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**United Nations in Cambodia**



**Kingdom of Cambodia**

# **United Nations Development Assistance Framework 2011-2015**

**January 26 2010**

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## ACRONYMS and ABBREVIATIONS

ADB	Asian Development Bank	NCDM	National Committee for Disaster Management
ANC	Antenatal Care	NGO	Non-Governmental Organization
CAS	Cambodian Anthropometric Survey	NSDP	National Strategic Development Plan
CARD	Council of Agriculture and Rural Development	NSSF	National Social Security Fund
CCA	Common Country Assessment	OVC	Orphans and Vulnerable Children
CCWC	Commune Committees for Women and Children	PBA	Programme Based Approach
CCDM	Commune Committees for Disaster Management	PLHIV	People Living with HIV/AIDS
CDC	Council for the Development of Cambodia	PMTCT	Preventing Mother to Child Transmission
CDCF	Cambodian Development Cooperation Forum	RGC	Royal Government of Cambodia
CDHS	Cambodia Demographic Health Survey	RMG	Ready-Made Garments
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	RWSSH	Rural Water Supply, Sanitation and Hygiene
CMDG	Cambodia Millennium Development Goal(s)	SPS	Sanitary and Phyto Sanitary
CP	Country Programme	SPW	Strategic Prioritisation Workshop
CRC	Convention on the Rights of the Child	STI	Sexually Transmitted Infection
CSO	Civil Society Organisation	SWAP	Sector Wide Approach programme
D&D	Democratic Development	TBT	Trade Based Transfers
DP	Development Partners	TVET	Technical and Vocational Education and Training
ELC	Economic Land Concession	TWG	Technical Working Group
FAO	Food and Agriculture Organisation	UN	United Nations
GBV	Gender Based Violence	UNAIDS	United Nations joint programme on HIV/AIDS
GDCC	Government Donor Coordination Committee	UNIAP	UN Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region
GDI	Gender Development Index	UNAKRT	United Nations Assistance to the Khmer Rouge Trials
GDP	Gross Domestic Product	UNCDF	United National Capital Development Fund
GEM	Gender Empowerment Measure	UNCT	United Nations Country Team
GHG	Green House Gases	UNCTAD	United Nations Conference on Trade and Development
GMAG	Gender Mainstreaming Action Groups	UNDAF	United Nations Development Assistance Framework
GPI	Gender Parity Index	UNDP	United Nations Development Programme
HIV	Human immunodeficiency Virus	UNESCO	United Nations Educational, Scientific and Cultural Organization
IFAD	International Fund for Agriculture and Development	UNFPA	United Nations Population Fund
ILCC	Industrial Laboratory Centre of Cambodia	UNHCR	United Nations High Commissioner for Refugees
ILO	International Labour Organisation	UNICEF	United Nations Children's Fund
ISC	Institute of Standard of Cambodia	UNIDO	United Nations Industrial Development Organisation
IMF	International Monetary Fund	UNIFEM	United Nations Development Fund for Women
IOM	International Organization for Migration	UNODC	United Nations Office on Drugs and Crime
LDF	Local Development Fund	UNOHCHR	Office of the High Commissioner for Human Rights
LJR	Legal and Judicial Reform	UNTAC	United Nations Transitional Authority in Cambodia
LSS	Lower Secondary School	UNV	United Nations Volunteers
M&E	Monitoring and Evaluation	USG	UNDAF Steering Group
MAFF	Ministry of Agriculture Forestry and Fisheries	WFP	World Food Programme
MIME	Ministry of Mines and Industry	WHO	World Health Organisation
MOE	Ministry of Environment	WTO	World Trade Organisation
MOEYS	Ministry of Education, Youth and Sports		
MOH	Ministry of Health		
MOI	Ministry of the Interior		
MOWA	Ministry of Women's Affairs		
NAPA	National Adaptation Plan of Action		
NCDD	National Committee for Sub-National Democratic Development		

## Executive Summary

Over the last decade Cambodia has experienced high levels of growth that has generated jobs, increased services and improvements in health, education and other development indicators. Nonetheless, a series of external shocks—the global economic crisis, rising food and fuel prices and the threats of climate change—have had significant indirect and potentially long-term effects and suggest that it is unlikely that Cambodia will achieve all its CMDG targets. The new UNDAF will begin in an economy that has seen rapid growth in past years but is most recently still coming to terms with the fall out of the global economic downturn. Such situations however, also provide the opportunity to pinpoint where economic opportunities lie that can stimulate short and longer term growth, highlighting the need for more diversified, broad based and inclusive growth and improving the livelihoods of poor rural households and decent work opportunities, while providing social protection to the poorest and most vulnerable.

The UN has a long history in Cambodia that dates back to the 1950s. UN programmes in Cambodia continued throughout the civil war and were suspended between 1975 and 1979 but early relief assistance resumed in 1979 inside the country, mostly through the support of UNICEF, and along the Thai – Cambodia border. In 1992, the United Nations Transitional Authority in Cambodia assumed temporary authority in the country until free elections could be held in May 1993 and a new Constitution adopted. Thereafter, the United Nations resumed its full involvement in Cambodia and has contributed since to its most significant reforms. There are currently 23 UN Agencies with direct operations in Cambodia disbursing around US\$100m per annum.

Based on the analysis in the CCA, the 2011–2015 UNDAF provides a framework for coordinated UN development assistance in keeping with the UN reform process and the commitments laid out in the [Paris Declaration on Aid Effectiveness](#) (reaffirmed in the 2008 [Accra Agenda for Action](#)). The UNDAF is anchored in and aligned with the Government’s Rectangular Strategy Phase II and the NSDP (now extended to 2013). It builds on the achievements and progress made over the last decade and leverages the UN's position as a trusted and neutral partner of the RGC and people of Cambodia. The UNCT also adopted a Human Rights-Based Approach in undertaking the country analysis and to advocate for priorities in the National Development framework. These principles require a specific focus on the marginalised, the disadvantaged and the excluded and form one of the core programming principles of the UNDAF.

The UNDAF has identified five priorities that will form the core of the UN’s support to Cambodia between 2011 and 2015 (see figure):

**By 2015, more people living in Cambodia benefit from, and participate in, increasingly equitable, green, diversified economic growth**

*Sustainably developed agricultural sector promoting equitable physical and economic access to an increased number of safe and nutritious food and agricultural products*

*National and local authorities and private sector institutions are better able to ensure the sustainable use of natural resources (fisheries, forestry, mangrove, land, and protected areas), clear technologies and responsiveness to climate change*

*More diversified economy in Cambodia with increased pro-poor investment, trade and private sector development due to strengthened national and local capacity.*

*Increased employability and productive and decent employment opportunities, particularly for youth and women, through diversified local economic development in urban and rural areas*

**By 2015, more men, women, children and young people enjoy equitable access to health and education**

*Increased national and sub-national equitable coverage of quality reproductive, maternal, newborn, child health, and nutrition services*

*Strengthened health sector response on*

*More women, men, children, and young people enjoy safe water, sanitation and hygiene conditions*

*Increase in reach and sustainability of children learning in relevant and quality basic education through increased institutional capacities.*

*Enhanced national and sub-national institutional capacity to expand young people's access to quality life skills including on HIV and technical and vocational education and training (TVET)*

**By 2015, all women, men, girls and boys are experiencing a reduction in gender disparities and progressively enjoying and exercising equal rights.**

*A harmonised aid environment that promotes gender equality and the empowerment of women*

*Strengthened and enhanced gender mainstreaming mechanisms at national and sub national levels*

*Women are progressively empowered to exercise their rights to full and productive work with decent terms and conditions (based on ILO criteria).*

*Enhanced participation of women in the public sphere, at national and sub national levels*

*Improved societal attitudes and preventive and holistic responses to gender based violence*

**By 2015, national and sub national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increase participation in democratic decision making.**

*Effective mechanisms for dialogue, representation and participation in democratic decision-making established and strengthened*

*State institutions at national and sub-national levels better able to protect citizens' rights under the Constitution and provide effective remedies for violations, in particular those relating to labour, children, land and housing, gender based violence, indigenous people, people living with HIV and*

*Enhanced capacities for collection, access and utilisation of disaggregated information (gender, age, target populations, region) at national and sub-national levels to develop and monitor policies and plans that are responsive to the needs of the people and incorporate priority*

*Sub national governments have the capacity to take over increased functions*

*Strengthened multi-sectoral response to HIV*

**By 2015, more people, especially the poor and vulnerable, benefit from improved social safety net (SSN) and social security programmes, as an integral part of a sustainable national social protection system**

*Increase in national and sub-national capacity to provide affordable and effective national social protection through improved development, implementation, monitoring and evaluation of a social protection system*

*3  
Improved coverage of Social Safety Net programmes for the poorest and most vulnerable*

*Improved coverage of social security for both formal and informal sector workers*

**Preamble**

The United Nations Country Team in Cambodia is committed to support the efforts of the Royal Government and the people of Cambodia to improve the life of all people living in Cambodia, especially those most excluded and vulnerable. We shall work closely with all stakeholders for the achievement of the Cambodia Millennium Development Goals, and to support governance reforms and the realization of human rights. In pursuing these goals, we will ensure the transparent and accountable use of the resources made available to us for this purpose. Our collective endeavour is to assist all people living in Cambodia to build a just and fair society and to achieve social progress and better standards of living for all.



Deputy Prime Minister,  
Minister of Economy and Finance,  
First Vice Chairman,  
Council for the Development of Cambodia,  
Royal Government of Cambodia



United Nations Resident Coordinator



UNICEF



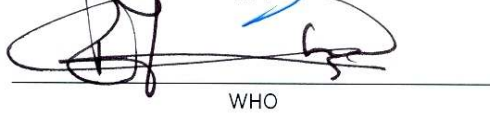
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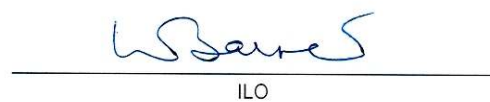
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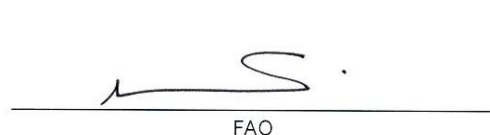
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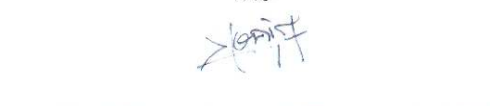
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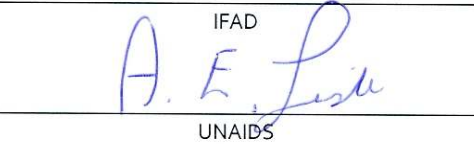
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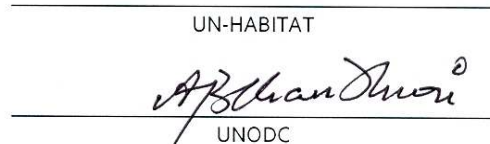
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UN-HABITAT




UNAIDS



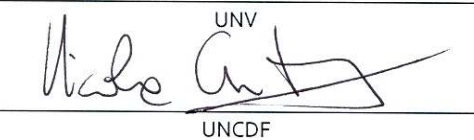
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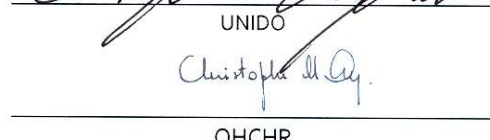
UNV



UNIDO



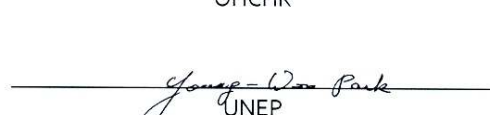
UNCDF



OHCHR



UNHCR



UNEP

## Section One: The Development Context

Over the last decade Cambodia has experienced high levels of growth that has generated jobs, increased services and improvements in health, education and other development indicators. Nonetheless, a series of external shocks—the global economic crisis, rising food and fuel prices and the threats of climate change—have had significant indirect and potentially long-term effects and suggest that it is unlikely that Cambodia will achieve all its [Millennium Development Goals](#) (CMDG) targets. The new UNDAF will begin in an economy that has seen rapid growth in past years but is most recently still coming to terms with the fall out of the global economic downturn. Such situations however, also provide the opportunity to pinpoint where economic opportunities lie that can stimulate short and longer term growth highlighting the need for more diversified, broad based and inclusive growth and improving the livelihoods of poor rural households and decent work opportunities while providing social protection to the poorest and most vulnerable.

