

CAMBODIA



UNITED  
NATIONS  
DEVELOPMENT  
ASSISTANCE  
FRAMEWORK  
2019-2023



UNITED  
NATIONS  
CAMBODIA



ព្រះរាជាណាចក្រកម្ពុជា  
KINGDOM OF CAMBODIA



**UNITED NATIONS  
DEVELOPMENT ASSISTANCE FRAMEWORK**



CAMBODIA 2019-2023



P.25 - Outcome 1  
**PEOPLE**  
EXPANDING SOCIAL OPPORTUNITIES



P.47 - Outcome 4  
**PEACE**  
PROMOTING SUSTAINABLE LIVING



P.33 - Outcome 2  
**PROSPERITY**  
EXPANDING ECONOMIC OPPORTUNITIES



P.53 - Outcome 5  
**URBANIZATION**  
MANAGING URBANIZATION



P.39 - Outcome 3  
**PLANET**  
PROMOTING SUSTAINABLE LIVING

## ACRONYMS

<b>AADMER</b>	ASEAN Agreement on Disaster Management and Emergency Response	<b>NSPPF</b>	National Social Protection Policy Framework
<b>ASEAN</b>	Association of Southeast Asian Nations	<b>ODA</b>	Official Development Assistance
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women	<b>OECD</b>	Organization for Economic Cooperation and Development
<b>CSDGs</b>	Cambodian Sustainable Development Goals	<b>RGC</b>	Royal Government of Cambodia
<b>D&amp;D</b>	Decentralization and De-concentration	<b>SDG</b>	Sustainable Development Goal
<b>GDP</b>	Gross Domestic Product	<b>UN</b>	United Nations
<b>LDC</b>	Least-Developed Country	<b>UNCT</b>	United Nations Country Team
<b>LGBTQI</b>	Lesbian, Gay, Bisexual, Transgender, Queer and Intersex	<b>UNDAF</b>	United Nations Development Assistance Framework
<b>M&amp;E</b>	Monitoring and Evaluation	<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>NGO</b>	Non-Governmental Organization	<b>WASH</b>	Water, Sanitation and Hygiene
<b>NSDP</b>	National Strategic Development Plan		

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# SIGNATORY

## PREAMBLE

The United Nations in Cambodia is committed to working with the Royal Government of Cambodia (RGC) and the people of Cambodia to achieve inclusive and equitable development, with a special focus on the most marginalized and vulnerable, to leave no one behind.

The United Nations Development Assistance Framework (UNDAF) is a medium-term strategic planning framework for the period 2019-2023. It articulates the collective vision and response of the UN system to Cambodia's national development priorities in support of an integrated approach to sustainable development. The UNDAF highlights areas to be implemented in partnership with all stakeholders, including the RGC, international and national partners, civil society and the private sector, to support major reforms, the realization of human rights and the promotion of peace through the achievement of the Sustainable Development Goals. The UNDAF reflects the shared commitment of the RGC and the UN system to maximize efforts in support of the national development priorities and the Cambodian Sustainable Development Goals.



**PAULINE TAMESIS**

UNITED NATIONS RESIDENT  
COORDINATOR



**H.E. PRAK SOKHONN**

DEPUTY PRIME MINISTER,  
MINISTER OF FOREIGN AFFAIRS  
AND INTERNATIONAL COOPERATION,  
ROYAL GOVERNMENT OF CAMBODIA

**FAO**  
Food and Agriculture  
Organization of the  
United Nations

**IAEA**  
International Atomic  
Energy Agency

**IFAD**  
International Fund  
for Agricultural  
Development

**ILO**  
International Labour  
Organization

**IOM**  
International  
Organization for  
Migration

**ITC**  
International Trade  
Centre

**UNAIDS**  
Joint United Nations  
Programme on HIV  
and AIDS

**UNCDF**  
United Nations Capital  
Development Fund

**UNICEF**  
United Nations  
Children's Fund

**UNDP**  
United Nations  
Development  
Programme

**ESCAP**  
United Nations  
Economic and Social  
Commission for Asia  
and the Pacific

**UNESCO**  
United Nations  
Education, Scientific  
and Cultural  
Organization

**UN Women**  
United Nations  
Entity for Gender  
Equality and Women's  
Empowerment

**UNEP**  
United Nations  
Environment  
Programme

**UNHCR**  
United Nations High  
Commissioner for  
Refugees

**UN-Habitat**  
United Nations  
Human Settlements  
Programme

**UNIDO**  
United Nations  
Industrial  
Development  
Organization

**UNODC**  
United Nations Office  
on Drugs and Crime.

**UNOHCHR**  
United Nations  
Office of the High  
Commissioner for  
Human Rights

**UNOPS**  
United Nations Office  
for Project Services

**UNFPA**  
United Nations  
Population Fund

**UNV**  
United Nations  
Volunteers

**WFP**  
World Food  
Programme

**WHO**  
World Health  
Organization



# EXECUTIVE SUMMARY

**The United Nations Development Assistance Framework (UNDAF) 2019–2023 outlines the partnership between the United Nations (UN) and the Royal Government of Cambodia (RGC) in support of the national development priorities as articulated in the Rectangular Strategy-Phase IV (RS-IV) and the 2030 Agenda.**

Cambodia has ambitious goals to accelerate growth over the coming decades, so as to emerge as an upper-middle-income country by 2030 and a high-income country by 2050, while maintaining peace and stability. The 2030 Agenda supports Cambodia’s vision and the Sustainable Development Goals (SDG) help orient further progress on reducing vulnerabilities and increasing sustainability. This will be achieved through: further investing in human development; diversifying the domestic economy; increasing productivity and competitiveness; seeking to realize human rights for all; achieving gender equality; and addressing factors giving rise to violence, insecurity and injustice. The UNDAF 2019–2023 seeks to support this meaningful vision and ensure it is aligned with the new development realities of the rapidly changing environment, for Cambodia to fully capitalize on emerging opportunities.

