KINGDOM OF CAMBODIA
Nation Religion King

Ministry of Health



Preventive Medicine Department

2025 - 2030

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PREFACE

Drowning is a significant public health problem across the Asia-Pacific region, claiming more than 83,508 lives each year. Drowning is a major public health problem in Cambodia, with an estimated drowning rate of 7.6, higher than the global average of 3.8 and the regional average of 4.3 per 100,000 people, according to the World Health Organization (WHO) report in 2024. Most deaths are among children under 15 years of age, who are vulnerable.

The National Strategic Plan for Drowning Prevention and Management 2025-2030 was initiated by the Ministry of Health, with the participation of relevant ministries, government agencies, and development partners. The main strategies in the National Strategic Plan are based on the needs of the country in terms of specific hazards, risks, and vulnerabilities to address drowning in an interdisciplinary manner. The strategic plan is aligned with global and regional frameworks.

The Ministry of Health would like to thank the working groups, ministries, agencies, and development partners who participated in the development of this important National Strategic Plan for Drowning Prevention and Management.

The Ministry of Health hopes that relevant ministries, institutions and development partners will implement this national strategic plan and help promote it by considering this task as one of the top priorities in protecting people's lives.

Minister of Health

Phnom Penh, 18 / April, 2025

Prof. CHHEANG RA

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GLOSSARY

Drowning	Drowning is the process of experiencing an airway obstruction due to the entry of water into the airways and continue to the alveoli, resulting in the victim (especially the face) being submersed in water.
First Aid[1]	- First aid is the immediate assistance provided to a sick or injured person until professional help arrives. - The need for emergency care begins at the scene of an emergency, whether it is a traffic accident or a medical emergency. It continues from the public's involvement at the scene to the end of the recovery process after care.
Vulnerability[2]	The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.
Water Safety[3]	Water safety refers to the procedures, precautions and policies associated with safety in, on, and around bodies of water, where there is a risk of injury or drowning. It has applications in several occupations, sports and recreational activities.
Search and Rescue[4]	Search and rescue (SAR) is the search for and provision of aid to people who are in distress or imminent danger.
Risk Assessment[5]	A methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.
Stakeholder analysis[6]	Stakeholder analysis is the process of identifying and studying the interests, influences, and impacts of various stakeholders on a project or decision-making process.
Policy Analysis	The examination and evaluation of available options to address various economic, social, or other public issues. Effective policy analysis, whether to enact new policies or amending existing ones, is critical in the policymaking process.

[1] Cambodian Red Cross
[2] National Action Plan for Disaster Risk Reduction (NAP-DRR)
[3] Wikipedia
[4] Wikipedia
[5] National Action Plan for Disaster Risk Reduction (NAP-DRR)
[6] Project Management Institute

Contingency Plan[7]	A management process that analyses disaster risks and establishes arrangements in advance to enable timely, effective and appropriate responses.
Early Warning[8]	The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss.
Lifeguard[9]	A lifeguard is a rescuer who supervises the safety and rescue of swimmers, surfers, and other water sports participants such as in a swimming pool, water park, beach, spa, river and lake.

[7] National Action Plan for Disaster Risk Reduction (NAP-DRR)
[8] National Action Plan for Disaster Risk Reduction (NAP-DRR)
[9] Wikipedia

EXECUTIVE SUMMARY

Cambodia is a country with a wealth of water resources, including rivers, lakes, streams, aquifers and marine water. The Mekong River and the Tonle Sap Lake are the two main supplies of water resources that serve many benefits such as supporting the livelihood of Cambodians and national economic development including waterway transportation. Apart from this, there are many other water resources that flow throughout the country, whether in the central lowlands or in the mountains or plateaus or along the coast. Despite the economic benefits, these water sources are often a contributing cause of death due to drowning and according to the Global Health Estimates released in 2021, Cambodia has a national drowning death rate of 7.6 per 100,000 population, which is higher than the regional rate of 4.3 and the global rate of only 3.8 per 100,000 population[10].

Drowning is considered a public health issue that needs to be addressed urgently, and it is observed that there are some limitations in addressing these drowning incidents through preventive measures compares to other development sectors as this is the first time in Cambodia that a national strategic plan is formulated.

The National Strategic Plan on Drowning Prevention and Management was developed by the Ministry of Health and supported by the World Health Organization and other development partners in order to set out strategic priorities to reduce drowning incidents through drowning prevention and management.

It should be noted that although this strategic plan was initiated by the Ministry of Health, it is served as a national framework for Cambodia, in which all relevant institutions, both within the Royal Government and development partners, as well as the private sector can support and implement priority strategies related to their core competencies and apply it to their respective skills.

In response to the above objectives, this strategic plan sets out four main strategies to prevent and manage drowning:

- **Strategy 1:** Develop and promote the application of legal frameworks, policies, regulations on drowning prevention and management.
- **Strategy 2:** Promote the provision of health services, education, awareness-raising, change in vulnerable behaviors and attitudes to prevent and manage drowning.
- **Strategy 3:** Promote the management and utilization of drowning data as a basis for planning and taking actions in accordance with the actual needs of vulnerability factors in drowning.
- **Strategy 4:** Strengthen mechanisms and institutional capacity to carry out drowning prevention and management.