With the formulation of the [Rectangular Strategy Phase II](#) and the [National Strategic Development Plan](#) (NSDP), the Royal Government of Cambodia (RGC) has taken firm ownership of the national development agenda. The RGC has put in place mechanisms designed to coordinate external assistance and enhance its effectiveness in pursuing its four priority areas: enhancement of the agriculture sector, further rehabilitation and construction of physical infrastructure, private sector development and employment generation, capacity building and human resource development with good governance and gender mainstreaming at the centre of the strategy as a prerequisite to sustainable development.

### Economic Growth and Poverty Reduction

The Cambodian economy has undergone a profound structural transformation since 1991 as a result of greater integration with the global economy, a shift of jobs from agriculture to service sectors, a demographic transition and migration from rural to urban areas. For much of the time, Cambodia has enjoyed robust economic growth of around 6 percent per annum from 1993 to 2003, and 11.1 percent for 2004-2007, relying mostly on exports of ready-made garments (RMG), tourism and construction, while maintaining relatively low inflation (below 6 percent per annum) and a stable exchange rate.<sup>1</sup> High economic growth, especially in urban areas, has reduced overall poverty rates dramatically from 47 percent in 1993 to 30 percent in 2007. However, the benefits of growth have not been distributed equitably with a third of the population living below the poverty line and approximately 18 percent below the food poverty line.<sup>2</sup> As a result, the Gini Coefficient has increased from 0.35 in 1994 to 0.43 in 2007 for the country as a whole and from 0.27 to 0.36 in rural areas, indicating that inequality has increased not only between rural and urban areas, but also within rural areas.<sup>3</sup> This inequality has been exacerbated by recent global events which has seen growth estimates revised downwards to -1 percent in 2009 and around 3 percent for 2010 and threatens the country's ability to achieve its CMDG target of reducing overall poverty levels to 25 percent by 2010 and 19.5 percent by 2015, especially if equity indicators are taken into consideration.<sup>4</sup>

**UN Common Advocacy: Equity**  
*"Growth with Equity is Prosperity for All"*

Every individual has access to the same basis opportunities to lead a full and productive life irrespective of their race, age, gender, health status, geographical location, socio economic standing, or political influence.

The fragility of Cambodia's growth path has been demonstrated by the significant deterioration in economic performance due to a decrease in orders in the textile industry, a drastic drop in the number of tourists and a substantial decline in the building sector. This has contributed to significant job losses—an estimated 70,000 in RMG alone since the end of 2008—in these three sectors and has had a significant ripple effect, especially on rural communities reliant on remittances.<sup>5</sup> The agricultural sector is the only sector of the economy that is continuing to grow with an average 5.4% annual growth rate in the past three years. The combined crises have eroded household incomes and livelihoods and are pushing families into extreme coping strategies with potentially devastating effects on women and children. The widening gender gap and labour force

<sup>1</sup> [WB 2009a].  
<sup>2</sup> CSES 2007  
<sup>3</sup> No source cited in CCA  
<sup>4</sup> [NSDP MTR 2008].  
<sup>5</sup> Recent estimate by ILO.

participation is one of two reasons—along with a low percentage of women in parliament—for a 10 place drop in Cambodia's ranking in the [Global Gender Gap Index](#).

With approximately 250,000 young people, the majority from rural areas and unskilled, entering the labour market annually and more than 1.5 million children age 7-17 working in informal market to support households source<sup>6</sup>, the need for decent and productive work opportunities and private sector development is of vital importance.<sup>7</sup> While diversification in industry and service sectors is essential, with over 80 percent of Cambodia's 13.4 million people still living in rural areas, the RGC is now looking to agriculture as a source of growth and sustainable livelihoods.<sup>8</sup> How Cambodia manages and distributes its land and natural resources, and for whose benefit, is one of the most pressing issues facing the country today. Other challenges include land allocation and land titling; increased and improved access to extension services, credit and use of better quality inputs; expansion of irrigation; improved post-harvest management; access to finance, weakness of productive supply side capacities of local enterprises, promotion of export and domestic markets for agricultural products; promotion of agro-industry, including post-harvest processing; improved quality standards for agricultural products; organizing farmers' organisations for better bargaining power; and increased private sector participation and investment in the sector.

Cambodia has huge endowments of natural resources (fertile land, water, climatic conditions and geographic position) which represents potential comparative advantages for agriculture. With 85% of the population living in the rural areas, and over 60% of the population directly or indirectly depends on income generated in agriculture, forestry or fisheries, agriculture is crucial to poverty reduction both in the short and long term, influencing the future directions of economic growth.

Agriculture is one of the main drivers of the economy: its contribution to GDP was 34.4% in 2008, a 13% increase compared with 2007. Crop production contributes to about 52.7% of the overall sector growth, while fisheries for 25%, livestock for 15.5% and forestry and logging for about 6.9%. The Agriculture sector is also the major employer of the country, with a total of 4.75 million workers currently engaged in the sector. An increasing commitment both from Government and development partners is needed to increase agricultural productivity, guarantee food security, better use of existing cultivable areas and improved food processing capacity as well as enhanced capacity of entrepreneurs to ensure that their products conform with international standards and norms so that they can compete in global markets. Prevailing farming systems are of the subsistence type, where farmers rely on rain fed agriculture, in spite of the abundant water resources. Agriculture increasingly faces threats from climate change and erratic sequencing of floods and droughts. Food security is also one of the most significant problems that Cambodia faces today. Agriculture also contributes significantly to external trade and agricultural exports have been less vulnerable to the fluctuations of the economy and potential for exports and import substitution are significant but require better compliance with stringent international trade standards, food safety requirements and quality controls, while improving food-based health and nutrition for the Cambodia population. Diversification of agricultural products can lead to expanding to high-value crops for export, moving from paddy to fine rice, and exploiting market spaces for higher value added products.

Low productivity prevails in subsistence agriculture, due to inadequate management of natural resources, low level of technology, poor farming skills, insufficient use of modern seed varieties and fertiliser, poor soil management, lack of limited state of infrastructures (roads and irrigation systems and access to them), weakness or lack of commercialisation network, poor social conditions prevailing in rural areas (education, health services, water quality, sanitation), limited access to extension services and rural credit, inadequate post harvest management of processing.

As a least developed, agrarian country Cambodia is very vulnerable to the effects of climate change. The reliance on rain-fed agriculture—less than eight percent of crop area is irrigated—and the lack of processing capacity and dependence on a single crop cycle means food security is highly climate dependent. Similarly, Cambodia's fishery sector is highly vulnerable to flow changes in the Mekong (notably, the flood pulse). The Tonle Sap fishery alone accounts for 7 percent of GDP and contributes substantially to incomes, jobs and food security. Women's livelihoods are particularly at risk due to their significant post-harvest participation.

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<sup>6</sup> Recent estimate by ILO

<sup>7</sup> Inter-agency research on children's work in Cambodia (ILO, UNICEF, WB) 2006

<sup>8</sup> 2008 Census and NSDP



The Rectangular Strategy – II recognises climate change as a threat to Cambodia’s economy and growth prospects and commits to mobilise resources, support and financing to tackle climate change. However, despite these policy statements, obtaining high level commitment to mainstream climate change issues into sector programmes continues to be a challenge. The primary policy framework is the [National Adaptation Plan of Action \(NAPA\)](#) produced in 2007 which details the RGCs priority actions. However, it does not to establish the institutional or financing arrangements necessary to translate into real action. Inter-ministerial linkages are weak, in particular the Ministry of Environment (MoE) and the Forestry Administration (FA) are not effectively addressing areas of common interest, such as watershed management, terrestrial biodiversity conservation, community-based natural resource management. A contributing factor is the very limited capacity within the National Climate Change Committee and the Climate Change office to coordinate these efforts and facilitate the development of a cohesive policy environment.

## Health and Education

Cambodia has made significant progress in social development over the last five years.<sup>9</sup> Between 2000 and 2005, the infant and Under-5 mortality rates were reduced from 96 to 66 and from 124 to 83 deaths per 1,000 live births respectively and the country is likely to meet CMDG4 target(s). This is mainly due to increases in exclusive breast feeding from 11 percent in 2000 to 66 percent in 2008<sup>10</sup>, improvements in immunization coverage, and social determinants of health including poverty reduction, improved education and better infrastructure. Cambodia is also on track for achieving its MDG target for reducing HIV prevalence which has come down to 0.9 percent in 2006 from 1.2 percent in 2003 and is expected to decrease further to 0.6 percent in 2010.<sup>11</sup> However, the face of the epidemic is also changing with the majority of new infections now attributed to mother to child and spousal transmission<sup>12</sup> and concerns remain about the possibility of recurrence among the most-at-risk populations.

**UN Common Advocacy  
Maternal Health**  
*“No Woman Should Die Giving Life”*

Cambodia has one of the highest levels of maternal mortality in the region, with 461 deaths per 100,000 live births.

One woman dies in childbirth every 5 hours

Cambodia failed to meet its 2005 target for Maternal Mortality Ratio and is not on track for meeting 2010 target

Nonetheless, Cambodia still faces major challenges in several areas in order to achieve the CMDGs. These include the urgent need to reduce the high maternal mortality ratio, which stands

at 461 deaths per 100,000 live births and is among the highest in the region.<sup>13</sup> To accelerate progress in this area, a rapid scale-up of high-impact life-saving interventions is required, including ensuring 24 hours availability of skilled birth attendant supported by adequate Emergency Obstetrics Services, removal of financial barriers to antenatal, delivery and postnatal care and improved coverage with family planning methods. Under five mortality is still the fourth highest in Asia behind only Afghanistan, Myanmar and Timor-Leste.<sup>14</sup> Further decreases in child mortality in Cambodia will depend on its ability to address neonatal deaths and to tackle pneumonia and diarrhea, which are the major killers along with child malnutrition.. Findings from the Cambodia Anthropometric Survey (CAS 2008) reveal that the percentage of children classified as acutely malnourished (wasted) and underweight remains largely unchanged from 2005. The survey also found that wasting among poor urban children increased from 9.6 percent in 2005 to 15.9 percent in 2008. Cambodia remains one of the 33 “alarming or extremely alarming” countries in terms of hunger and under nutrition. Nutritional programmes targeting pregnant/nursing women and young children will need to be strengthened if the gains made since the late 1990s are to be maintained. Significant inequities also persist between rural and urban areas, across provinces and between people with different educational levels and economic status. There is a need to strengthen national capacities for health stewardship in particular human resource management, service delivery, financing, and governance.