The UNDAF is the UN system’s collective approach in support of Cambodia’s priorities and needs, as articulated through national development priorities and plans, including the Rectangular Strategy-Phase IV and the Cambodian Sustainable Development Goals (CSDGs) Framework. It is shaped by the central themes of the SDGs, with five interconnected outcomes:







## PEOPLE - OUTCOME 1

### **EXPANDING SOCIAL OPPORTUNITIES**

By 2023, women and men in Cambodia, in particular marginalized and vulnerable populations, have their basic (economic and social) needs addressed equitably as they benefit from and utilize expanded quality social services and social protection in a more resilient, fairer and sustainable society.



## PROSPERITY - OUTCOME 2

### **EXPANDING ECONOMIC OPPORTUNITIES**

By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, benefit from expanded opportunities for decent work and technological innovations; and participate in a growing, more productive and competitive economy, that is also fairer and environmentally sustainable.



## PLANET - OUTCOME 3

### **SUPPORTING SUSTAINABLE LIVING**

By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, live in a safer, healthier, more secure and ecologically balanced environment with improved livelihoods, and are resilient to natural and climate change related trends and shocks.



## PEACE - OUTCOME 4

### **STRENGTHENING PARTICIPATION & ACCOUNTABILITY**

By 2023, women and men, including the under-represented, marginalized and vulnerable, benefit from more transparent and accountable legislative and governance frameworks that ensure meaningful and informed participation in economic and social development and political processes.



## URBANIZATION - OUTCOME 5

### **MANAGING URBANIZATION**

By 2023, women and men living in urban areas, including those marginalized and vulnerable, enjoy a safer, more secure and healthier life, utilizing quality public and private services, and benefiting from improved urban governance informed by their voice and participation.

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Work in each of the above priority areas will be developed and implemented through partnerships with all stakeholders, including the RGC, international and national partners, civil society and the private sector.

# INTRODUCTION

Since the adoption of the 2030 Agenda for Sustainable Development and the SDGs<sup>1</sup>, Cambodia has taken notable steps towards mainstreaming the agenda and monitoring progress against the SDGs. The process of SDG localization is completed. The CSDGs include 18 goals (17 global goals and one additional goal on mine action)<sup>2</sup> and accompanying targets<sup>3</sup>.

The national policy framework for sustainable development is reflected in the Rectangular Strategy-Phase IV, the socio-economic policy agenda of the RGC, and is made operational in the National Strategic Development Plan (NSDP) 2019–2023. The longer-term development goals are set out in the RGC’s Vision 2030, with ambitions to achieve upper-middle-income status by 2030, and Vision 2050, when Cambodia aspires to become a high-income country. The Rectangular Strategy Phase IV places acceleration of governance reform at its core, around four priority areas of human resource development, economic diversification, promotion of private sector development and employment, and inclusive and sustainable development<sup>4</sup>. The NSDP 2019–2023 is expected to build on the mid-term review of the plan, which emphasized the areas of poverty reduction and inclusive growth, agriculture, competitiveness, migration and urbanization, climate change and deforestation, governance, and human resource development.

The CSDG framework will be integrated into the NSDP 2019–2023, providing a policy framework to mainstream sustainable development into Cambodia’s national development planning processes.

The UNDAF 2019–2023 places the 2030 Agenda and the SDGs at its core, and is built on shared strategic development outcomes, common need and root cause analysis, risk assessment and management, monitoring, reporting and evaluation. It is aligned with the national development priorities and the CSDG framework.

The UNDAF was developed in line with 2017 UNDAF guidance in an interactive and participatory manner through consultations with the RGC, civil society, development partners, the private sector and other stakeholders. The UN did a thorough analysis of the situation in the country, and the evolving role of the UN system in Cambodia. The analysis helped inform what type of support the UN should provide in its next partnership with the RGC, focusing on areas where it can make the most difference in support of national development priorities and the 2030 Agenda.

<sup>1</sup> UN General Assembly resolution 70/1, Transforming our World: The 2030 Agenda for Sustainable Development.

<sup>2</sup> CSDG 18: To end the negative impact of mines and explosive remnants of war (ERW), and to promote victim assistance.

<sup>3</sup> RGC, 2018, CSDG Framework 2016–2030.