[10] Global Health Estimates 2021

In addition to the above four core directions, the strategic plan also focuses on a number of key factors that are the catalysts for promoting the effective and inclusive implementation of this strategic plan that is in line with the direction of the Royal Government of Cambodia. These include:

- There is a need for specific annual plan to transform the four strategies into specific work activities. This work needs to be inter-agencies and should be integrated into the planning mechanism of the Ministry of Health. Prior to the preparation of the annual planning, it is necessary to conduct a baseline assessment study to set out appropriate implementation strategies and to develop appropriate qualitative and quantitative indicators.
- Allocation and mobilization of resources for the implementation of this strategic plan. In order to make this resourcing task possible and in a concrete picture, it is necessary to develop a specific resource mobilization and utilization plan and framework for the implementation of this strategic plan.
- Requires specific working mechanisms for the implementation of this strategic plan, with the involvement of stakeholders and partners. In this process, stakeholder analysis is necessary and serves as a foundation for the support and preparation of stakeholder engagement plan.
- Monitoring and evaluation of the implementation of this strategic plan. It is necessary to integrate this monitoring and evaluation work into Ministry of Health's monitoring, evaluation and report planning processes and tools.

This National Strategic Plan on Drowning Prevention and Management sets out action plan from 2025 to 2030. Since this is the first Cambodia's national drowning prevention strategy, it is necessary to conduct mid-term evaluation by the end of 2027 as a guide for preparing new phase from 2028 to 2030 of these strategic plans. Furthermore, as the Ministry of Health's master plan is scheduled to be finished by 2032, therefore, the National Strategic Plan on Drowning Prevention and Management must be completed first in order to finalize end-of-term assessment and set out recommendations and directions to be integrated into the next phase of the Ministry of Health's master plan.

1. Introduction

More than 83,508 people drown every year[11] in the Asia-Pacific region, with an average of one dying every six minutes[12]. Drowning mortality rates are particularly high in the region, highlighting significant public health challenges, especially for vulnerable groups. It should be noted that 31% of drowning deaths involve children under 15, with the highest rate among children aged 1-4[13]. Despite decades of understanding that drowning is a critical issue, there has been little progress in the last 40 years in reducing drowning deaths in the Asia-Pacific region, a critical need for targeted interventions[14].

In Cambodia, drowning is one of the leading causes of death. According to the Global Health Estimates released in 2021, Cambodia has a drowning mortality rate of 7.6 per 100,000 population, which is higher than the regional rate of 4.3 and the global rate of only 3.8[15].

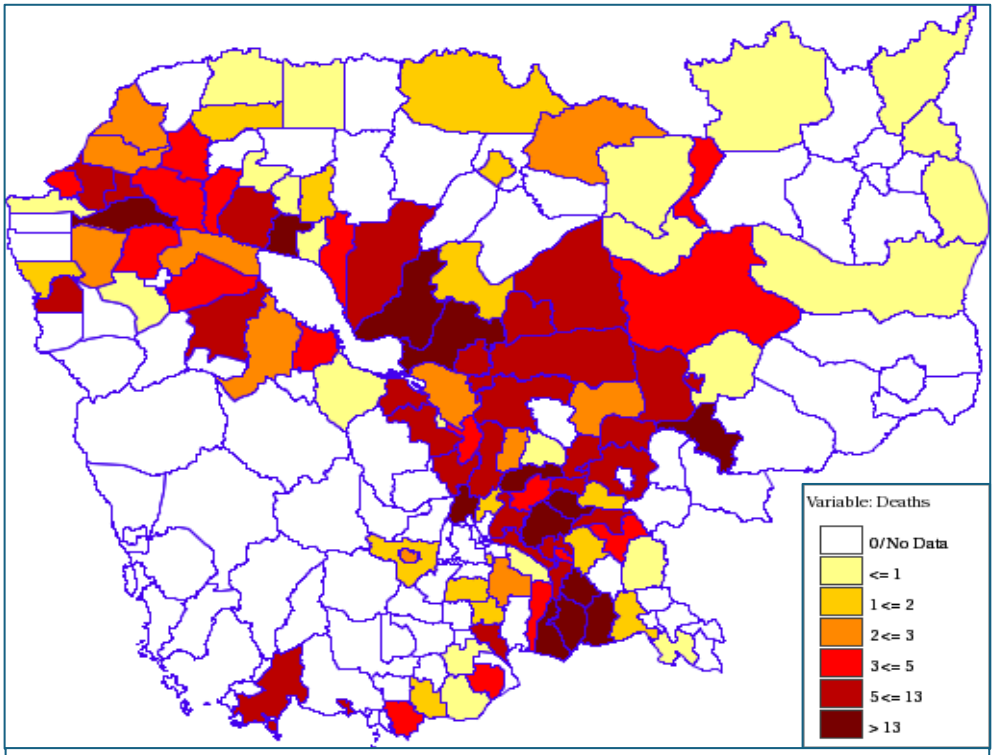
Drowning does not only affect public health, but it also significantly affects human resources and the economy. Globally, the social value of drowning was estimated at $146.9 billion in 2015, emphasizing the overwhelming financial impact on preventable cause of death[16].