<sup>9</sup> All 2000 and 2005 values are taken from [CDHS 2005] unless otherwise indicated. More recent values are from the MoH HIS.

<sup>10</sup> Cambodia Anthropometrics Survey, 2008 (CAS 2008)

<sup>11</sup> NCHADS 2008 report.

<sup>12</sup> UNIFEM, UNAIDS : (2009 :27) Preventing Spousal Transmission HIV in Cambodia

<sup>13</sup> Census 2008

<sup>14</sup> State of the World’s Children 2009

The link between safe water and sanitation and improved health outcomes is well documented. In 2004, less than 5 percent of the poorest quintile had access to an improved sanitation facilities compared to 24 percent for the richest quintile (which are among the lowest rates in the region). Similar inequalities exist in access to water supply with the richest quintile 22 times more likely to have piped water than the poorest quintile. The absence of water and sanitation facilities increases living costs for the poor, particularly in urban communities, reduces income earning potential, damages well being and makes life riskier. A study by the Water and Sanitation Programme (WSP)<sup>15</sup> estimated the economic losses due to poor sanitation and hygiene in Cambodia exceed US\$ 450 million annually, amounting to some 7 percent of GDP in 2005. Investment in the sector could, therefore, disproportionately benefit the poor and support poverty reduction efforts.<sup>16</sup>

In education, the Net Primary Enrolment rate has risen to 94.4 from 90.1 percent in 2003/04, enrolment in Lower Secondary School (LSS) has increased from 21.3 percent in 2003/4 to 33.9 percent in 2008/9 and there has been a notable reduction in both geographic and gender gaps in educational access.<sup>17</sup> Gender parity at the national level based on net enrolment has been achieved at primary level (with a Gender Parity Index (GPI) of 0.99) while at secondary level GPI stands at 1.06 albeit at very low levels of net enrolment in LSS.

Key challenges include bringing the remaining 6 percent of primary school aged children—made up mostly of disadvantaged populations including child labourers, street children those living in remote areas, ethnic minorities, poor and children with disabilities and unofficial minority groups—into school while reducing the number of overage children in primary education and raising completion rates. For Lower Secondary, increasing enrolment will be especially challenging for girls in remote areas. There is a need to increase investment in early childhood education programmes and to promote greater parent and community participation in school management. For young school leavers, access to quality and market-relevant technical training and other types of non-formal education is also necessary to enhance the employability and productivity of country's young workforce. There is wide variability in terms of educational quality, efficiency and coverage. Access to education at all levels continues to be unevenly distributed in rural and remote areas, where many of Cambodia's poor and very poor reside. Costs, including informal fees, are still a barrier and vulnerable groups tend to be over-aged or late school entrants. High rates of illiteracy are still evident in the 15-24 age group, especially among girls. Young men and women from the poorest two quintiles face considerable challenges with regard to secondary education. Although increases in secondary enrolment are evident across gender, location and socio-economic groups, gaps have increased between urban and rural areas and between the poorest and richest quintiles. High dropout rates and poor retention remain serious concerns. As a result, overall educational attainment remains low and it will be difficult to achieve universal basic education by 2015.

There is also a need for more relevant curricula – teaching that is tied to the employment opportunities of the future. This suggests a need to improve the quality of education by focusing on the quality of the teacher in the classroom, curricula, instructional materials, school and system accountability and education administration. The curriculum needs a review and re-formulation to include more science and mathematics, which promote problem solving skills that can help workers to make decisions and to work together in teams, as well as more practical courses that build and strengthen agricultural and vocational skills (e.g., carpentry and basic machinery).

Measures to address these challenges include focusing resources on school facilities in poor rural communities; targeting subsidies for school attendance for very poor and girls; community participation in school decisions; subsidies and incentives for secondary and tertiary education; adapting curricula to local needs; media/public information campaigns on the inclusion of girls, children with disabilities and other vulnerable young people.

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<sup>15</sup> Report – Economic Impacts of Sanitation in Cambodia (A five-country study conducted in Cambodia, Indonesia, Lao PDR the Philippines and Vietnam under the Economics of Sanitation Initiative) Water and Sanitation programme (WSP) East Asia and the Pacific Region, 2008

<sup>16</sup> CSES 2007

<sup>17</sup> All indicator values are from [MoEYS 2009].

## Social Protection

The recent economic crisis has once again brought the need to revisit social protection schemes to the forefront of discussions in Cambodia. Even minor shocks to household productivity or consumption can push non-poor households into poverty and poor households further into desperate circumstances.

Cambodian livelihoods are exposed to a number of risks and remain vulnerable to a range of shocks. These sources of risk including production/harvest failures due to natural disasters such as drought or flooding macroeconomic shocks such as increasing food and fuel prices and rising unemployment, loss of assets including homes and livestock due to natural disaster (which may be increasing due to climate change); health shocks due to high morbidity and limited access to quality healthcare and other idiosyncratic risks such as loss of family member; limited access to affordable credit; high costs of accessing services, due to remote location or high informal counter payments; and fragile social fabric and low social capital among the poor.

The lack of available safety nets to mitigate the impact of these shocks has resulted in negative coping mechanisms. These include withdrawing children from school (especially girls); increased incidence of child labour; reducing expenditure on health services; changing food patterns to less expensive and often less nutritious food; reduced intake of food (especially for women and older girls), which perpetuates a cycle of ill health. According to the International Food Policy Research Institute (IFPRI) Cambodia remains within “alarming” levels of hunger. Among the rural poor, the main causes of food insecurity include lack of access to land, livestock, credit, markets and agricultural inputs. Poor rural households are predominantly dependent on their own limited food production and irregular, low-paid casual wage labour. Rural households spend roughly 60-70% of their income on food, 40-50% on rice alone, as a result, as net food buyers, they are the least able to cope with fluctuations in staple food prices

Other distressful coping mechanisms poor Cambodians have to resort to include: selling assets; labour migration of parents, leading to the separation of children from their caregivers; or more extreme behaviours such as trafficking of women and children. Poor young Cambodian children today are more at risk of being given up for adoption. Hundreds of thousands of poor children engage in economic activity at a young age and many become involved in hazardous child labour. Poor children are also at risk of commercial sexual exploitation, begging and vending and some are prey to being trafficked for sexual and labour exploitation.<sup>18</sup>

According to a recent Asian Development Bank (ADB) study, Cambodia ranks 25th out of the 31 Asian and Pacific countries with a social protection index of 0.18.<sup>19</sup> Vulnerability levels are high and the ability to cope with shocks is further compounded by household size and composition and underlying social vulnerabilities within the family. These underlying trends include land concentration (20 percent of rural households are landless and 40 percent are smallholders owning less than 0.5 ha) and declining access to common property resources (such as fishery and forests) which have traditionally served as social safety nets for the poor.

Despite efforts, many sources of vulnerability have not yet been tackled, as safety net interventions do not reach many population groups and regions in need of assistance. The urban poor, those who have become poor recently, and those who dip in and out of poverty over time (the transient poor), are often left out of current safety net interventions. Most existing programmes have limited geographical coverage and may not be covering regions that most need them. Geographically disaggregated analysis which links programme coverage to sources of vulnerability may be necessary, to allow better identification of coverage gaps and more targeted use of existing resources to reach the most vulnerable population groups. Disaggregation of data by age and gender is critical in informing appropriate social protection interventions.

The right to an adequate standard of living, including social security, is recognized in multiple international human rights instruments to which Cambodia is a party.<sup>20</sup> The RGCs policies implicitly recognize that social protection measures need to be commensurate with Cambodia's level of development, which may require greater initial emphasis on establishing basic and equitable social safety nets rather than developing a full-fledged social protection system. The RGC also views ensuring peace and safety within the country and

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<sup>18</sup> The RGC has developed a National Strategy for Orphans and Vulnerable Children (OVC), but to date, interventions to protect children remain fragmented.

<sup>19</sup> [ADB 2007b].

<sup>20</sup> ISCESCR Articles 9,10 and 11, CRC Articles 26 and 27.

building trust between civil society and government as important elements of its role in social protection. The policy framework currently includes a Social Security Law for Private-Sector Workers (2002) and an Employment Injury Insurance Scheme (2008) with plans to introduce a contributory social security scheme for civil servants and two community based health insurance schemes with substantial donor support, as well as scholarships for poor children to access secondary education.

Support for civil service pensions and veteran benefits receive the largest allocations of the budget for social protection and safety net programmes. The RGC budget for safety nets remains low, with the majority of funding provided by Development Partners (DP). A major constraint is the lack of a well resourced Government body with a clear mandate to coordinate and implement cross-sectoral interventions. At present, safety net interventions are scattered across several ministries. The Ministry of Social Affairs, Veterans and Youth Rehabilitation, Ministry Labour and Vocational Training and the Ministry of Women's Affairs are all mandated with managing state social services for the wider population, and helping to protect specific vulnerable groups against risks. The UN will support the government agency mandated to coordinate social protection interventions.

## Governance

Good governance is at the centre of the Rectangular Strategy and the Governance Action Plan covers four cross-cutting areas: Combating Corruption; Judicial and Legal Reform; Civil Service Reform covering Democratic Development (D&D); and Reform of the Armed Forces, especially demobilisation.<sup>21</sup> Democratic institutions, governance structures and practices are in place in Cambodia. The National Election Commission was established to oversee the recent election which was considered peaceful and operationally well managed. Nonetheless, further improvement is needed—in particular with regard to constitutional and financial independence—to meet international standards.<sup>22</sup> More needs to be done to ensure that the National Assembly and Senate are able to deliver their three core functions: Representation, Law Making and Oversight. The Parliament remains closed off to the public and there is little access to information and very limited engagement with civil society and lately, new laws have been adopted without debate. The Parliament needs to be open to create a demand side of accountability and to ensure that there is transparency in the conduct of legislature's business.<sup>23</sup>

The RGC's D&D strategy aims to provide a local voice in governance and improved public service delivery to the rural population through the devolution of administrative and political powers to sub national administrations.<sup>24</sup> The Commune Councils were established as the first tier of sub national following nationwide elections in 2002. Elections in 2007 reinforced the process and also resulted in a 74 percent increase in female councillors (even though women are still only 15 percent of the total). To date, the Councils' role has consisted of planning and budgeting infrastructure projects, but more needs to be done to strengthen their roles in ensuring access to quality services, and to expand the opportunities for citizens to influence and participate in local governance. The promulgation of the *Organic Law on the Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans* in 2008 and the subsequent establishment of indirectly elected councils at district and provincial levels is also expected to accelerate the process. The recently established Commune Committees for Women and Children (CCWC), the proposed provincial and district Women's and Children's Consultative Committees (WCCCs) and for Disaster Management (CCDM) have been delegated the responsibility of addressing social and disaster management issues respectively. While they are underfunded and lack support from the District level, the committees have the potential to increase the participation of local communities in the planning, budgeting and delivery of social services. Provincial and District Councils are in the process of being established (elections were held on 17 May 2009) and the RGC has formulated a 10 years National Programme for Sub-National Democratic Development to operationalise the Organic Law. The law foresees a major exercise in deconcentration with line ministries transferring employees and hiring new staff to work at the provincial and district levels. This is expected to provide much needed support to Commune Councils in the provision of services and to expand the space for Commune Chiefs to dialogue with departments, health centres and schools but mechanisms must be put in place to ensure resources, capacity and accountability.