<sup>4</sup> The four priority areas are: 1) Human resource development: a) Improving the quality of education, science and technology, b) Vocational training, c) Improving public healthcare and nutrition;

and d) Strengthening gender equality and social protection; 2) Economic diversification: a) Improving logistics systems and enhancing transport, energy and digital connectivity, b) Developing key and new sources of economic growth, c) Readiness for digital economy and industrial revolution 4.0, and d) Promoting financial and banking sector development; 3) Promotion of private sector development and employment: a) Job market development, b) Promotion of small and medium enterprises and entrepre-

neurship, c) Public-private partnerships, and d) Enhanced competitiveness; and 4) Inclusive and sustainable development: a) Promotion of agricultural and rural development, b) Strengthening sustainable management of natural and cultural resources, c) Strengthening management of urbanization, and d) Ensuring environmental sustainability and readiness for climate change. Rectangular Strategy Phase IV (2018).



The following processes were undertaken to formulate this five-year programme:

**1. Independent evaluation:**

The UN commissioned an evaluation of the UNDAF cycles 2011-2015 and 2016-2018 to learn from existing experience and to inform planning for the next programme.

**2. UN Vision 2030 workshops:**

A multi-stakeholder inclusive and interactive visioning exercise based on foresight explored possible development futures for the UN in Cambodia. The event brought together over 100 representatives from UN organizations, the RGC, civil society, academia, media, the private sector, the emerging social and public entrepreneurial sector and other 'influencers'.

**3. Comparative advantage exercise:**

The UN examined its added value in Cambodia to complement the work of other development partners. This exercise allowed the UN to better understand where it may be more effective in its support.

**4. Country analysis:**

The UN reviewed existing development and demographic data about Cambodia through the Common Country Analysis, capturing its commitment to 'leave no one behind', through a strong vulnerability lens.

**5. Gender scorecard:**

The 2014 UN Gender Scorecard was updated in 2017 to assess the UN Country Team's performance on gender equality and women's empowerment, and how to improve performance in the next programme cycle.

**6. Strategic prioritization:**

Following these processes, the UN and the RGC agreed on the strategic priority areas for the next UNDAF cycle during a workshop attended by senior representatives and technical officials from the RGC, UN agencies, civil society, the private sector and development partners.

**7. Theory of change exercise:**

To inform the design of UN activities against the strategic priorities, a theory of change exercise was conducted, which developed the logic for all levels of UNDAF expected results.

## UNDAF CYCLES 2011-2015 AND 2016-2018: FINDINGS AND RECOMMENDATIONS FROM EVALUATION AND GENDER SCORECARD

An independent evaluation of the UNDAF cycles 2011-2015 and 2016-2018 assessed their relevance, effectiveness, efficiency, impact and sustainability. The evaluation found that previous UNDAFs reflected Cambodia's national priorities, in particular the aggregate UN interventions had led to some genuine successes in support of national priorities. However, UNDAFs had been less successful in capturing the added value of individual UN agencies.

Key issues highlighted by the evaluation related to the varied coherence of the design across outcomes; the limited use of a systematic application of a theory of change; and the indirect relationship between many of the indicators and performance targets of the previous two UNDAFs and the programmes for which they were supposed to account.

The evaluation also found that the limitations in critically resourcing interventions influenced the overall performance of the UN system. All UN agencies face budget reductions that have consequences for delivering programmes and ensuring their efficacy.

Declining success in mobilizing resources among agencies had a direct impact on the funds available for UNDAF outcomes.

The evaluation recommended that the UN system in Cambodia: (i) pursue more innovative approaches to programme implementation and partnerships; (ii) adopt greater flexibility and an experimental approach to design and delivery; and (iii) make improvements in programme-relevant data (UNDAF results matrices, performance indicators, targets, data collection procedures).

Given the likelihood of an overall decline in ODA grant to Cambodia and to UN agencies in particular, the evaluation recommended that the UN would need to: (a) look to non-traditional resource streams, and (b) develop plans that are better able to catalyse action within the RGC by linking Cambodia to international best practices and technical expertise.

The 2017 Gender Scorecard exercise reflected that without a dedicated outcome on gender, UN initiatives on gender equality and women's empowerment were less visible in the 2016-2018 UNDAF than in the 2011-2015 UNDAF. It recommended consolidation of the role of the UN theme group on gender in UNDAF formulation and monitoring, as well as joint UN efforts to promote the use of disaggregated data and gender budget tracking.





## COUNTRY CONTEXT

The UNDAF 2019-2023 marks a pivotal moment in the support of the UN in Cambodia to transition from the MDGs to the SDGs, and its recent graduation to a lower-middle-income country. Cambodia's progress on meeting the CMDGs has been impressive. It was one of the few countries globally to outperform the MDG targets in a number of areas related to eradicating extreme poverty and hunger, reducing child mortality, improving maternal health and forging global partnerships for development.

Cambodia has recorded impressive economic performances, sharp reductions in poverty, and significant gains in human development and governance reform. Economic growth has been maintained at above 7 percent for over two decades, and the country graduated from low-income to lower-middle-income country status in 2016. Underpinned by high labour market participation<sup>5</sup>, economic growth has largely been inclusive<sup>6</sup>. Income poverty has fallen substantially<sup>7</sup> over the last decade, while income inequality has remained relatively low<sup>8</sup>.