Country	Deaths per 100 000 population	Total	Males	Females
Thailand		8.8	14.8	2.9
Viet Nam		8.2	11.8	4.4
Cambodia		7.8	11.8	3.9
Lao People's Democratic Republic		7.4	9.8	4.9
Bangladesh		5.5	6.1	5.0
Myanmar		5.3	8.0	2.6
China		4.0	5.3	2.5
Malaysia		2.8	4.5	1.1
Singapore		0.3	0.5	0.1

[11] Global Health Estimates 2021: Estimated drowning deaths in the Western Pacific Region
[12] WHO Drowning Prevention Factsheet 2019
[13] - ibid -
[14] - ibid -
[15] Global Health Estimates 2021
[16] https://www.worldlifeexpectancy.com/cambodia-drownings

Drowning prevention plays a key role in boosting global commitments, including the United Nations Development Strategy 2030, the United Nations Framework Convention on Climate Change (Strengthening community resilience to climate change), Sendai Framework for Disaster Risk Reduction and Global Health Insurance. In particular, drowning prevention interventions can contribute to many strategic development goals, including 1. (No Poverty) 2. (Health and Welfare) 3. (Quality Education) 4. (Gender Equality) 5. (Water and Sanitation) 6. (Decent Work and Economic Growth) 7. (Reduce Inequality) 8. (Urban Sustainability and Communities) and 9. (Climate Resilience). By addressing these goals, drowning prevention efforts support the primary goals of children related to death, education, immunization and nutrition serve as an innovative measure for the survival of children and the protection of investment in children and adolescent development, especially in countries where drowning is a leading cause of child mortality.

In Cambodia, drowning occurs in various forms and types, both during the flood season and dry season. Drowning is considered a public health issue and the Ministry of Health, through Preventive Medicine Department, cooperates with Ministries, institutions and development partners such as the World Health Organization in tackling this drowning issue.



Cambodia Death by flood. *Source: https://camdi.ncdm.gov.kh/DesInventar/profiletab.jsp*

This National Strategic Plan aims to reduce drowning incidents in the country through comprehensive and sustainable coordination efforts. It serves as a guide for national action that ensures alignment with the health and safety priorities of the Kingdom of Cambodia which also contributes to the following:

- National Action Plan for Disaster Risk Reduction (NAP-DRR 2024 - 2028)
- World Health Organization (WHO) Global Drowning Prevention Strategy
- Sustainable Development Goals - SDGs.

The National Strategic Plan on Drowning Prevention and Management adopts intersectoral and multisectoral approaches.

2. Vision Mission and Goal

2.1. Vision and Mission

Vision: Drowning is no longer a preventable cause of death in Cambodia.

Mission: Prevent and mitigate drowning in Cambodia through effective education, awareness raising, capacity building, policies, programmes, and timely and effective responses.

2.2. Goal and Expected Outcomes

2.2.1. Goal

To prevent drowning, reduce injuries and promote community well-being in Cambodia through key drowning preventive and management activities.

2.2.2. Expected Outcomes

The implementation of this strategic plan will lead to the following expected outcomes:

1. Decline of drowning deaths among specific target groups in different parts of Cambodia.
2. Relevant ministries, institutions, and partners should have more specific plans and increase their participation in drowning prevention and management within their respective jurisdictions, with the intention of documenting guidelines and training.
3. Increased drowning prevention knowledge, including understanding of the vulnerability factors contribute to drowning among relevant institutions and vulnerable communities.
4. Specific factors of Vulnerabilities and risk to drowning are specifically studied and identified as a basis for developing appropriate response plans and campaigns.
5. Changes in behavior and attitudes, as well as specific actions in response to different types of vulnerabilities and risks among target groups to prevent and manage drowning.
6. Laws and Regulations on drowning prevention and management have been prepared, endorsed and put for implementation with specific monitoring and evaluation mechanism to measure the progress.

3. Analysis of Context and Drowning Vulnerability Factor in Cambodia

3.1. Drowning Situation in Cambodia

Cambodia has a significant risk of drowning, with drowning deaths of 1,284, at a rate of 7.6 per 100,000 population according to the World Health Organization Global Health Estimates released in 2021 which is higher than the regional rate of 4.3 and the global rate of 3.8 per 100,000 population. This suggests that drowning deaths are so high that immediate efforts are needed to address them. In addition, data from the report above shows the drowning death rate has fluctuated over the years, and it is observed that drowning rates among males were higher than females. The data also shows drowning affects different age groups, including young children aged 0-4 years and adults aged 15-19 and 60-69 years, who are more vulnerable. This demographic trend emphasizes the need for intervention for specific risk factors faced by both young children and the elderly. These specific groups are at higher risk of drowning due to inadequate management and control, limitation of water safety education, occupational exposure, or recreational activities around the water source[17].

3.2. Context of Drowning Prevention and Management in Cambodia

The prevention and management of drowning is seen as a limited task in Cambodia compared to other tasks. As a matter of fact, this is the first time that Cambodia has initiated the development of a strategic plan on drowning prevention and management, recognizing that it is a public health issue that needs to be addressed.

Although this is the case, however, there have been some actions and interventions in the past by some relevant Ministries and Institutions such as:

- **Ministry of Health:** Since drowning is considered a public health issue, the Preventive Medicine Department conducted a pilot project to prevent and reduce drowning in and around the Tonle Sap Lake in 2009 by training 10 commune in Kampong Chhnang Province and in 2023, a study on child drowning was conducted and the outputs was included in a report in the World Health Organization's Global Report.
- **Ministry of Public Works and Transport:** Trained on drowning prevention to waterway communities. The Ministry also developed and promulgated the Law on Inland Waterway Transport, which was approved on March 1, 2024.
- **National Committee for Disaster Management and the Ministry of National Defense:** Established and trained search and rescue teams since 2020, and often conducts search and rescue drill exercises and disaster response operations. The search and rescue team also plays an important role in direct operations every time there is a major flood, especially flash floods caused by torrential rain in various areas throughout Cambodia.