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<sup>21</sup> [RGC Undated].

<sup>22</sup> See for example: [EU 2008a] and [UNDP 2008b].

<sup>23</sup> [UNDP 2008b].

<sup>24</sup> [RGC 2005].

The D&D reform must also face additional challenges. Downward accountability is still limited and the districts have historically had a supervisory role over the communes, rather than the collaborative role envisaged in the Organic Law. Notions of popular participation are limited and district officials currently fulfil more technical roles. At the national level, while modest attempts are being made to include civil society organizations (CSOs) in policy-making the culture of participation is still weak and there are few institutionalized mechanisms for the participation of civil society in decision-making.

The RGC adopted its strategy on Legal and Judicial Reform (LJR) in 2003 which aimed to improve the protection of fundamental rights and freedoms particularly for women and indigenous peoples; modernize the legislative framework; strengthen legal and judicial services; introduce alternative dispute resolution mechanisms; and strengthen justice sector institutions. Overall, progress in legal and judicial reform has been incremental. The number of legal and judicial professionals, including those specialising in juvenile justice, has steadily increased capacity development support has been provided to, among others, the Royal Academy for Judicial Professions. However, the level of understanding of the new laws and policies is still low.<sup>25</sup> The courts are still characterized by low competence, under-funding and corruption.<sup>26</sup> The justice system is affected by lengthy delays, a shortage of legal aid and difficulty in enforcing judgments.<sup>27</sup> Violence (public and domestic), weak law enforcement, impunity and corruption are major challenges<sup>28</sup> and the trafficking and sexual exploitation of women and children and land grabbing, in urban and rural areas, as well as in indigenous areas continue to be serious challenges with the potential to undermine poverty alleviation efforts. These challenges undermine Cambodia's development its ability to meet some of its CMDG goals and its obligations under the human rights treaties to which it is party.<sup>29</sup> The lack of effective separation of powers between the branches of government has contributed to the perception of an absence of accountability in governance institutions. Human rights observers have noted that, despite the many public pledges by the RGC of its commitment to reform, there has not been meaningful progress regarding the protection of the rights of poor and vulnerable individuals or communities, which constitute the majority of the population, and in particular of the ability of the courts to deliver justice and provide effective remedy when their rights have been aggrieved.

Economic and social rights and the weak rule of law are continued sources of concern. The rapid but narrow economic development in the last few years and the increased awards of land for urban development purposes and in rural areas, Economic Land Concessions (ELC) to large corporations has provided small and powerful elites with limitless opportunities for enrichment. This has contributed to an increase in the number of land grabs resulting in evictions and forced resettlements, thus increasing the gap between rich and poor, leaving those affected with little or no access to the law to seek the protection of their legal rights or recourse to compensation. In a predominantly rural country, the issue of land ownership is vital. While over a million land titles have been issued in mostly rural areas, land disputes which involve powerful interests are rarely resolved in a legal and fair manner. The country adopted a progressive Land Law in 2001 which sets criteria for land possession and ownership rights, and offers substantial protection and guarantees against arbitrary dispossession of land. It is however unevenly implemented, especially in areas prone to land speculation. Most farmers still do not have legal title to their land, which makes them vulnerable to losing the land and gives them little or no incentive to invest in or improve the land. Many others are landless (20 percent) either having never owned land, or having lost it due to population growth, indebtedness or illness. Others (45 percent) are land poor as they do not have sufficient or fertile enough land to earn a decent living. An alarming trend is the increasing amount of land and property which is being acquired by private interests, often in violation of the 2001 Land Law, and which is not exploited but kept for speculation. The land law recognizes the rights of indigenous communities to obtain collective land titles, and interim protective measures are to be put in place to safeguard their lands until land titling issues could be resolved. In the meanwhile, indigenous communities have faced increasing instances of land grabbing, illegal land sales and allocation to ELC, mining concessions in areas eligible for communal land title, all of which threatens their existence and traditional livelihoods.

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<sup>25</sup> Situational Analysis of Women and Children in Cambodia, op cit.

<sup>26</sup> See for example [SRSG 2007a], [SRSG 2007b], [SRSG 2008].

<sup>27</sup> World Bank, 2007, Cambodia Sharing Growth: Equity and Development in Cambodia Equity Report 2007, p. 170.

<sup>28</sup> Cambodia-European Community Strategy paper for the period of 2007-2013, p 7.

<sup>29</sup> See for example [SRSG 2007a], [SRSG 2007b], [SRSG 2008].

## Cross Cutting Issues

### Gender

Cambodian women are the most economically active in Asia and while gender attitudes are changing, significant gender inequalities continue to persist. Cambodia has the lowest levels of gender equity in Asia as measured by the [Gender-related Development Index](#) (0.567 in 2005) and the Gender Empowerment Index (0.364 in 2005) due to poor access to health and education services, productive employment opportunities and decent work, land ownership and other property rights. The prevalence of Gender-Based Violence (GBV) compromises the health, dignity, security and autonomy of women and girls. Incidences of Domestic Violence are high and affect almost a quarter of women.<sup>30</sup> This has prompted the Committee on the Elimination of Discrimination against Women to recommend that Cambodia “undertake a comprehensive assessment of the prevailing traditional code of conduct so as to identify those elements that discriminate against women and are the root causes of women’s disadvantaged position in areas such as education, employment and public and political life, and are determining factors in the prevalence of gender-based violence” and that the RGC “refrain from disseminating and teaching those elements of the traditional code of conduct that discriminate against women”, calling instead for educational campaigns to eliminate “stereotypes associated with men’s and women’s traditional roles in the family and in society at large.”<sup>31</sup>

In the area of political participation, the percentage of women directly elected to the National Assembly has increased steadily from 5 percent in 1993 to 11 percent in 1998 to 19 percent in 2003 and women directly elected to Commune Councils increased from 8 percent in 2002 to 14.6 percent in 2007. Following indirect elections in 2008, women constitute 399 out of the total of 3235 councillors at provincial and district levels. However, women remain greatly under-represented in the executive and judicial branches of government. The percentage of women in appointed the Senate in 2004 was 21 percent. With the shift to an indirectly elected Senate in 2006, the percentage of seats held by women decreased to 15 percent. In the executive branch, at central and provincial levels, women hold between 0-20 percent of senior positions, and less than 15 percent in the judiciary. Following the elections of 2008 the RGC appointed 199 female deputy governors, provinces, towns, districts and khans. In addition, a Guideline on Quotas for Women in Recruitment to Civil Servants has been issued.

Research conducted by the UN and other organizations suggests that women in Cambodia have borne a disproportionate burden of the global economic turndown. One obstacle to women entering what is considered to be non-traditional employment is existing gender norms and behaviours within the work place. Other obstacles to employment and decent work still remain, primarily because of traditional attitudes about girls’ and women’s access to education, vocational training and support services and the barriers women face as entrepreneurs. Due to low levels of literacy and education of women currently in the work force, there are limited livelihood alternatives for most women workers. Women are also not represented in significant numbers in higher level occupations and decision-making positions. Women working in rural areas continue to be disadvantaged in terms of access to markets and services despite the fact that rural women account for 80 percent of food production, and more than 65 percent of all women are farmers (for the most part, women in agriculture are unpaid family workers).

During and since the preparation of NSDP, efforts have been made to promote gender mainstreaming in the entire spectrum of Cambodian society, including national policies and programmes, sectoral plans, commune development, investment planning and budgeting. The Government’s efforts to promote women and children’s rights will continue to be implemented. However, the awareness of and national capacity to analyse gender equality issues, and the financial resources needed to enhance gender equality at the sector level, are still limited. Appropriate strategies and adequate resources are needed to fully implement commitments made in policy documents and plans. Although progress has been achieved in integrating gender into key policy documents (e.g., CMDGs, NSDP, JMIs, Organic Laws on D&D) the challenge now is to ensure that appropriate strategies are developed and adequate resources are allocated at the sectoral level to implement these policies and achieve gender-responsive goals.

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<sup>30</sup> CDHS 2005)

<sup>31</sup> [CEDAW 2006b].

There is growing understanding that if Cambodia is to have any chance of reaching its CEDAW commitment and the CMDG gender targets, a longer-term and coordinated approach is essential. The RGC has created Gender Mainstreaming Action Groups (GMAGs) in all line ministries and institutions at national and sub-national levels. In order to be effective, significant capacity development is needed to strengthen the capacity of these groups. Support is needed to undertake evidence based gender responsive policy development, planning, budgeting, implementation, monitoring and evaluation. With five UN agencies working with the Ministry of Women's Affairs, and as a co-facilitator of the Technical Working Group on Gender (TWGG), the UN is in a unique position to support the RGC to develop and facilitate a Programme Based Approach (PBA) to promoting gender equality and the empowerment of women.

### Youth<sup>32</sup>

With young people between 10-24<sup>33</sup> comprising 36 per cent of the population, Cambodia has the youngest population in Southeast Asia. However, unlike many countries in the region, Cambodia has yet to reap a demographic dividend that often comes with a large young work force. Despite recent rapid economic growth, there simply are not enough jobs for youth, resulting in continued pressure on public services and resources in areas of education and health. Young people whilst representing the largest portion of the population do not have their needs, perspectives and concerns represented and reflected in national and sub-national development priorities and budget. There are limited institutionalised structures and systems that allow youth to participate in decision –making processes, development programming, policy-making and resource allocation. There is a need for a comprehensive multi-sectoral national youth policy to address these inequalities and to help guide public and private sector investment in the areas of education, vocational training, health services and information.

Perhaps the single most important issue confronting youth in Cambodia today is employment. The labour force is increasing by as many as 300,000 per year, and will increase to as many as 400,000 per year in the near future. The garment, tourism, and construction industries are not growing sufficiently quickly to absorb so many new labour market entrants. The health, education and employment issues confronting Cambodian youth today are highly interrelated. Youth employment is inextricably linked with access to education and skills training, and access to health services and information directly correlated with income. The children of poor and very poor households are more vulnerable to problems associated with poverty and social exclusion. Without policies aimed at disrupting the intergenerational disadvantages of poverty, such patterns are self-perpetuating. Some of the key challenges facing young people in Cambodia that will be addressed over the course of the UNDAF include:

- Young people living in poor households constitute 26 per cent of the country's population, of which about 35 per cent live below the poverty line. They tend to receive less education and have little or no access to vocational training. They live in households that are routinely in debt and have high dependency ratios. These households have dwindling land resources and poor employment prospects. Issues associated with social exclusion, including disability, ethnicity, and the remoteness of communities exacerbates tendencies toward vulnerability and poverty.
- The number of street children (estimated at 10,000 to 20,000) is increasing at a rate of 20 per cent per year. They are among the most vulnerable groups in Cambodia, due to their exposure to a wide range of physical and mental health problems, lack of access to basic needs (clothing, food), and a multitude of dangers (sexual exploitation, violence and substance abuse).
- Children of chronically ill parents, including parents living with HIV, are especially vulnerable to becoming single or double orphans that has consequent impacts on household income and access to education. According to 2005 Cambodia Demographic and Health Survey (CDHS) data, 9 per cent of children under 18 (or about 55,000 young people) have lost one or both parents. It has been estimated that in 2005, 20.7 per cent of orphans in Cambodia had lost parents due to AIDS-related illnesses.