Cambodia's Human Development Index rose substantially in the last decades, placing it in the medium human development category and making it the eighth best performing country globally over this period<sup>9</sup>. Between 1990 and 2016,<sup>10</sup> Cambodia recorded sharp declines in child and maternal mortality; a marked increase in life expectancy; noticeable declines in deaths due to HIV/AIDS, malaria and tuberculosis, and improvements in the levels of stunting among children, although the latter remains high. Access to primary schooling is now almost universal with enrolment rates in primary school at almost 100 percent for both boys and girls, although quality challenges

remain<sup>11</sup>. Some pending land disputes have been continually addressed. Nation-wide land registration, including those for indigenous communities, has been promoted and accelerated. Social land concession and land for production to landless people, as well as incentives to the development of affordable housing, have been provided by the RGC.

Despite overall improvements in human development, Cambodia continues to face challenges. Today, around 4.5 million people in Cambodia remain near poor<sup>12</sup>, and are vulnerable to falling back into poverty. Individuals and communities remain vulnerable to several factors, including natural disasters, environmental degradation and economic slumps. Access to quality public health services has been identified as an area for further improvement by the national authorities. In some cases, land tenure and housing have been affected by large-scale development. Additional progress can also be made to ensure that public institutions are fully responsive to the rights of people, act according to the highest standards of transparency, and enhance citizen participation in public affairs and democratic decision-making.

Vulnerability is influenced by a number of interlocking transitions that are currently taking place in Cambodia, such as its middle-income country transition, the potential impact on socio-economic indicators of a possible withdrawal of the EU Everything But Arms (EBA) preferential trade tariffs scheme<sup>13</sup>, as well as the prospective initiation of the least-developed country (LDC) graduation process (although the latter not during this UNDAF period)<sup>14</sup>. This will affect eligibility for preferential trade regimes, notably for access to the US and/or EU markets, which has underpinned the growth of the garment and footwear sector for the last 20 years. Cambodia also continues its transition from a predominantly agriculture-based economy to one where

<sup>5</sup> Labour market participation is 88 percent for men and 81 percent for women. Cambodia National Institute of Statistics, Labour Force Survey 2012.

<sup>6</sup> World Bank Systemic Country Diagnostic (2018).

<sup>7</sup> Income poverty fell from 53 percent in 2004 to 13.5 percent in 2014. National Institute of Statistics, Ministry of Planning.

<sup>8</sup> The Gini Coefficient in Cambodia fell from 0.34 in 2009 to 0.28 in 2016. RGC (2018), CSDG Framework 2016-2030, Part 1.

<sup>9</sup> Cambodia's Human Development Index rose from 0.364 in 1990 to 0.582 in 2017. UNDP National Human Development Report 2018 (forthcoming).

<sup>10</sup> UNDP National Human Development Report 2018 (forthcoming).

<sup>11</sup> Primary school completion rates are at 83% and at 47% for lower secondary. Ministry of Education, Education Management Information System 2017/2018. The data includes public and private primary schools and lower secondary schools.

<sup>12</sup> World Bank (2017), The World Bank in Cambodia: Overview, from <http://www.worldbank.org/en/country/cambodia/overview>

<sup>13</sup> Preparations have been launched for a European Commission decision which will set in motion the formal procedure for temporary

withdrawal of Everything But Arms (EBA) preferences for Cambodia, including an official monitoring period. The procedure is concluded with another European Commission decision on whether or not to withdraw the EBA tariff preferences. Media release, EU Delegation to the Kingdom of Cambodia, 7 October 2018.

<sup>14</sup> Although Cambodia did not qualify for LDC graduation in the 2018 round, it is likely to be part of the LDC graduation list in 2021. However, taking into account the established graduation process, a start of the LDC graduation process in 2021 would lead to a final LDC graduation earliest in 2027.

manufacturing (mainly garments and construction) and services dominate, the latter somewhat driven by the tourism industry. While performing well, the export-led economy lacks diversification, is only slowly moving up the global value chain, and faces competitiveness and productivity challenges.

This transition has seen rapid urbanization and high levels of internal and external migration<sup>15</sup>, affecting both rural and urban areas. Projections suggest that by 2030 over one third of the Cambodian population will reside in urban areas.<sup>16</sup> Migration poses opportunities and challenges for migrants and their families, especially children. Challenges in expanding urban social service infrastructure to match an increasing population may result in new dimensions of poverty, calling for a new set of solutions.

Regionally, integration into the Association of Southeast Asian Nations (ASEAN) holds tremendous opportunities for Cambodia but also poses its own set of risks linked to labour capacity, among other things.

Cambodia has one of the youngest populations in Southeast Asia<sup>17</sup>. This dynamic and highly mobile population is poised to enter the work force and could be a major contributor to sustainable development and economic growth.

The RGC has been striving to consolidate peace, political stability and social order as the fundamental foundation to strengthen good governance, the rule of law and respect for human rights in accordance with national laws and regulations. Good governance continues to be at the core of national development priorities and progress continues on the implementation of public administration reform, public financial management reform and sub-national democratic development reform.

The RGC regards legal measures relating to freedom of association, peaceful assembly and expression and political rights undertaken since 2015 as aimed at enhancing the rule of law and social order in the country. The UN has provided inputs to the RGC about aligning these measures to international standards. In the meantime, the country held general election in July 2018, with a turnout rate of 83.02%. As a result, the new government was formed in September 2018 with the CPP obtaining all seats in the National Assembly<sup>18</sup>.