[17] Global Health Estimates 2021_WHO

- **Ministry of Education, Youth and Sports (MoEYS):** The Ministry of Education, Youth and Sports pays close attention to the well-being of students by incorporating physical education into the national curriculum. Through this priority, the Ministry has been cooperating with partners such as JICA, Hearts of Gold since 2006 in developing curricula on fitness, skills and behavior, including swimming education for students as a priority.
- **Cambodian Red Cross:** The Cambodian Red Cross is a humanitarian organization acts as Auxiliary Role to the Royal Government's public authorities in the humanitarian affair. The Cambodian Red Cross provides first aid training, including first aid during floods and drowning, to various institutions, as well as training its volunteers in the community.
- **The World Health Organization (WHO):** is a specialized agency of the United Nations that works actively in the field of drowning prevention, providing both technical and financial support for data management by working closely with specialized government Ministries.
- **UNICEF:** Has been conducting activities such as analyzing the policy and legal documents related to drowning, building capacity on drowning prevention and management, supporting water safety training of trainer, life-saving skills and basic swimming skills, educational outreach, technical and financial assistance in partnership and target communities to prevent and manage drowning at the community level.
- **Helpcode Cambodia:** Provides knowledge on water safety, first aid, swimming and rescue skills to children in schools, teachers, parents, students, caregivers, community members, tourism staffs, local authorities and relevant officials to develop a map of areas with high risk of drowning, cooperates with local authorities and leaders to implement and support campaigns with government partners, NGOs, schools in order to network and advocate for improvement of water safety measures in and around the water, as well as strengthening national water safety policies for children and their communities.
- **Hile Teuk Kampuchea:** Has been conducting activities such as training and capacity building of water safety trainers, resuscitation skills and basic swimming skills. Instructing children, parents, guardians and the community on prevention methods, increasing partnerships with stakeholders, local authorities and communities to raise awareness of the risk of drowning.

3.3. Vulnerability Factors and Drowning Policies

3.3.1. Vulnerability Factors

The following are the catalysts or primary causes of drowning. Understanding, assessing and gathering data on this vulnerability specifically will serve as the foundation for action:

1. **Geographical and environmental factors:** Cambodia has a large network of rivers, lakes and floodplains, such as the Mekong River and Tonle Sap Lake as well as the coastal region. During the rainy season, these river areas are prone to flooding, increasing the risk of drowning, especially in rural and lowland areas, as well as the coastal region. In addition, there has been an increase in the type of flash floods due to heavy rains in recent years, which have occurred in some areas that have never experienced floods before, especially in the highlands and mountainous areas of the country. Other water sources such as streams, lakes, swimming pools, etc. are also prone to drowning due to lack of protection and precautionary measures. Similarly, many large ponds have been dug in local communities with no specific protection measures have been put in place.
2. **Safety control measures:** young children, especially those under the age of five, are at a particularly high risk of drowning due to interaction with water outside of active adult supervision. This lack of regular monitoring makes them vulnerable to accidental drowning, whether during the flood season or the dry season. Occupations that support the livelihood of Cambodian people is dependent on subsistence fishing, agriculture and other water-related activities. This encourages frequent interactions with water, which increases the risk of drowning, especially when safety measures are not in place.
3. **Swimming skills and water safety:** Many people in Cambodia, both in urban and rural areas, lack basic swimming skills. Besides, knowledge and rescue skills are also limited. This has made it difficult for individuals to save themselves or others during drowning-related emergencies.
4. **Knowledge gap and education:** General knowledge and education on water safety and drowning prevention is limited. Many communities do not have access to information or training on how to prevent drowning and rescue.
5. **Inadequate infrastructure and safety measures:** Many rural areas lack adequate infrastructure, such as safety signs and barriers around wells, ponds and other water sources. In addition, there is a lack of resuscitation equipment and trained personals to respond to drowning accidents in various forms.
6. **Alcohol consumption[18]:** Alcohol reduces the ability to judge and control oneself, increases the risk of drowning incidents. Alcohol consumption near water sources may occur in some communities.
7. **Waterway transport:** Due to the abundance of streams, lakes and rivers in Cambodia, boats are commonly used as a transport vessel for people's daily commutes to work or school and operating businesses and livelihood. In this case, it is often observed that inadequate safety measures, such as the lack of airbags/life-jacket, old or dilapidated means of transportation and inadequate technical conditions, overcrowded and unsafe vessels, operated by staff who have not been trained to recognize hazardous conditions or perform high-seas navigation all contributes to the risk of drowning.

[18] Global report on drowning, Preventing a leading killer, WHO 2014

8. **Floods and Disasters:** Cambodia has experienced severe floods and heavy rains, particularly during the monsoon season. Unplanned flash floods can cause drowning in both urban and rural areas, especially in areas that have never been flooded before.
9. **Cultural practices and beliefs:** In some cases, cultural practices or beliefs can lead to distrust in the use of life-saving aids or adherence to safety guidelines that increase the risk of drowning. For example, in some cultures, claims have been made that wearing a life jacket or any precautionary measures is a bad omen.
10. **Settlement away from villages or remote areas:** In recent years, Cambodia has developed remarkably fast. There are also a lot of settlements in new areas and isolated from villages. In the event of a flood, the isolated evacuees may face increased drowning risk because they have not received any warning information and the intervention team has not been notified, especially in the areas with flash floods occurring more frequently and in larger quantities than in the past.