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<sup>32</sup> Situation Analysis of Youth In Cambodia, United Nations Country Team, May 2009

<sup>33</sup> Cambodia's Youth Department at the Ministry of Education, Youth and Sport (MoEYS) defines youth somewhat more expansively as those between the ages of 14 and 30. The study, however, adopts the UN General Assembly definition.

- Young people representing the largest portion of the population,
- Young people may be experiencing more violence and abuse than any other group in Cambodia. Poverty, mental illness, alcoholism and gambling are all associated with domestic violence, which has either a direct or indirect effect on young people. Domestic violence is a contributing factor to downward household mobility due to property damage and the costs associated with injury and productivity losses.
- Young men and women leaving rural communities for urban employment are exposed to a wide range of issues and problems, including alcohol and drug abuse, gang violence, crime, rape and gang membership. Some tend to adopt risk behaviours that expose them to problems associated with HIV and other STIs. Young people who migrate across borders are even more vulnerable to being cheated and losing their rights, becoming subject to arrest, or working in jobs that entail health risks with no consequent health care. Some are exposed to drug use to induce long working hours, while some women are subject to sexual exploitation and forced prostitution with the attendant risks of HIV infection.

## **HIV/AIDS**

Although Cambodia has made good progress bringing down the HIV prevalence, AIDS remains a major concern because it still has the potential to impact development prospects that go beyond the negative health impacts. In particular there is an urgent need to support the development of multi-sectoral responses to HIV. The CCA identified the following concerns:

People living with and affected by HIV (PLHIV) are among the poorest and most vulnerable groups and are more at risk to economic shocks and loss of assets. Eviction and resettlement is more problematic because it frequently results in reduced access to treatment and other support services as well as livelihood opportunities. Even in situations of relative economic stability, PLHIV face discrimination and segregation. PLHIV have little access to micro finance and stigma and discrimination play important role in restricting their access to livelihood. There is also a need to ensure their access to food security, nutrition, vocational training and income generating opportunities. Ways to achieve greater access to livelihood include mainstreaming PLHIV into business skills and livelihood programmes and taking affirmative action to support PLHIV and households with orphans and vulnerable children (OVC) through larger scale social protection programmes.

Another area of concern, exacerbated by the global economic slowdown, has been the lack of adequate job opportunities and high drop-out rates among young people who are seen to be particularly at risk of HIV infection. Job losses in the RMG sector have seen girls and young women moving to the entertainment sector (non-brothel and brothel based). While these claims need to be investigated further, recent data does point to a rapid increase in the number of females working in beer gardens and karaoke bars, and changes in the nature of transactional sex from brothel to non-brothel settings. The increased incidences of rape, sexual assault and domestic violence within a social context of increasingly desperate economic situations, result in increased vulnerability of women to the risk of HIV infection. It should be noted, however, that the greatest risk posed to women, in terms of transmission, comes from their own husbands/regular partners.

High drop-out rates also contribute to the persistence of child labour, an unskilled workforce and lead youth into risky behaviours with implications for greater HIV transmission. Rising drug use (especially amphetamine type stimulants) among young people and adolescents (particularly out-of-school youth and children) is also a concern, with implications for HIV, as drug abuse lowers inhibitions. While HIV life skills education has been integrated into primary and secondary curricula and general awareness of HIV among young people is high, a comprehensive knowledge of HIV remains limited in this group. HIV education in tertiary education establishments is largely missing. Out-of-school youth, including most at risk adolescents (street children for example) however have limited access to HIV/STI/RH education which is particularly problematic because of their greater vulnerability. This suggests, among other things, that more attention needs to be given to linking HIV/STI/RH services with sex and sexuality education.

There is also a need to revisit legislative approaches to addressing HIV/AIDS in Cambodia. The Law on Prevention and Control of HIV/AIDS was adopted by the National Assembly in 2002 and the implementing guidelines in 2005, in addition to the creation by Royal Decree of the National AIDS Authority (NAA), the Law



requires mechanisms for monitoring and enforcement and associated legislation needs to be better aligned to its provisions. Programmes addressing HIV prevention with most-at-risk populations have had success, but require intensified action and scaling to make an impact. Improvements in the enabling environment (for example, police-community partnerships and a pragmatic approach to delivering HIV information and services are critical to the continuing success of Cambodia's HIV prevention efforts. A major challenge in this regard will be mainstreaming HIV issues into commune and provincial development plans and to develop capacity to plan, coordinate and manage interventions at the sub-national levels. At the same time, more care must be taken to ensure that laws and policies follow the core human rights principle of "do no harm". For example, the Law on Suppression of Trafficking in Humans and Sexual Exploitation was adopted in late 2007, consistent with the UN '[Palermo Protocol](#)'. This, however, had unintended negative public health implications because the closure of brothels has driven sex workers underground where they offer transactional sex in non-brothel settings and are harder to reach for HIV prevention and treatment. As a result, the '100 percent Condom Use' policy remains a major factor in Cambodia's success in reversing the epidemic, has been made obsolete. In a bid to address this, a comprehensive strategy to reach entertainment workers has been developed in both brothel and non-brothel settings.

## UN Response to the Cambodian Development Challenges

The UN has a long history in Cambodia that dates back to the 1950s. All UN programmes in Cambodia were suspended between 1975 and 1979 but early relief assistance began in 1979 following the fall of the Khmer Rouge which transitioned into rehabilitation efforts through the 1980s. In 1992, the United Nations Transitional Authority in Cambodia (UNTAC) assumed temporary authority until free elections could be held in May 1993 and a new Constitution adopted. There are currently 23 UN Agencies with direct operations in Cambodia disbursing around US\$100m per annum.

Based on the analysis in the Common Country Assessment (CCA), the 2011–2015 UNDAF provides a framework for coordinated UN development assistance in keeping with the UN reform process and the commitments laid out in the [Paris Declaration on Aid Effectiveness](#) (reaffirmed in the 2008 [Accra Agenda for Action](#)).

The UNDAF is anchored in and aligned with the Government's Rectangular Strategy Phase II and the NSDP (recently extended until 2013). It builds on the achievements and progress made over the last decade and leverages the UN's position as a trusted and neutral partner of the RGC and people of Cambodia.

The UNDAF was developed through a rigorous consultative process that involved the UNCT, the RGC, representatives of civil society and other development partners. The UNDAF rollout started in late 2008 with the creation of an UNDAF Steering Group (USG) to guide the process under the overall supervision of the UNCT. The UNCT adopted a Human Rights-Based Approach in undertaking the country analysis and advocate for priorities in the national development framework taking into account the commitments, goals and targets of the Millennium Declaration and other relevant international conferences and summits, human rights treaties and conventions. These principles require a specific focus on the marginalized, the disadvantaged and

### Comparative Advantage

Prior to the Strategic Planning Workshop (SPW), the UNCT held a series of focus group discussions with the RGC, national and international NGOs, Development Partners, Trade Unions, Youth groups and the private sector to determine the UN's comparative advantage—defined as the mandate and capacity to act and positioning relative to others. The discussions facilitated by different UN agencies looked at three main areas—national development priorities, the comparative advantage of the UN and opportunities for leadership, collaboration and partnerships. The discussion covered a wide range of topics and demonstrated both the richness of opportunity as well as serving as a reality check to ensure that the UN system is responsive to the key development needs of the country. Prominent among the various topics addressed was the view that the UN was well positioned to play a coordinating and convening role—which is particularly relevant given the large number of development actors present in Cambodia. Other areas where there was an emerging consensus that UN was well positioned included capacity development and acting as vehicle to allow different stakeholders (in particular ethnic minorities) a greater voice in decision-making. At a programmatic level, the need to strengthen social safety nets, protection and promotion of Human Rights including child rights, strengthening democratic governance and a focus on key social sectors such as health and education were identified and is reflected in the UNDAF.

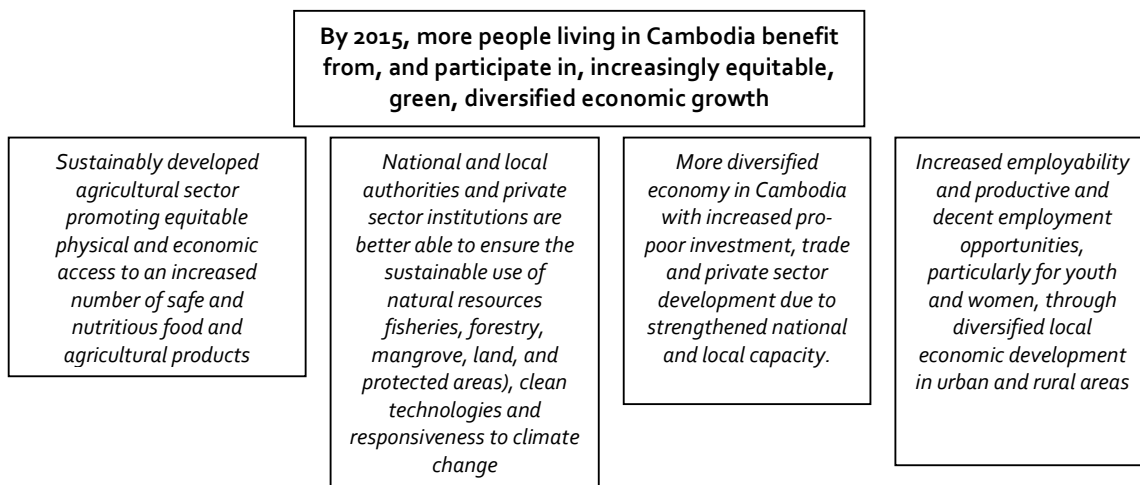
the excluded (including women and children) and form one of the core programming principles of the UNDAF. An internal UNCT workshop held on 20 April 2009 identified development areas to be addressed in the CCA. These included livelihoods, education, health, social protection and governance with gender, youth, population, HIV, equity and human rights as cross-cutting issues.<sup>34</sup> The findings from the CCA were then discussed during a two day retreat held in August, 2009 with participation of senior government officials, representatives from civil society and the UN system in Cambodia with senior facilitators from the United Nations System Staff College. From the discussion, five priority areas—Economic Growth and Sustainable Development, Health and Education, Gender Equality, Governance and Social Protection—were identified and form the core of the UNDAF results with Gender, Youth, HIV, Human Rights and Population as cross cutting issues.

## SECTION II: UNDAF Results

The UNDAF sets out three levels of results expected from UN cooperation in Cambodia for the period 2011-2015. At the UNDAF Outcome level, the contribution is articulated in terms of specific development results that support national priorities as articulated in the Rectangular Strategy and NSDP. At the Country Programme Outcome level, results aim to capture institutional and behavioural changes that result from the collective efforts of two or more UN agencies alongside actions of others, in particular the Government. This is the level where the value added of the UN system as a whole is best. At the Output level, interventions will target capacity gaps that hinder the various levels of Government from fulfilling their commitments and those that prevent people living in Cambodia from fulfilling their rights. This is the level of results which can be directly attributed to the products and services delivered by the UN system and where the UNCT under the leadership of the Resident Coordinator is directly accountable. The UN will focus on strengthening the knowledge and skills, human and financial resources, as well as coordination and communication that are necessary (but not sufficient) if Cambodia is to achieve its CMDG targets by 2015.