In response to CSO's concerns, the RGC indicates that it is strongly committed to promoting genuine partnership with CSOs in all aspects of development. Some initiatives were taken by the Ministry of Interior in removing certain administrative requirements, holding regular consultative fora with CSOs, and establishing an inter-ministerial working group to address their requests and concerns.

In November 2017, the Supreme Court ruled to dissolve the Cambodia National Rescue Party (CNRP) on charge of conspiracy and ban of its 118 members for five years on the same charge with the attempt to overthrow the legitimate Government of Cambodia. On 13 December 2018, an amendment to article 45 of the Law on Political Parties was approved by the National Assembly to pave the way for banned former opposition members to resume their political activities. The Law was promulgated by His Majesty the King on 02 January 2019.

While the administration of justice has been improving, the independence and impartiality of the judiciary, and the limited separation of powers and transparency in public affairs remain areas of concern<sup>19</sup>. The provision of public and judicial services has yet to earn enough trust from the public, and addressing corruption remains

<sup>15</sup> There are an estimated 4.2 million predominantly internal migrants, of which 8.3 percent are adolescents between the ages of 10 and 19 years (31 percent female, 27 percent male). Cambodia Inter-Censal Population Survey (CIPS) 2013.

<sup>16</sup> TUNICEF (2017), *State of the World's Children 2017: Children in a Digital World* (New York, 2017).

<sup>17</sup> UNFPA Cambodia (2013), Cambodia youth data sheet 2013. One third of Cambodia's population of 15.7 million people is under the age of 15 years; United Nations, *World Population Prospects: The*

2017 revision, key findings and advance tables; Working Paper No. ESA/P/WP/248 (2017). In addition, about 32 percent of Cambodia's population is between 15 and 29 years. Youth Well-Being Policy Review of Cambodia, Organization for Economic Cooperation and Development (OECD) Development Centre (2017), EU-OECD Youth Inclusion project.

<sup>18</sup> National Election Committee.

<sup>19</sup> Concluding Observations on Cambodia of the UN Human Rights Committee, 2015, CCPR/C/

KHM/CO/2 para 20. In addition, Cambodia currently ranks 112 of 113 countries in the World Justice Rule of Law Index 2017-2018 and 161 of 180 countries on the Corruption Perception Index 2017, the lowest scores among the ASEAN countries. World Justice Project, accessed at <http://data.worldjusticeproject.org/#groups/KHM> and Transparency International at <https://www.transparency.org/country/KHM>, accessed 19 August 2018.



a priority of the RGC<sup>20</sup>. A 2016 corruption perception survey points to deep citizen awareness of corruption, as well as higher expectations from the public in terms of accountability and transparency<sup>21</sup>.

Cambodia continues to be highly vulnerable to natural disasters<sup>22</sup> and climate change<sup>23</sup>. Forecasts predict more extreme weather events with human and economic consequences, potentially even more severe than the 2011 flood and 2015–2016 drought<sup>24</sup>. The RGC has responded with both mitigation and adaptation measures but requires technical and financial support to scale up, both at central and sub-national levels.

The rapid pace of development has placed natural resources and the environment under pressure<sup>25</sup>. In 2017, the RGC consolidated 40 percent of the land reserved for protection, to ensure conservation of natural resources and biodiversity. While forest cover remains high, deforestation and degradation of natural resources have posed threats to biodiversity conservation and climate change mitigation efforts such as REDD+<sup>26</sup>.

In urban areas, the combination of rapid population growth and industrial development has led to a surge in the volume of municipal and industrial solid waste. As a result of rapid urbanization and motorization, major cities such as Phnom Penh also face increasing levels of traffic congestion and air pollution.

## UN COMPARATIVE ADVANTAGE IN CAMBODIA

The UN's comparative advantage is defined by its evolving role in policy advisory work, which is underpinned by its specialist technical assistance, access to global and regional networks, strong relationship with the RGC, convening

power with development partners, civil society and the private sector, and ability to influence norm setting and policymaking.

The UN is uniquely positioned to support the RGC at different levels of public administration to meet its international obligations and to work with civil society to amplify the voice of the disadvantaged, vulnerable and marginalized. The UN will continue to connect Cambodia to international best practices and technical expertise. It will also support Cambodia's efforts to work more closely with regional bodies such as ASEAN and to promote South-South cooperation.

The UN's evolving policy advisory role in Cambodia is in keeping with a lower-middle-income country, post-ODA context, where domestic resources and private capital become more significant—emphasizing tax revenue mobilization, domestic borrowing and public-private partnerships.

The UN's engagement is likely to change and evolve as Cambodia continues its middle-income country transition, with the 2030 Agenda and the SDGs driving the discourse. The UN will need to: (i) ensure it remains flexible, decentralized, creative, adaptive and networked; (ii) tap skills and talents of a new set of change agents—the private sector, social entrepreneurs and young people; and (iii) broaden its portfolio to emphasize the role of global networker, 'connector' and 'collaboration-enabler', supporting the RGC in evidence-based policy options and highly strategic institutional capacity development interventions, drawing on international good practice and facilitating more regional and context-relevant ASEAN and South-South cooperation.