3.3.2. Policies and Priority Work Programmes

- **Policies and Practices Limitations**
    1. **Drowning prevention policy:** Specific and comprehensive policies for drowning prevention and management remain unclear, leading to gaps in the implementation of appropriate and necessary preventive measures. As already mentioned, this is the first time that Cambodia has initiated the development of national strategic plan on drowning prevention and management. Although a comprehensive national policy on drowning prevention and management is not currently available, Cambodia already has a number of sectoral legal documents such as the Law on Disaster Management, Child Friendly Community Initiative and Detailed Curriculum on Physical Education and Sports, Circular on Inland Waterway Management (2000), Circular on Maritime Management (1999) of the Ministry of Public Works And transportation, etc.
    2. **Regulations and laws on water safety within the legal framework:** the absence of clear water safety laws and regulations, especially with regard to the construction or use of water sources such as rivers, ponds, lakes and reservoirs. This gap exists in the form of insufficient regulations on fencing, defining drowning areas, and ensuring public safety in drowning areas. Furthermore, there are not enough regulations and practices on the use of life jackets or other safety measures for those working in or around the water (e.g. fishermen, boaters / ferries) that contribute to the high risk of drowning incident in the operational domain.
    3. **The integration of drowning prevention into national health and safety policies remains limited:** existing health and safety policies, including child health plans or disaster management plans, do not include and fully highlight drowning prevention measures as a priority

4. **Disaster management plans do not yet highlight specific drowning prevention and management:** The risk of drowning during floods is not yet explicitly included in the specific disaster risk reduction (DRR) plan and the country's adaptation to climate change. The same goes for disaster preparedness or contingency plans. Drowning is as a secondary priority or consideration in flood preparedness plans and water hazards.

- **Projects or Programmes Limitations**

1. **Insufficient Inadequate public awareness and community participation:** Lack of community awareness campaigns on water safety and drowning prevention, especially in vulnerable rural areas, including the area has just experienced flash floods in recent years. Existing work projects / programmes are not enough to reach the most vulnerable people, such as children, caregivers and people living near water sources. It is often observed that in rural areas, children are left at home with their grandparents. Therefore, projects should also include educational outreach within this target group.
2. **Safety education on drowning prevention in schools is limited:** Water safety education is not integrated into a consistent national school curriculum. While few schools can provide basic education on water safety or swimming lessons, there are no specific standards across the country to teach students about drowning prevention and resuscitation knowledge.
3. **Shortage of lifeguards[19] and first aider:** Cambodia has inadequate training of first aid and safety personnel for water safety. Training programmes for community members and local authorities on basic first aid techniques and emergency response to drowning incidents are also limited.
4. **Lack of public swimming facilities and drowning surveillance:** Many communities, especially in rural areas, lack safe public swimming pools/spaces where children and adults can learn to swim in a suitable environment. Children receive limited swimming lessons, which reduces the chances for developing life-saving skills.
5. **Limitation of data and studies on drowning:** There is a lack of comprehensive data on drowning incidents, especially in rural and remote areas. Without specific data, it is difficult to identify high-risk areas, monitor the effectiveness of interventions, and develop drowning prevention programmes. Generally, drowning reports and records do not distinguish between deaths or drowning incidents.
6. **Flood early warning systems and water hazards are still limited:** The early warning system has not yet been fully and completely covered in all flood-prone areas. In addition, there are gaps in taking specific preparedness or early actions and response actions after specific warning information released.

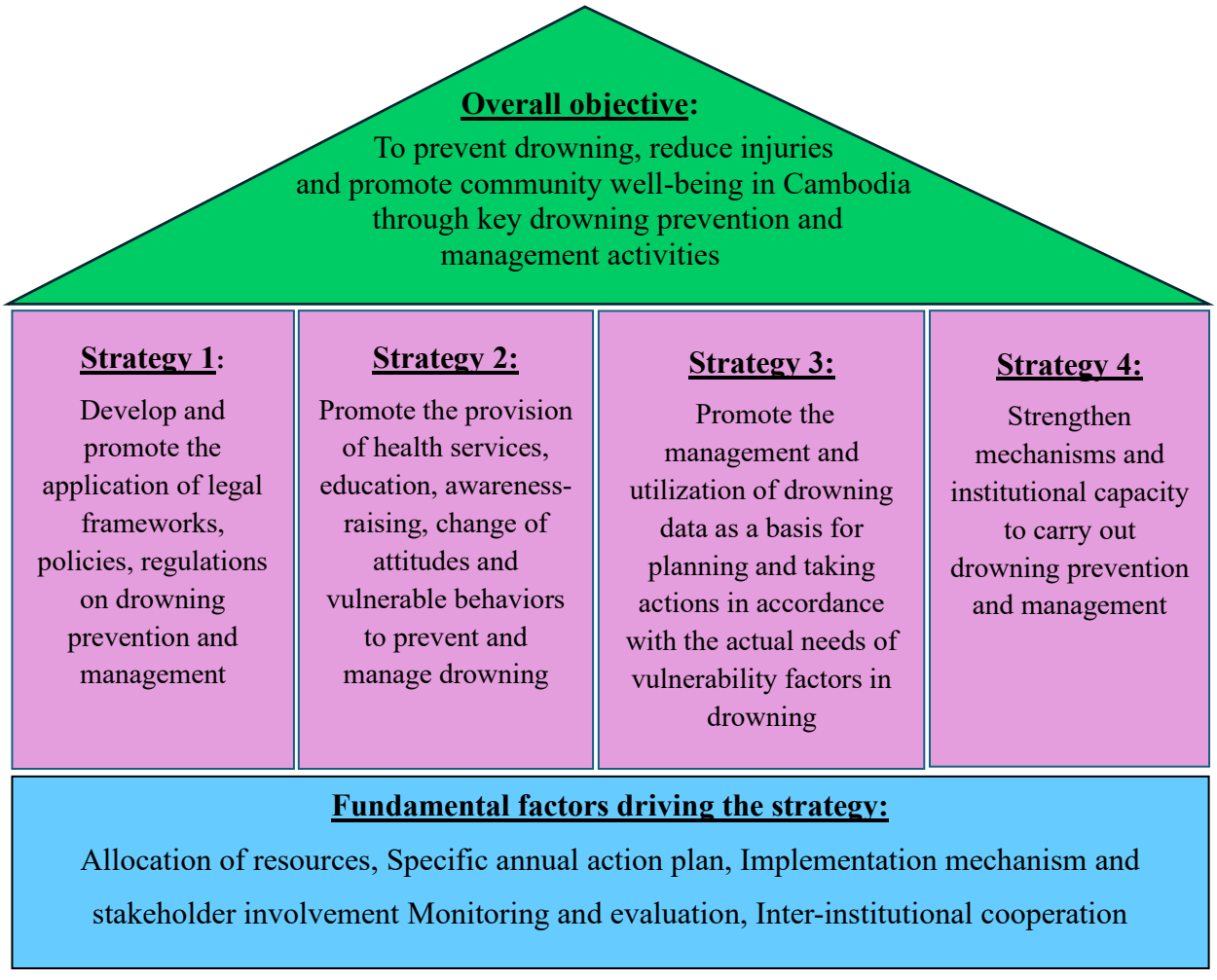
[19] Lifeguard: a rescuer supervises safety and rescue (2022 Khmer Dictionary)