### UNDAF Outcome I – Economic Growth and Sustainable Development

In light of the Global Economic crisis and the RGC’s continued commitment to the CMDG target of reducing overall poverty as articulated in the Rectangular Strategy Phase II, the UNCT will work to achieve the following UNDAF Outcome and supporting Country Programme Outcomes:



The first CP Outcome concentrates on strengthening the agriculture sector which still accounts for 30 percent of GDP and employs 80 percent of the population. Support will be provided to strengthen information systems on food security and nutrition to enable the RGC to channel resources more effectively. This will be

<sup>34</sup> Fact sheets—including a summary of the policy context, current status of key indicators, challenges, cross-cutting issues and a preliminary causal analysis—were prepared for each key development area. These fact sheets were discussed with the USG on 25 May 2009 and received extensive comments from specialized groups. Members of the USG also participated in a causal analysis exercise for each of the key areas, which served to consolidate and refine the initial analysis. Additional interviews were conducted with selected individuals to address areas that were found to be weak or incomplete.

supplemented by efforts to increase overall agricultural productivity especially for small holders and local communities and to address issues of equity in the sector. Support will be provided to local farmers to enable them to meet international and regional food safety standards including Sanitary and Phyto Sanitary (SPS) measures and to address trans-boundary diseases such as avian and swine flu. Lastly, UN agencies will work at the community level to ensure that the most vulnerable have increased access to sufficient, safe and nutritious food.

Tied to the need to strengthen the agricultural sector, the UN system will also address key challenges relating to environment and sustainable development. Given the continued reliance of rural communities on common property resources for up to 20 percent of their income, interventions will include helping to ensure that biodiversity, conservation and community based natural resource management are mainstreamed into national and local development plans and to strengthen the links between ecosystem services and poverty reduction. Support will be provided to develop the national and local capacities for climate change adaptation which threatens agriculture, forestry, fisheries, water resources, and coastal zones. Lastly, technical assistance will be provided to both the public and private sector to promote clean and environmentally friendly technologies and to reduce GHG emissions while promoting a low-carbon development agenda and improving resource productivity.

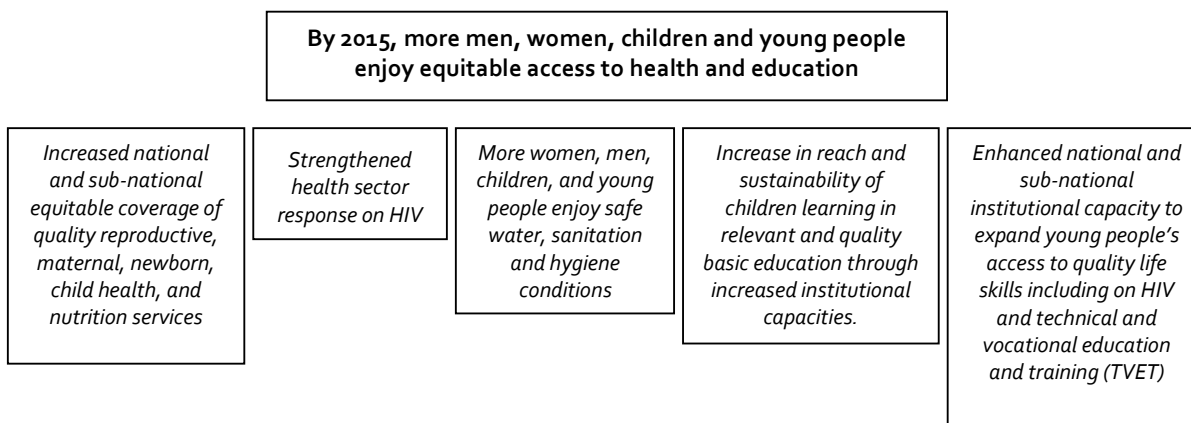
The global economic crisis has confirmed how Cambodia's prosperity is tied up in sectors—RMG, tourism and construction—that are all extremely sensitive to external shocks. These shocks have ripple effects all through the formal and informal economy and for those reliant on a steady flow of remittances to meet basic needs. It is clear that the current engines of growth will not fully deliver on their initial promise and that there is an urgent need to support the diversification of the country's narrow economic base. Therefore, the UN will focus on promoting public-private partnerships to facilitate integrated climate change resilient local development and economic diversification in both urban and rural areas. Further accelerating the national trade strategy, national enterprises will be supported to continue to develop productive and export capacities including ability of enterprises to comply with international standards for Technical Barriers to Trade (TBT) and strengthening of the RGC's capacities to formulate manage, coordinate and monitor the Trade SWAP.

The last outcome will focus on increasing decent employment opportunities, especially those targeting young people and women who have limited access to appropriate training, business support services and financial resources. One of the major constraints for rural productivity and poverty is the low level of skills in the workforce with around 75 percent of rural workers having a primary education or less and very little skills training. The mismatch between the skills of those looking for work and the opportunities available in either self-employment or wage employment is the most urgent challenge for young people entering the labour force for the first time. A key aspect of the UN's work will involve investing in labour market information analysis and employment, job placement, and career counselling services to better match prospective employees, in particular the young and disadvantaged, with decent work opportunities. Increased attention will also be given to supporting potential and existing women entrepreneurs to access high-quality and gender responsive business development services (by developing training, microfinance services, etc). More efforts will also be directed towards promoting equal opportunity in the work place and reducing violence and discrimination against women and girls, youth, persons with disability and workers living with HIV/AIDS. Lastly, support will be provided to create effective and resourced Local Development Funds (LDFs) at both District and Commune levels to promote greater entrepreneurial efforts in local areas.

The coordination mechanisms needed among UN agencies and partners to ensure the achievement of results, including joint programmes through the National Climate Change Committee, National Biodiversity Steering Committee, National Coastal Zone Committee, Forestry and Environment Technical Working Group, Fisheries Technical Working Group, Agriculture and Water Resources Technical Working Group, Trade Swap and Sub-Steering Committee for Trade and Investment, and Government and Private Sector working Groups on Industrial Relations.

## **UNDAF Outcome II – Health and Education**

Given the need to renew efforts to ensure that the Cambodia achieves CMDG targets in Health and Education, the UNCT will work to achieve the following UNDAF Outcome and supporting Country Programme Outcomes:



The UN strategy for improving maternal and child health outcomes in Cambodia will involve working at national and sub-national levels to increase availability, accessibility, acceptability, affordability, and utilisation of quality reproductive, maternal, newborn, child and nutrition health services. This goes along a continued multi-institutional support to strengthen the health system of Cambodia, along with the national Health Sector Strategic Plan of the RGC. The UN will continue to support the training of midwives and other primary health workers so that communities have access to competent, trained and equipped health professionals. This will be complemented by strengthening national and sub-national level capacity to implement community based interventions to raise awareness on right to health and involvement in reproductive health, maternal, newborn and child health services.

As noted previously, over the last five years there has been an overall reduction in HIV prevalence with AIDS feminization and increased proportion of new infections occurring from mother to child. . In order to sustain these gains and to address the changing epidemiology of HIV it will be necessary to strengthen the health sector's provision of prevention and treatment services to all people in Cambodia, while paying particular attention to Preventing Mother to Child Transmission (PMTCT). This will be supported by enhancing national capacities to specifically target the most vulnerable including women, children and at risk populations.

The UN system has identified three main priorities for action in the area of water and sanitation. The first is continued support to increase access to [safe] improved source of drinking water and to sanitation. Second, social media campaigns and other outreach activities to increase awareness among communities and families on the importance of three key behaviours—using latrines, hand washing and treatment of drinking water—which have been shown to have an important impact on morbidity and mortality rates especially among young children will be developed. Finally, the UN will work with government partners at the national and sub-national level to better coordinate, facilitate, plan, monitor and evaluate the RWSSH National Strategy and Arsenic Strategic Plan.

Given the relative young age of the population and Cambodia's aim to transition to a more integrated and knowledge-based economy the need to continue to improve educational outcomes is crucial. Working within the framework of the emerging Education SWAP, the UN will work with partners to improve the overall quality of early childhood and basic education services for hard-to-reach populations. Support will also be provided to the Ministry of Education, Youth and Sports (MOEYS) to strengthen the use of data and evidence-based decision-making to monitor equitable access to quality basic education.

The UN system has made strengthening life skills education and technical and vocational education and training (TVET) a priority. Specifically, with its government and civil society partners, the UNCT will focus on three main areas: strengthening national capacities to develop, coordinate and implement TVET policies and strategies; improving quality of training programmes through development of skills standards and testing and accreditation mechanisms; and increasing access and utilization of life skills and TVET especially by disadvantaged school and out-of-school youth (and was identified as an important comparative advantage of the UN in Cambodia).

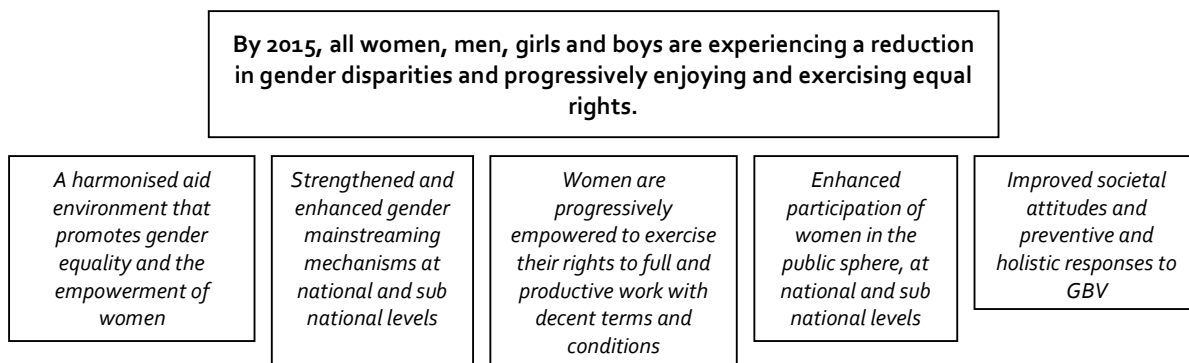
Coordination Mechanisms: In order to ensure national ownership and leadership, UN partners will work through mechanisms established by the RGC that bring together relevant ministries and development partners. Overall policy dialogue in health will be coordinated through the TWG-Health chaired by the Ministry of Health and co-facilitated by the WHO and through the annual joint sector reviews. Additionally, the TWG Food Security and Nutrition chaired by CARD and co-facilitated by WFP will be used to coordinate nutrition support, while the Country Coordinating Committee (CCC) and the National AIDS authority - HIV/AIDS assistance. Various sub-TWGs (MCH, PMTCT, Nutrition, etc.) and other working mechanisms (relevant Task Forces, committees, etc.) set by the MOH will be used for technical and operational discussions. For better coordination and harmonization of external development assistance, UN agencies will participate in the monthly Health Development Partners' meetings. The key programme modalities will include support to normative, legal and policy work required to accelerate progress in the area of maternal and newborn health; support to the implementation of the Health Strategic Plan 2008-2015, including joint support and pooling of funds under the second Health Sector Support Programme 2009-2013; and Joint Programme on Children Food Security and Nutrition 2010-2013.