<sup>20</sup> RGC (2018), Rectangular Strategy Phase IV.

<sup>21</sup> Transparency International (2016), Global Corruption Barometer: People and corruption: Cambodia and Asia Pacific.

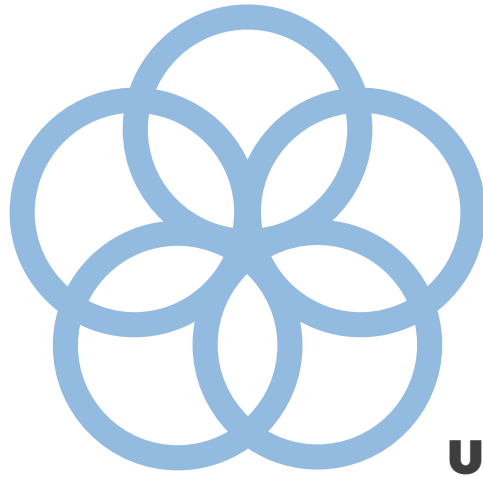
<sup>22</sup> World Risk Report (2017). Cambodia ranks eighth among 171 countries in the World Risk Report 2017 due to significant exposure to natural hazards and the limited adaptive and coping capacities of its population, and of national and local structures to prevent and mitigate the effects of disasters.

<sup>23</sup> Cambodia ranked second in an assessment of countries exposed to productivity losses due to rising temperatures. This is due in part to a high dependence on agriculture and people living in flood-prone areas. Climate Change Vulnerability Index, 2017; UNU Global Risk Index 2017; Standard and Poor's 2014 and CCVI 2014; and UNDP (2016), Climate Change and Labour: Impacts of Heat in the Workplace.

<sup>24</sup> PCrothers (2016).

<sup>25</sup> FAO-USAID (2015), 'Drivers of deforestation in the Greater Mekong Sub-region, Cambodia country report 2015', accessed at <http://www.leafasia.org/sites/default/files/public/resources/Cambodia%20Final-Revised-Nov2015.pdf>

<sup>26</sup> Forest cover declined to 49.5 percent (2014) from 73.3 percent (1990), UNDP HDR (2016). A total of 2.96 Gt of carbon is stored in Cambodia's ecosystems (MoE UNFCCC submission 2017), while Cambodia's forests host more than 2,000 known plant species, 500 birds, 100 mammals and 800 fish, providing sanctuaries to almost 2 percent of globally threatened species (IUCN's Red List).



## **UNDAF** OUTCOMES AND THEORY OF CHANGE

The 2030 Agenda is universal, integrated, transformative and people-centred. It is strongly grounded in human rights principles with the aim of ending poverty, protecting the planet, fostering peaceful, just and inclusive societies free from fear and violence, and ensuring prosperity. The SDGs build on the MDGs and provide an ambitious agenda that integrates the economic, social and environmental dimensions of sustainable development with the need for inclusive and peaceful societies. The SDGs seek to realize the human rights of all, with no one left behind. Achieving gender equality and the empowerment of all women and girls is central to the agenda as a stand-alone goal, and is recognized as a crucial contribution to progress across all the goals and targets.

The RGC is fully committed to the 2030 Agenda. For the UN in Cambodia, the CSDGs<sup>27</sup> provide a framework for a more integrated UN system that has embraced the interconnected nature of sustainable development challenges.

The overall vision of the Cambodia UNDAF is to complement efforts of the RGC and all stakeholders to realize the 2030 Agenda. Central to this will be collective efforts to promote the realization of basic rights—civil, cultural, economic, political and social—of all people in Cambodia, in particular through reducing inequities and vulnerability among those left behind.

Using its comparative advantage based on the different mandates of individual entities, the UN will, through the UNDAF, provide financial and technical support to the RGC to develop and implement plans, policies and frameworks to ensure prioritization of issues affecting the most disadvantaged groups. The UN will also support addressing prohibitive social norms and gender inequality currently preventing girls, boys, women and men from exercising their rights and demanding accountability from duty bearers, and from adopting safe behaviours and practices. National and sub-national administrations and private sector institutions will be strengthened to equitably deliver quality services, especially targeting the most disadvantaged groups.

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<sup>27</sup> The Ministry of Planning is leading the effort to localize the SDGs in Cambodia.

To realize its vision, the UNDAF is shaped by the central themes of the 2030 Agenda and the SDGs—People, Planet, Prosperity, Peace and Partnership—around five inter-related UNDAF outcomes, taking into account the analysis made of Cambodia’s opportunities and challenges and considering the UN’s comparative advantage in the country.

### The five UNDAF outcomes are:

- Expanding social opportunities
- Expanding economic opportunities
- Promoting sustainable living
- Strengthening participation and accountability
- Managing urbanization

The development of the UNDAF has been underpinned by the four global UNDAF integrated programming principles vital to the Cambodian country context: (i) leave no one behind; (ii) human rights, gender equality and women’s empowerment; (iii) sustainability and resilience; and (iv) accountability<sup>28</sup>. The UNDAF also adopts the six mutually reinforcing UN programming approaches<sup>29</sup>.