7. **Coordination among government ministries and stakeholders is limited:** the cross-sectoral coordination efforts in taking measures to manage and address drowning between the Ministry of Health, the Ministry of Education, Youth and Sports, the Ministry of Water Resources and Meteorology, as well as other disaster management agencies remains a remarkable gap. Without a holistic approach, drowning prevention efforts remain uncoordinated and unsystematic.
8. **Limited budget and resources for drowning prevention programmes:** Drowning prevention programmes in Cambodia often suffer from limited financial resources and rely on short-term projects supported by international donors. There is no sustainable funding mechanism to support long-term interventions.

4. Strategies and Priority Work Programmes

4.1. The 4 Strategies for Drowning Prevention and Management

The following key strategies are outlined to address, respond, and mitigate the vulnerabilities analyzed and identified above.



4.2. Priority Work Programmes and Key Activities

Priority Work Programmes	Indicators[20]	Key Activities
<u>Strategy 1</u>: Develop and promote the application of legal frameworks, policies, regulations on drowning prevention and management		
Priority Work Programme 1.1: Develop policies, laws or regulations on national and sub-national drowning prevention and management.	• Number of legal frameworks, policies, regulations on drowning prevention and management have been compiled • Documents, frameworks, policies, regulations on drowning prevention and management are effective and responsive to specific needs in Cambodia, especially the context of vulnerabilities that exist.	1. Conduct study and policy review to identify gaps in the policy on drowning as a basis to formulate policies to prevent and manage drowning appropriately and implement those policies. 2. Develop national policies and regulations on drowning prevention and management. 3. Promulgate policies and regulations that have been issued. 4. Develop guidelines on drowning prevention and management.
Priority Work Programme 1.2: Dissemination and training of legal frameworks, policies, regulations on drowning	• Number of meetings or seminars or training sessions disseminating legal frameworks, policies and regulations on drowning prevention and management	5. Conduct Training Need Assessment for training and dissemination sessions, and then develop specific plans for training and outreach.

[20] The current indicators are qualitative indicators, whereas quantitative indicators will be developed after studying the baseline assessment and preparing the annual action plan.

prevention and management to relevant stakeholders to promote implementation.	• A specific number of participants acquire thorough understanding of the content and direction of legal framework, policies and regulations on drowning prevention and management that have been disseminated	6. Prepare training and dissemination documents and tools, methods and lessons in various forms according to specific needs and appropriate means. 7. Organize training courses and media dissemination based on specific contexts and requirements in order to achieve an effective education.
Priority Work Programme 1.3: Continue to enhance/enforce legal frameworks, policies and regulations for the national and sub-national drowning prevention and management.	• Number of consulting forums of legal framework, policies and regulations on drowning prevention and management • Number of analysis and evaluation reports of legal framework, policies and regulations on drowning prevention and management • Number of case studies and research of legal framework, policies and regulations on drowning prevention and management	8. Establish a regular consultation forum on policies and regulations on drowning prevention and management between stakeholders as a basis for further revision and enhancement. 9. Continue to evaluate and study on implementation and elaborate further research and development. 10. Compile case studies on good practice as a basis for continuing education.
<u>Strategy 2:</u> Promote the provision of health services, education, awareness-raising, change of attitudes and vulnerable behaviors to prevent and manage drowning.		
Priority Work Programme 2.1:	• Number of analytical reports of training needs and studies of institutional	1. Study and analyze the existing structure and functions, especially the Rapid Response Team of the Ministry of