The education sector has well-established mechanisms for coordination and policy dialogue between MOEYS and development partners including the TWG-Education, the Education Sector Working Group (ESWG), and annual joint sector reviews in which the UN will continue to play an active role. The TWG meets on a bi-monthly basis and is chaired by the Minister of Education, Youth and Sports and co-facilitated by the chair of the ESWG, currently UNICEF. The ESWG meets on a monthly basis and brings together the development partners in the sector and complements the Government-DP TWG as the key fora for education sector coordination and increasing aid effectiveness in support of the implementation of the Education Strategic Plan 2010-2013. As for TVET, the National Training Board chaired by Deputy Prime Minister Sok An will continue to play a key role to coordinate with training providers, the private sector and development partners, on policy and the effective implementation of TVET.

The Technical Working Group on rural WASH and WATSAN Sectoral Working Group, chaired by the Ministry of Rural Development (MRD) will coordinate activities in the area of water and sanitation.

### UNDAF Outcome III – Gender Equality

The UN has identified Gender as a key cross-cutting issue across all UNDAF areas. However, given the pervasive nature of gender discrimination and its crucial impact on all development results, there is an urgent need to strengthen national capacities to work on gender equality and women's empowerment. Because of the UN's mandate, especially as laid out in CEDAW and the CRC, a decision was taken to also include Gender Equality as one of the five pillars of the UNDAF. The UNCT will work to achieve the following UNDAF Outcome and supporting Country Programme Outcomes:



To date, the work of development partners on Gender has tended to be project based. Greater coordination is essential if Cambodia is to have any chance of reaching the CMDG gender targets. With five UN agencies working with the Ministry of Women's Affairs, the UN system is in a unique position to support the RGC to develop and facilitate a Programme Based Approach (PBA) to promoting gender equality and the empowerment of women.

The RGC has created Gender Mainstreaming Action Groups (GMAG) in all lines ministries and three other national bodies including the Secretariat of Civil Service. Significant capacity development support will be provided over the course of the next UNDAF cycle to ensure that gender mainstreaming is a standard element in Government policies and programmes. Tied to the need to strengthen the capacities of GMAGs, support will be provided to government and civil society to undertake evidence-based gender responsive policy development, planning, budgeting, implementation, monitoring and evaluation

In the areas of economic participation, the UN will work with partners to ensure that concepts of equal opportunity are promoted and that adequate policies and programmes are in place to increase women entrepreneurs access to local and overseas markets, increase their income generation capacity and alleviate poverty. To address the disadvantage suffered by rural women they will be the focus of extension services, and have greater access to vocational training, credit, land and other resources. The UN and partners will work to strengthen the capacities of women’s producers’ groups and self-help groups and their women leaders as part of a broader strategy to develop alternative and non-gender bound livelihoods.

The UN will work to enhance opportunities and mechanisms to strengthen women’s capacity to participate in the public sphere at national, sub-national, and community levels especially the new committees for women and children’s issues at all sub national levels. It will continue to support the Government and NGOs to provide training programmes to enhance women’s capacity to seek election and to effectively represent their constituencies.

Gender Based Violence is prevalent in Cambodia. Deeply embedded gender norms and behaviours will require a concerted effort on the part of the UN and its partners to change attitudes, to accept the criminality of violence and raising community awareness and involvement in the promotion and protection of girls and women’s gender rights and gender equality and the prevention of GBV. At the same time, institutional capacities to provide protection of girls and women’s rights, the promotion of gender equality and the systematic prevention and coordinated responses to GBV will also be strengthened to provide a holistic multi-sectoral response in support of victims.

Coordination mechanisms include: The Technical Working Group on Gender (TWGG) chaired by the Minister of Women’s Affairs (MOWA) which is working on the development of a Programme Based Approach (PBA) to address gender issues.. The UN will develop a coordinated response through a new Joint UN Support Team for Gender Equality and Women’s Empowerment.

**UNDAF Outcome IV - Governance**

While important steps have been taken during the last five years towards more pluralistic and democratic traditions in Cambodia, the need for the UN to continue its work on governance issues was one of the key highlights that came from the comparative advantage exercise. The UN has recognized the importance of continuing to support Cambodia’s commitment to strengthening democratic governance structures and will work to achieve the following UNDAF Outcome and supporting Country Programme Outcomes:

**By 2015, national and sub national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increase participation in democratic decision making.**

*Effective mechanisms for dialogue, representation and participation in democratic decision-making established and strengthened.*

*State institutions at national and sub-national levels better able to protect citizens’ rights under the Constitution and provide effective remedies for violations, in particular those relating to labour, children, land and housing, gender based violence, indigenous people, people living with HIV and people with disabilities.*

*Enhanced capacities for collection, access and utilisation of disaggregated information (gender, age, target populations, region) at national and sub-national levels to develop and monitor policies and plans that are responsive to the needs of the people and incorporate priority population, poverty and development linkages*

*Sub national governments have the capacity to take over increased functions.*

*Strengthened multi-sectoral response to HIV*

To invigorate democratic participation, the UN will focus on continuing to strengthen the capacities of the recently established Commune Committees for Women and Children (CCWC) and the Women's and Children's Consultative Committees (WCCCS) at district and provincial levels to provide opportunities for the meaningful participation of women and young people in decision-making and planning at national and sub-national level. Alongside this, the UN will also work with independent media to provide increased opportunities for dialogue and participation of all citizens.

The RGC strategy on Legal and Judicial Reform aims to improve the protection of fundamental rights and freedoms contained in the Constitution and the International Treaties and Conventions to which Cambodia is a party. The UN will work with government institutions at all levels to strengthen the capacity to monitor and report against these treaties and conventions while providing technical assistance on a review of legislation and the implementation of policies designed to protect the rights of all persons living in Cambodia. Alongside upstream support, agencies will work at the community level to strengthen rights awareness, particularly for girls, women and indigenous peoples. Tied to this is the recognition that the legislative framework needs to be modernized and legal and judicial services require further strengthening to ensure that the poor and marginalized, including juvenile offenders and victims have access to redress mechanisms.

As with many other countries, Cambodia will need to continue to strengthen its ability to gather and utilize reliable and disaggregated data to inform policies and programmes. The UN will leverage its comparative advantage and experience working with National Statistical bodies, the Ministry of Planning and others to ensure that there is increased availability and use of disaggregated data that captures the differential impact of development policies in terms of sex, population and geography. There is also a need to improve the accountability of government and to renew commitments to enhance aid effectiveness especially in terms of increased transparency in the use of funds and improving the overall quality of services. Lastly, the UN will help to strengthen national capacities to develop plans and budgets that are evidence based, gender and child sensitive and incorporate priority population, poverty and development linkages.

Efforts will also be made to ensure that citizens are empowered to claim their rights from the State. Specifically, the UN system will support the Royal Government, employers and workers to prevent and resolve disputes, strengthen their capacities to engage in constructive collective bargaining and reach high-level agreements. In addition, investments for promoting education, improving access to useful legal information and strengthening civil society networks will serve to build up a network of watchdogs to monitor the implementation and compliance to fundamental rights.

The RGC's commitment to D&D will require significant support to ensure that sub-national institutions are established in line with the Organic Law and have the skills and capacities to effectively implement policies and programmes. The UN will support line ministries to identify functions that could effectively be managed at the local level alongside support to the line ministries to define new roles and modifying sector strategies in line with the reform process. At the same time, systems and procedures—fiscal transfers, human resource management, planning and budgeting—necessary to ensure effective decentralization will be put in place and strengthened. Through the development and implementation of these systems and procedures it is expected that citizens' access to information and engagement with the government will improve considerably resulting in more accountable and responsive public service delivery. Furthermore, the UN will work with the Associations of Local Governments in order to support them in fulfilling their role in providing oversight to central government actions and services to local governments. The UN will also support the creation and strengthening of the systems and procedures—fiscal transfers, human resource management, planning and budgeting—necessary to ensure effective decentralization. Lastly, support will be provided to the NCDD to coordinate and manage the democratic development reforms.

The final outcome will focus on the need to strengthen multi-sectoral responses to HIV. This will involve the targeting of key at risk populations with effective and proven HIV prevention interventions. Capacities to provide treatment and care services and in particular for high risk groups will be strengthened. Finally, the UN will work with national and sub-national institutions and CSOs to provide quality support services to PLHIV and to mitigate the impact of HIV.

Coordination Mechanisms: UN support in the area of D&D and related administrative reforms will be coordinated through the National Committee for Democratic Development (NCDD) and the TWG-D&D. Programme-based approach in support of the National Programme for Sub-national Democratic Development will constitute the main programme modality. Additional coordination mechanisms under the Governance outcome include TWG on Poverty Monitoring with related DP group on Poverty/MDG Monitoring; National Technical Working Team on anti-corruption with related DP group and accountability working groups at sub-national level.

## UNDAF Outcome V – Social Protection

In light of the disproportionate impact of the recent global crisis on poor and marginalized communities and the RGC’s commitment to the development of social protection mechanisms, including safety nets, the UN system will prioritise this in the new UNDAF through the following Outcome and supporting Country Programme Outcomes:

**By 2015, more people, especially the poor and vulnerable, benefit from improved social safety net (SSN) and social security programmes, as an integral part of a sustainable national social protection system.**

*Increase in national and sub-national capacity to provide affordable and effective national social protection through improved development, implementation, monitoring and evaluation of a social protection system*

*Improved coverage of Social Safety Net programmes for the poorest and most vulnerable*

*Improved coverage of social security for both formal and informal sector workers*

In order to improve the overall coverage of social safety net programmes, the UN system will work with partners in government and civil society to address four key dimensions of the challenge. First is to ensure improved coverage and quality (in particular for the most vulnerable) and to ensure equitable geographic access to social protection. Second, support will be provided to reduce the *overall* fragmentation and gaps and to increase policy coherence within the social safety net component, through further developing common systems of identification, targeting, delivery etc (e.g. support to IDPs and the poor). Third, The RGC budget for safety nets remains low, with the majority of funding provided by development partners and the limited resources have considerably constrained the RGCs ability to develop an effective and sustainable safety net system. Therefore, efforts will be made to address the overall financial sustainability of the system (which is all the more critical given the recent decline in government revenues) by identifying a more long-term funding base.

Finally, a cross-referral mechanism will be established at the national and sub-national level to ensure effective referral of beneficiaries to social protection benefits and services. This is expected to improve coverage, eliminate gaps and to ensure that there is increased coordination across the various government sub-systems that are currently in place to serve different vulnerable groups.

The UN will continue to work with the government to expand the existing social security system by developing policies to cover workers in the formal and informal economy with a focus on expanding health insurance and ensuring that the national social security fund is in line with existing legislation. At the same time, given the budget constraints faced by the RGC, improvements are required in national and sub-national institutional arrangements to ensure that leakages in the system are prevented and to manage and monitor the system. This will need to be complemented by efforts to ensure that social security is rolled out to all major industries and formal employment areas as well as to educate employees as to their entitlements.