The UNDAF vision can be achieved when the RGC progressively and equitably increases domestic resources to support the collectively identified UNDAF priorities, aligned to national policies and sector plans, including the Rectangular Strategy Phase IV and the CSDGs.

## PROGRAMMING PRINCIPLE

### LEAVE NO ONE BEHIND

*Leaving no one behind and reaching the furthest behind first* is the central premise of the 2030 Agenda. It represents the unequivocal commitment of the UN to support the RGC to address the multi-dimensional causes of poverty, inequality and discrimination, and reduce vulnerabilities including of the most marginalized people, including women, refugees, people with disabilities, internally displaced persons, migrants, minorities, indigenous peoples, stateless persons, asylum seekers and populations affected by conflict and natural disasters.

As the overarching programming principle for the UNDAF, *leaving no one behind* requires that the UN system in Cambodia prioritizes its programmatic interventions to address the situation of those most marginalized, discriminated against and excluded, and to empower them as active agents of development. Individuals and groups may be at risk of being left behind not only because of their personal vulnerabilities, but also because their distinct and specific entitlements and needs may not be visible, recognized or prioritized by their societies.

Because of its overarching and unifying nature, the principle of leaving no one behind is a cornerstone for coherence across the development, humanitarian, human rights and peace-building agendas. In humanitarian and other crises, shocks and changes, it calls for consideration of the disproportionate impacts on the most vulnerable people and a focus on the protection of people most at risk, including displaced populations and those most likely to be affected by climate change and natural disasters. *Leave no one behind* is elaborated through the other three integrated UNDAF programming principles.

<sup>28</sup> For more details see UNDC, ‘Principles for integrated programming’, accessible at <https://undg.org/programme/undaf-guidance/principles-for-integrated-programming/>.

<sup>29</sup> The six approaches are: (i) Results-focused programming; (ii) Capacity development; (iii) Risk-informed programming; (iv) Development, humanitarian and peace-building links; (v) Coherent policy support; and (vi) Partnerships.

For further details, see UNDC, ‘Key approaches for integrated programming’ accessible at <https://undg.org/programme/undaf-guidance/principles-for-integrated-programming/>.

As part of the development of this UNDAF, the UN system developed a 'theory of change' for each of the five outcomes. This exercise resulted in the formulation of results chains underpinned by the comparative advantages based on different mandates of UN entities, describing the relationship between lower -- and higher-level results that the UN is seeking to achieve. It also identified the preconditions, risks and assumptions, that lie between different levels of change. The theory of change explains how specific outcomes contribute to changes at the impact level, where realization of basic rights by all Cambodian people is promoted (and what

those changes are). It identifies actions that are sufficient and necessary to achieve specific outcomes. As such, the theory of change substantially contributed to the design of the UNDAF outcomes and intermediate outcomes. Three intermediate outcomes were developed for each of the five outcomes, broadly classified under: (i) promoting *demand* from rights holders including for quality services, realization of basic rights and accountability; (ii) strengthening the capacity of the duty bearer to *supply* quality services and realize basic rights; and (iii) creating an *enabling environment* for access to services and realization of rights.

## PROGRAMMING PRINCIPLE

### HUMAN RIGHTS



This principle recognizes that UN programming in Cambodia is guided by international norms and standards.

These provide the normative basis to address the situation of individuals and groups which are, or are at risk of, being left behind, not only because of their vulnerabilities, but also as a result of remaining inequalities and discrimination that prevent them from accessing services and resources. The UN's contribution to protecting and promoting human rights is both a normative duty and an operational imperative for ensuring more equitable and sustainable development outcomes.

The 2030 Agenda is strongly grounded in human rights. Cambodia is party to eight of the nine UN core human rights treaties<sup>30</sup>

and four of their optional protocols. Its implementation of most of these instruments<sup>31</sup> has been reviewed by the corresponding treaty bodies, and there is a significant corpus of concluding observations that remain valid today across the whole spectrum of civil, cultural, economic, political and social rights, and the protection of specific groups. Cambodia has participated in two reviews within the Universal Periodic Review (UPR) process and is due to undergo its third review in 2019. To date, the Human Rights Council has also maintained the mandate of the Special Rapporteur on the situation of human rights in Cambodia, which reports annually to the council<sup>32</sup>. The UN in Cambodia will, through the UNDAF, support the implementation of the recommendations from these UN human rights mechanisms,

<sup>30</sup> PCambodia has not ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families. While distinct from the core human rights treaties, Cambodia has ratified—as the only country in the region apart from the Philippines—the 1951 Refugees Convention.

<sup>31</sup> Cambodia has not yet submitted its initial reports on the implementation of the Convention for the Protection of All Persons from Enforced Disappearance and the Convention on the Rights of Persons with Disabilities, both due in 2015.

<sup>32</sup> [Thttps://www.ohchr.org/EN/Countries/AsiaRegion/Pages/KHIndex.aspx](https://www.ohchr.org/EN/Countries/AsiaRegion/Pages/KHIndex.aspx).

including the third cycle of the UPR recommendations, due to be adopted in mid-2019. A matrix of selected UN human rights mechanisms and recommendations is attached in Annex IV and will be updated once the recommendations from the third UPR cycle have been adopted.