Establish and train the emergency intervention team of the Ministry of Health.	structure to re-organize the Ministry's drowning rescue and response team. • The number of training materials that respond to the context in Cambodia, especially in response to the different drowning factors of risk and vulnerabilities. • Number of training sessions implemented • Number of participants acquired knowledge on drowning prevention and management.	Health, about the need to adjust the work procedures and additional training on drowning emergency intervention. 2. Compile specific training Material to conduct training courses. 3. Continue to review and update training documents regularly.
Priority Work Programme 2.2: Public Awareness Campaign.	• Number of study report on characteristic of risk and vulnerability to drowning in Cambodia. • Number of study reports on appropriate and effective dissemination methods. • Number of public campaigns in various appropriate form, including promotional materials. • Number of educational outreach messages	4. Conduct research on drowning in Cambodia (characteristics of risk, vulnerability, data, vulnerable areas, appropriate means for educational outreach) 5. Develop relevant educational materials and means appropriate to the existing culture and context (radio, television, social media, school-based education, community…) 6. Organize community outreach events or activities (schools, local gatherings) 7. Campaign to disseminate public awareness through images and other means in connection with the monitoring and evaluation mechanism.

	• Number of reports highlight the sort of behavior and attitude change by specific target group toward drowning prevention and management, as a result of this campaign.	8. Establish yearly exhibitions on drowning prevention and management in major national programmes, especially on the National Day of Disaster Management, Water Festival… 9. Integrate dissemination of drowning prevention and management into school curricula.
Priority Work Programme 2.3: Promote safe attitude near drowning areas and during the flood season.	• Number of trained trainers • Number of trainers who have received training, understand and can continue to train appropriately • Number of practical activities/measures to put barricade or fence around the ponds and water sources. • Number of equipment provided to communities and target groups • Communities and target groups know how to use materials and equipment provided • Number of study visits and knowledge acquired by the study visitor	10. Train teachers / trainers to provide water safety lessons, first aid training and swimming skills at relevant institutions. 11. Campaign to build fencing around drowning water spaces/sources. 12. Educate, disseminate and provide specific training to community caregivers on drowning prevention and rescue. 13. Provide necessary drowning protection and rescue equipment. 14. Study visits by target groups and trainers on the promotion of educational services, outreach, behavior change and drowning management.

	• Number of demonstrated measures/ activities after they acquired knowledge from study visit.	
Priority Work Programme 2.4: Organize swimming and water rescue training in collaboration with stakeholders.	• Number of participants in swimming lessons and training materials • Number of participants who have been trained and can actually swim according to particular context of location and site. • Number of participants trained in water rescue training and able to apply them practically. • Appropriate number of lessons and water rescue techniques • Number of community members undertook specific preparedness and response after receiving disaster early warning message.	15. Study and estimate training needs. 16. Prepare appropriate documents and methods for safe training. 17. Train teachers and students and provide relevant tools. 18. Organize swimming and resuscitation training in collaboration with local swimming pools or clubs or other places. 19. Train community members to take preparedness or early and response action in reaction to early warning of floods and storms.
Strategy 3: Promote the management and utilization of drowning data as a basis for planning and taking actions in accordance with the actual needs of vulnerability factors in drowning.		

Priority Work Programme 3.1: Study on the characteristic of the risks, vulnerabilities, and drowning factors and have specific data as a basis for action.	• Number of studies and analytical reports of drowning risk factors and consequences, both immediate and long-term. • Specific qualitative and quantitative data on drowning • Recommendations for dealing with short-, medium- and long-term drowning issued • Number of reports published and disseminated	20. Analyze existing data and reports on major causes of drowning vulnerability 21. Organize national and sub-national drowning data collection teams. 22. Establish specific and comprehensive assessment studies on the types of risks and vulnerabilities 23. Print and publish reports regularly.
Priority Work Programme 3.2: Develop a specific database for drowning records and drowning prevention and management activities.	• Basic analytical report on the preparation/set up of a drowning database system (integrated with any existing or newly developed system) • A system for recording drowning data with the inclusion of different an relevant data contents/dataset • A specific mechanisms and team to run the system developed. • The teams received proper training	24. Examine reports and tools or methods for recording data to see if specific drowning data is included. 25. Create drowning data recording systems for deployment as well as specific implementation mechanisms.

	• A user manual on using the database system.	
Priority Work Programme 3.3: Collect, analyze data and publish drowning reports regularly.	• Drowning data and safety measures are regularly recorded. • Drowning reports are published and disseminated regularly. • Relevant institutions can download and utilize data.	26. Monitor and report on the implementation of drowning prevention policies. 27. Regularly train the team on how to enter and use the database. 28. Publish reports and disseminate regularly.
Strategy 4: Strengthen mechanisms and institutional capacity to carry out drowning prevention and management		
Priority Work Programme 4.1: Strengthen partnerships and cooperation.	• Network, alliances and partnership for drowning prevention and management is established. • Network, alliance and Partnership Group Meeting for Drowning Prevention and Management.	29. Establish alliances or working groups to cooperate with national and international organizations and relevant institutions, including the private sector. 30. Hold regular meetings of the working group alliance. 31. Join existing networks to advocate for drowning attention. 32. Seek support from relevant partners and activities to encourage implementation.
Priority Work Programme 4.2: Train trainers on water safety for further training.	• Number of trainers trained and able to continue teaching.	33. Study and estimate training needs. 34. Prepare appropriate documents and methods for safe training.