Further, the UN system will continue to support multi-stakeholder dialogue and enhance donor coordination in the formulation of a Social Protection Strategy for the poor and vulnerable. Support will also be given for the Royal Government to provide an affordable and effective social protection system to the poor and vulnerable in Cambodia.

Collaboration will be strengthened with the agencies engaged in emergency preparedness and response to help reduce and mitigate vulnerability to disasters, crisis and consequences of climate change, in particular for the poorest and most marginalized, especially women, children, elderly, youth and people living with HIV/AIDS.

Coordination Mechanisms and Programme Modalities for advancing Social Protection reform: The partnership currently coordinated through the interim working group on social safety nets under the TWG on Food Security and Nutrition, chaired by Council of Agriculture and Rural Development (CARD) and co-facilitated by WFP. Other key partners include the National Committee for Disaster Management (NCDM), National Social Security Fund (NSSF) and the Cambodia Red Cross. The key programme modalities would include developing a joint social protection strategy, along with technical cooperation with potentially pooled resources in support of the key areas of mapping, targeting and programmatic response in the scale-up of existing programmes and introduction of pilots in areas requiring innovative approaches such as child and maternal malnutrition. Emergency preparedness and response will also be strengthened.

### **Section III: Resource Requirements (see Annex)**

The estimated financial resources to be mobilized for each UNDAF Outcome area are presented in the UNDAF Results Matrix in Annex A. These contributions include (1) the core resource allocations by each participating United Nations agency (2) other resources that organisations expect to mobilise during the UNDAF cycle. The figures, while presented as targets are as accurate as possible at the time of the UNDAF drafting. Resource targets will continue to be updated and confirmed in Agency programme documents and work plans according to the procedures and approval mechanisms of each Agency. Resource requirements and availability will be reviewed and updated annually.

### **Section IV: Implementation Arrangements**

The UN is committed to global aid effectiveness and is a signatory to the Paris Declaration. Harmonization and alignment of donor practices is gaining momentum and the UN has a unique role to play as a neutral convenor of all development stakeholders. In October 2006, the UN Country Team in Cambodia signed the joint declaration between the Royal Government of Cambodia and Development Partners to improve aid effectiveness. The UN is a major contributor to national capacity development processes and sponsor of nationally lead development processes including the development of Programme Based Approaches where appropriate. While this process has resulted in a substantial improvement of alignment and harmonisation of aid, budget support is still limited and the aid environment remains fragmented.

To increase national ownership of development efforts and to improve overall aid effectiveness, oversight of development assistance occurs through the Council for the Development of Cambodia (CDC), and is complemented by joint Government Donor Technical Working Groups at sectoral level. The UN System in Cambodia will use these existing mechanisms for oversight of UNDAF implementation.

Internally, UNDAF implementation will be supported by the UN interagency MDG Advisory Committee on behalf of the UNCT and existing joint programme and joint programming mechanisms. Joint programmes help coordinate resources (financial and technical) and give UN assistance greater focus in key sectors of critical need. Joint Frameworks show how and where the UN family is supporting national efforts, highlight areas of alignment and harmonisation and identify gaps to reduce duplication, maximize resources and enhance development impact. Currently there are joint frameworks in Gender, through the Joint UN Support Team on Gender Equality and Women's Empowerment—the National Strategic Development Plan Monitoring and Human Trafficking. In addition there is a UN joint support programme on HIV & AIDS, Avian Influenza and Pandemic Preparedness and two joint programmes funded through the MDG Achievement Fund on Creative Industries—Culture and Development and Children Food Security and Nutrition. The UNCT

has also established inter-agency coordination mechanisms to support coordinated UN approaches in Communications and Advocacy, Disaster Risk Reduction, Gender, Avian and Pandemic Influenza and Youth..

## **Section V: Monitoring and Evaluation**

The UNCT is firmly committed to rigorously monitoring progress of the UNDAF as part of the on-going commitment to aid effectiveness and accountability. In particular, the UNCT will build on existing national statistical and monitoring systems and will support capacity development for evidence based planning at both the national and sub-national level. The UNDAF Monitoring and Evaluation (M&E) Plan provides an overview of indicators to track progress against planned development results on both an annual and five yearly basis, by the Government, the UNCT, and to the greatest possible extent, other development partners.

The Joint Annual Review will encompass regular assessment of progress towards achieving outcomes listed in the UNDAF results matrix utilising indicators that support annual monitoring from the M&E framework, and will build on and incorporate feedback from bilateral discussions between individual agencies and their line ministry counterparts.<sup>35</sup> The UNDAF review will focus primarily on the CP Outcome level which best captures the collective value-added of the UN system in Cambodia. To the extent that is feasible, indicators at the CP Outcome level are drawn from national data sources in conjunction with counterparts to ensure that there is strong national ownership over the review process. Where possible the review process will aligned with review of the NSDP most notably at the mid-term of the UNDAF (2013) when a new national strategy will be in formulation, and will take stock of lessons and good practices that feed into the annual planning processes and commitments for the coming year.

The UN will conduct a detailed evaluation in the penultimate year of the UNDAF cycle in conjunction with the RGC and other partners.<sup>36</sup> The evaluation will assess the relevance of UNDAF Outcomes the effectiveness and efficiency by which results are being achieved, their sustainability and in particular, the contribution to national priorities and goals. A particular focus will be the extent to which the UN system in Cambodia has been able to strengthen national capacities.

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<sup>35</sup> The focus of agency reviews will be at the output level which looks at the specific products and services being delivered. These discussions will allow the UN system to be responsive and well positioned to take advantage of new opportunities and to adjust expectations on the basis of a changed external environment that will be reflected result statement and indicator revisions.

<sup>36</sup> The UNDAF Evaluation will inform the design of the next UNDAF and country programmes and projects by individual agencies and will be designed, managed and conducted from a human rights and gender equality perspective.

# ANNEX

## Cambodia MDGs

	Benchmarks		Most Recent Available			Targets	
	Value	Year	Value	Year	Source	2010	2015
<b>Cambodia MDG1: Eradicate extreme poverty and hunger</b>							
1.1 Proportion of people whose income is less than the national poverty line	47	1993	30.1	2007	P. Profile	25	19.5
1.4 Prevalence of underweight (weight for age <2 SD) children < 5 yrs of age*	38.4	2000	28.8	2008	CAS	24.6	19.2
1.5 Proportion of people below the food poverty line	20	1993	18	2007	P. Profile	13	10
1.6 Prevalence of stunted (height for age <2 SD) children under 5 years of age*	49.7	2000	39.5	2008	CAS	31.2	24.5
1.7 Prevalence of wasted (weight for height <2 SD) children under 5 years of age*	16.8	2000	8.9	2008	CAS	11.2	10.1
<b>Cambodia MDG2: Achieve universal nine-year basic education</b>							
2.2 Net enrolment ratio in primary education	87	2001	94.4	2008/2009	EMIS	100	100
2.3 Net enrolment ratio in lower secondary education	19	2001	33.9	2008/2009	EMIS	75	100
2.6 Survival rate from grade 1 to 6 (last grade of primary cycle)	51	2001	59.3	2008/2009	EMIS	100	100
2.7 Survival rate from grade 1 to 9 (last grade of basic cycle)	33	2001	33.1	2008/2009	EMIS	76	100
2.8 Literacy rate of 15-24 years old	82	1999	87.5	2007	CSES	95	100
<b>Cambodia MDG3: Promote gender equality and empower women</b>							
3.1 Ratio of girls to boys in upper secondary education	48	2001	72.9	2008/2009	EMIS	80	100
3.2 Ratio of females to males in tertiary education	38	2001	57.5	2008	MoEYS	70	85
<b>Cambodia MDG4: Reduce child mortality</b>							
4.1 Under-five mortality rate (per 1,000 live births)	124	1998	83	2005	CDHS	85	65
4.2 Infant mortality rate (per 1,000 live births)	95	1998	66	2005	CDHS	60	50
4.3 Proportion of children under 1 year immunized against measles	41.4	2000	91	2008	MOH HIS	85	90
4.4 Proportion of children aged 6-59 months receiving Vitamin A capsules	28	2000	79	2008	CAS	80	90
4.5 Proportion of children under 1 year immunized against DPT <sub>3</sub>	43	2000	92	2008	MOH HIS	95	95
4.6 Proportion of infants exclusively breastfed up to 6 months of age	11.4	2000	66	2008	CAS	34	70
<b>Cambodia MDG5: Improve maternal health</b>							
5.1 Maternal mortality ratio (per 100,000 live births)	437	1997	472	2005	CDHS	243	250
5.2 Total fertility rate	4	1998	3.1	2005	CDHS	3.4	3
5.3 Proportion of births attended by skilled health personnel	32 percent	2000	58	2008	MoH HIS	70	87
5.4 Proportion of married women using birth spacing methods	18.5	2000	26	2008	MoH HIS	44	60

5.5 Proportion of pregnant women with 2 or more ANC w skilled health personnel	30.5	2000	81	2008	CAS	75	90
5.9 Proportion of pregnant women delivered by Caesarean Section	0.8	2000	2.0	2005	CDHS	3	4
<b>Cambodia MDG6: Combat HIV/AIDS, malaria and other diseases</b>							
6.1 HIV prevalence rate among adults aged 15-49	3.3	1997	0.9	2006	NCHADS	2	0.6
6.2 HIV prevalence rate among pregnant women, 15-24 yrs visiting ANC clinic	2.5	1998	1.1	2003	MoH	2	1.5
6.7 Proportion of people with advanced HIV infection receiving ART	3	2002	94	2008	NCHADS	60	75
6.8 Malaria case fatality rate reported by Public Health Sector	0.4	2000	0.36	2004	NMC	0.25	0.1
6.13 Dengue case fatality rate reported by Public Health Sector	1.5	2003	0.74	2004	MoH	0.5	0.3
6.14 Prevalence of smear positive TB per 100,000 population	428	1997	215	2007	NSDP MTR	214	135
<b>Cambodia MDG7: Ensure environmental sustainability</b>							
7.1 Forest Cover ( percent of total area)	60	2002	59.09	2006	FA	60	60
7.6 Proportion of fishing lots released to local communities	56	1998	56.46	2005	FiA	60	60
7.7 Number of community based fisheries	264	2000	487	2009	FiA	464	589
7.9 Proportion of households dependent on fuel wood	92	1993	91.1	2007	CSES	61	52
7.10 Proportion of <b>rural</b> population with access to safe water source (Dry Season)	24	1998	53.7	2005	CDHS	40	50
7.11 Proportion of <b>urban</b> population with access to safe water source (Dry Season)	60	1998	67.3	2005	CDHS	74	80
7.12 Proportion of <b>rural</b> population with access to improved sanitation	8.6	1998	15.7	2005	CDHS	20	30
7.13 Proportion of <b>urban</b> population with access to improved sanitation	49	1998	56.1	2005	CDHS	67	74
7.14 Proportion of land parcels having titles in both rural and urban areas	15	2000	20	2008	NSDP MTR	32	65
<b>Cambodia MDG9: De-mining, UXO and Victim Assistance</b>							
9.1 Annual numbers of civilian casualties recorded	1691	1993	271	2008	CMVIS	200	0
9.2 Percentage of severe/high/medium/low suspected contaminated areas cleared	10	1995	70.8	2008	CMAA	77	100