
A results-based monitoring system, assessing the	Facilitate the establishment of a results-based monitoring	Result chains for the desired outputs have been
benefits delivered by the GTZ-FMMP C 4 contribution	system of the GTZ-FMMP C 4 contribution to FMMP	developed in a participatory manner. Indicators to
to FMMP has been established in accordance with MRC	and streamline it with the existing MRC M&E system.	monitor have been agreed upon and translated into
procedures.		questionnaires until late 2008. Systematic monitoring is
		carried out on a three-monthly basis starting in January
		2009.
Output 2:	Activity 2:	Indicator 2:
Results-based monitoring becomes a standard tool for	Monitor activities, outputs and use of outputs	At least 50% of partners, stakeholders and target group
performance measurement and quality management of	systematically (from January 2009 onwards). Make use	members interviewed in the frame of the three monthly
the GTZ-FMMP C 4 contribution to FMMP in line with	of the findings to improve the quality of work. Strive	results-based monitoring starting in January 2009,
MRC quality management procedures.	towards alignment with FMMP and MRC procedures.	express their satisfaction with the services and products
		rendered by GTZ-FMMP C 4. The services and products
		delivered by GTZ-FMMP are actively used by partners,
		stakeholders and target groups.
Output 3:	Activity 3:	Indicator 3:
Results of C4 have been integrated into other	Facilitate workshops on synergy and integration of	At least 1 workshop per year, initiated by MRC has been
components of FMMP and other MRC programmes and	results of C4 into other components of FMMP and other	technically facilitated and financially supported by GTZ-
synergies have been achieved.	MRC programmes.	FMMP to enhance the integration of C4 outputs into
		FMMP and other MRC programmes.

Assumptions and Risks of Coordination and Monitoring

Output	Assumptions	Risks					
Output 1	MRC develops M&E system.	Result based monitoring might become a stand alone activity by GTZ					
		and not be integrated into MRC activities.					
Output 2	MRC develops QMS.	Quality management might become a stand alone activity by GTZ and					
		not be integrated into MRC activities.					

3.3. Tentative Work Plan



Output / Activity				2	300	}								2	2009)										2	010)				
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3.4. Summary overview on the countries' feedback on the logical frame during the 4 national and 1 regional workshop conducted in February 2008

("normal" = findings from national meetings; "italics" = findings from regional meetings)

1100	Outputs / Indicator	Cambodia	Lao PDR	Thailand	Vietnam	FMMP proposal
	General	H. Is Phase II a replication in the old districts?	c. Can livelihood issues be incorporated? d. Specify "authorities" and "stakeholders". M. Take note flash flood emergency and preparedness approaches important for MC.	g. Why is Thailand only marginally involved?	h. 2 new provinces in Central Highlands proposed. E. C4 & 5 to be integrated into other FMMP components. F. Outline of the project documents needs a more logical order. G. How is each activity being implemented? K. Better coordination and cooperation requested from GTZ implementing partner. N. C4 should address flash floods in the Central Highlands.	c. Focus will remain on floods. d. This will be specified in project documents, and country specific plan of operations. g. Design result of 2000 flood. h. Yes, if there are tributary floods. E. Necessary linkages to be incorporated. G. Will be clarified in project document and work plan. H. Approach changed; district authorities to take lead. K. Will be incorporated into GTZ partner contract. M. Reference made to OFDA flash flood guidance system. N. Different approach required; not recommended

Countries' feedback on the logical frame (2)

("normal" = findings from national meetings; "italics" = findings from regional meetings)

No.	Outputs / Indicator	Cambodia	Lao PDR	Thailand	Vietnam	FMMP proposal
1	Awareness Raising	a. District's role vital for involving the commune level.b. Doubt about sustainability without external support.	J. "No external support" condition not realistic.		 i. How to measure 50% of the population after 3 months? b. Doubts about the sustainability of number of activities without external support. L. What are the indicators for national capacities? 	 a. Yes, commune level will be addressed through the district level. b. Sustainability issues to be incorporated into monitoring. i. Survey will be carried out according to academic standards. J. GTZ uses this standard clause. L. To be achieved through the training of state authorities; achievement will include enhancement of national capacities.
2	Flood Preparedness Plans	b. Doubt about sustainability without external support.	J. "No external support" condition not realistic.			b. Sustainability issues to be incorporated into monitoring.J. GTZ uses this standard clause.
3	Development Plans					

Countries' feedback on the logical frame (3) ("normal" = findings from national meetings; "italics" = findings from regional meetings)

No.	Outputs / Indicator	Cambodia	Lao PDR	Thailand	Vietnam	FMMP proposal
4	Capacity Building		e. Suggests including "associations". A. To incorporate some small support for the activities at commune level (f.i. seeds for the commune to quickly recover after the floods). M. Take note flash flood emergency and preparedness approaches important for MC.		components. F. Outline of the project documents needs a more logical order. G. How is each activity being implemented? K. Better coordination and cooperation requested from GTZ implementing partner. N. C4 should address flash floods in the Central Highlands.	e. Maintain "authorities and other stakeholders". A. Small scale elements can be included. g. Design result of 2000 flood. h. Yes, if there are tributary floods. E. Necessary linkages to be incorporated. G. Will be clarified in project document and work plan. H. Approach changed; district authorities to take lead. K. Will be incorporated into GTZ partner contract. M. Reference made to OFDA flash flood guidance system. N. Different approach required; not recommended.
5	Training manuals + trainers		f. Linkage with existing ADPC material? B. Conditions too ambitious; rephrasing requested of indicator.		 j. Specify the activities, because these are 2 different outputs. D. Explain difference in training and method of "on the job" training. 	f. Training manual will be built on ADPC material and adapted to context. j. There will be 2 separate products of this output. B. Rephrased condition of implementation into "with a sustainable organization". D. Difference in nature and target group. - Sustainable training organization to be identified.

Countries' feedback on the logical frame (2)

("normal" = findings from national meetings; "italics" = findings from regional meetings)

No.	Outputs / Indicator	Cambodia	Lao PDR	Thailand	Vietnam	FMMP proposal
6	Knowledge exchange		C. At least 3 national workshops required.	o. Operational involvement (visits) in activities other member countries. I. Are good practice documents country specific?	r. Not only sharing, but preferably working together during the process.	 o. Study trips are foreseen to Cambodia. r. Foreseen for TB activities only. C. More workshops possible, but that the budget limiting factor. I. Indeed these will be country specific.
7	Trans- boundary cooperation	k. To included TB land management.	l. Cooperation between provinces should include districts and villages.	p. Why only one Thai province involved? q. Gender issue to be incorporated.	s. Upstream and downstream should understand the interest and consequences of activities. t. Why only one province involved?	k. Limit focus of TB issues to emergency management and flood preparedness. l/t. At provincial level, district and villages issues should be incorporated. p. The aim is to develop an approach, which can be replicated. q. Gender issue special attention in Thai-Lao TB activity to facilitate development of FMMP gender toolbox. s. Working groups could discuss this topic during the regional meeting. Link with Component 2 & 3.
8	National framework				u. Lessons from Thailand also important for other member countries.	u. Thailand has been included with 2 districts.

3.5. List of Reference Documents

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