	• Number of Specific technical documents for Training of Trainer. • Number of training courses of trainers	35. Hold training courses. 36. Monitor and evaluate training sessions. 37. Organize study tours to countries in the region to learn from good experiences.
Priority Work Programme 4.3: Prepare annual plan and action plan on drowning prevention and management.	• Number of annual action plans of Ministries and Provincial health departments and relevant institutions on drowning prevention and management. • Number Action plan considered for implementation and budget allocation. • Number of Implementation and evaluation of action plan and compilation of progress reports	38. Conduct annual assessments in areas with frequent drowning and vulnerable communities. 39. Collaborate with local authorities to develop community-specific drowning action plans with existing budget allocations. 40. Compile annual action plans and seek financial support for implementation from both local and non-government sources. 41. Prepare a monitoring and evaluation plan, including mid-term and end-of-term evaluation.

5. Strategic Plan Implementation Mechanism

5.1. Key stakeholders and Governance on Implementation

The Ministry of Health, through Preventive Medicine Department is in charge of implementing the National Strategic Plan on Drowning Prevention and Management by leading and coordinating with other relevant institutions such as government ministries and non-government agencies, including the United Nation agencies. An indispensable role is the private sector responsible for waterway transport, including tourism, which requires participation in this work.

In order for the implementation to be effective and efficient, it is necessary to carry out a specific stakeholder analysis of the relevant institutions when preparing each annual plan to facilitate the activities and utilize the resources appropriately. This stakeholder analysis needs to focus on the sub-national level, specifically at Municipality/District/Commune level in line with the Royal Government's decentralized direction in order to bring services closer to the local people in search of key factors and put in place specific measures to promote the provision of drowning prevention and management services.

5.2. Development of Annual Workplan

This strategic document is a strategic level plan, a compass that identifies key priorities for tackling drowning in Cambodia. In order to be practical, it is necessary to prepare annual, quarterly, semi-annual and monthly plans or activities that are integrated into the action plans of the Ministry of Health and collaborative partners. This action plan is the foundation for practical implementation and the basis for mobilizing resources to support the implementation activities. The preparation of this action plan should be based on the trends and actual results of each year implementation including participation from stakeholders.

5.3. Resource Mobilization and Financial Allocation

This strategic plan is feasible as long as resources are allocated from various sources. The mobilization of resources for implementation should be a specific activity to be included in the preparation of annual, quarterly and semi-annual implementation plans as mentioned above.

1. Initially, the Ministry of Health may propose the allocation of resources through the annual budget allocation mechanism from the Ministry of Economy and Finance to the Ministry of Health, integrating the annual action plan into the Ministry's master plan in order to obtain budget allocation.
2. The same picture should be encouraged in other government ministries and institutions that focus on drowning prevention and management in order to obtain budget allocations by those specialized ministries. At the sub-national level, relevant institutions and departments can also mobilize resources from stakeholders at various levels within their jurisdiction.

3. In addition, the Ministry of Health can seek funding from its collaborative partners, such as the UN agencies, NGOs. Besides, resources are also available from private banking institutions with Cooperative Social Responsibility (CSR) programmes, except funding from tobacco and alcohol companies.
4. Insurance Companies: may be interested in promoting public safety programmes to reduce accidents and claims related to water incidents.

In order for this financial mobilization to work and have a concrete result, it is necessary to have a specific plan and framework for mobilization and allocation of resources for the implementation of this strategic plan.

6. Monitoring, Evaluation and Progress Report

6.1. Monitoring and Progress Report

An important part of accountability in the implementation of this strategic plan is the need for a monitoring and evaluation plan, which should include the following:

6.1.1. Monitoring

- **Baseline Assessment:** As mentioned above, the current document is at the strategic level and given the actual context of the lack of appropriate and limited data on drowning in the country, therefore, the specific, especially quantitative, indicators for this strategic plan are currently unavailable. As a result, it is necessary to collect specific baseline assessment as a basis for preparing annual action plan and setting out specific quantitative indicators, including target indicators to be the basis for measuring work progress.
- **Monitoring and Evaluation plan (M&E plan):** This monitoring and evaluation plan can be combined then broken down into years according to the annual action plan. This work needs to be integrated into the Ministry of Health's planning and monitoring system. This planning is based on the baseline assessment above, especially the monitoring and evaluation plan needs to provide a specific definition of each indicator to make it easier to measure at each stage. The same applies to other relevant ministries or institutions involved in delivering this strategy plan.

6.1.2. Progress Report

In order to develop a comprehensive progress report for this strategic plan on drowning prevention and management, it is necessary to follow a structured process that is consistent with the monitoring and evaluation plan. Reports should be prepared to reflect strategic direction and key performance indicators (KPIs) to ensure a clear assessment of progress. The report should highlight key findings, achievements, challenges and recommendations, followed by guidance outlining the objectives, timelines and connectivity to the overall strategy.

The M&E framework guides the data collection process, ensuring that updates on community awareness, policy frameworks, and partnerships are documented with verifiable evidence. It is important to compare progress with baseline assessment from the first year and note whether significant events such as mid-term assessments are being met. In addition, challenge analysis and experimental lessons help identify areas for improvement and support needs.

6.2. Different Evaluation phase and Planning Updates

- **Mid-term evaluation:** There is a need for a mid-term evaluation in the implementation of this strategic plan, as this is the first time in Cambodia that this strategic plan has been initiated and implemented. Mid-term assessments are important to review, study and improve in a timely manner for further implementation. Based on the results of this mid-term evaluation, the Ministry of Health and relevant institutions can carry out strategy updates, including the annual plan. This mid-term assessments should be carried out in 2027.
- **End-of-term evaluation:** In addition to the mid-term assessment, it is necessary to conduct a final evaluation at the end of the final year as a foundation for preparing a new phase of this strategic plan. The final assessments should be considered in 2030.