The Cambodian constitution provides for a separation of executive, judicial and legislative powers and guarantees respect for citizens' fundamental rights contained in the Universal Declaration of Human Rights and other international human rights instruments. Many of these rights are expressly set out in the constitution, among them the right to life, the right to freedom of expression and association, the right to peaceful protest, and the protection of legal ownership. The constitution sets obligations for the state to respect the rights of children and prohibits all forms of discrimination against women.

During the UNDAF cycle 2019-2023, the UN in Cambodia will continue to use human rights as a key programming principle to support the development of interventions



that address deprivations and unequal enjoyment of human rights, and support access to information and basic services without discrimination. Given the central importance of human rights to the achievement of sustainable development, the UN will continue to provide policy and technical support to help realize the human rights of people in Cambodia. This will require a renewed emphasis on strengthening the capacities and human rights awareness of both duty bearers and rights holders, and creating and maintaining a safe and enabling environment for multi-

stakeholder dialogue. It will also require enhancing access to justice with equity, adherence to rule of law that abides by international standards of due process and transparency, and promoting more responsive and accountable institutions and a system of public oversight. Aligning policies and legal enforcement at all levels with international human rights standards, and expanding access to essential public services, will also help mitigate existing and new forms of vulnerability in the political, social and economic spheres.

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The pathways of change articulated in the theory of change are summarized under the three intermediate outcomes for each of the five outcome chapters below. Each UNDAF outcome chapter outlines the following structure for the UN's response:

### **1. Opportunities and challenges**

This section outlines the underlying developmental root causes identified in the country analysis.

### **2. UN response and rationale:**

This section outlines the specific priorities that the UN will focus on in this UNDAF period, considering national development priorities, the UN's comparative advantage and the work of other development partners.

See also the theory of change schematics developed for each outcome in Annex III.



## PROGRAMMING PRINCIPLE

### HUMAN GENDER EQUALITY AND WOMEN'S EMPOWERMENT

**Gender equality and the empowerment of women and girls are essential to the achievement of the SDGs, both as a stand-alone objective and as a key enabler of sustainable development.**

Cambodia is a signatory to international human rights conventions that address women's rights, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional Protocol. Gender equality is enshrined in the constitution and features prominently in national policies and strategies.

Cambodian women have made significant progress along many dimensions of human development, but Cambodia was ranked 99<sup>th</sup> out of 144 countries in the 2017 Gender Gap report and 11<sup>th</sup> out of 18 countries in the region<sup>33</sup>. This reflects limited progress in reducing gender gaps in political representation, leadership roles and economic opportunity, despite significant progress in relation to reducing gender gaps in education and health. A 2017 Social Protection System review<sup>34</sup> (OECD 2017) revealed that 22.5 percent of female-headed households were assessed as poor compared to 20.1 per cent of male-headed households. In a male-headed household, a woman's lack of decision-making power may limit her ability to influence decisions around health seeking, children's

education, and control and use of resources. Some 86 percent of women report participating in key household decisions<sup>35</sup>, but the proportion is lower for women who are younger, not in waged employment or for those who have no children. Values and norms related to gender roles and women's position in society are changing, particularly in urban areas. However, one in five women have experienced physical or sexual violence from an intimate partner<sup>36</sup> and domestic violence is widely accepted as part of gendered power relations, with 50 percent of women believing that there is at least one reason that justifies wife beating<sup>37</sup>. About one third of young people aged 13–24 years condone spousal physical violence and more than 90 percent endorse at least one negative gender attitude towards sexual practices and intimate partner violence<sup>38</sup>. About half (49 percent) of the women who reported experiencing intimate partner violence had never told anyone about the violence, and only 24 percent of the women had sought help from formal services<sup>39</sup>. Rural women and women with disabilities experience higher levels of discrimination and inter-personal violence<sup>40</sup>. Male sexual entitlement has been identified as a driver of sexual violence in Cambodia, with 21 percent of men reporting that they have ever raped a woman<sup>41</sup>. Evidence is emerging that sexual harassment is a significant but probably under-reported issue.<sup>42</sup>

Discrimination against lesbian, gay, bisexual, transgender, queer and intersex (LGBTQI) persons is another dimension of gender inequality. LGBTQI persons in Cambodia do not face specific legal prohibitions, but there are also no specific legal or normative protections for their rights<sup>43</sup>. LGBTQI youth face significant levels of bullying in school<sup>44</sup>, while discrimination in the community, workplace and family is common<sup>45</sup>.

The UNDAF will provide strengthened targeting and integration of specific gender interventions across all programme areas through supporting systematic efforts to remove gender biases and discrimination in existing laws, policies and practices; enhancing women's voice and agency through participation in decision-making at all levels; supporting women's equal access to assets, financial services, information and communications technology and economic opportunities; promoting the safety and human rights of women and girls by addressing gender-based violence; and challenging discriminatory social norms, including through the engagement of men and boys in partnership and coordination with the RGC and key stakeholders. Evidence-based advocacy on gender will be supported by adequately gender-disaggregated data from national surveys and administrative data collection systems.

<sup>33</sup> [reports.weforum.org/global-gender-gap-report-2017/dataexplorer/?doing\\_wp\\_](https://reports.weforum.org/global-gender-gap-report-2017/dataexplorer/?doing_wp_)

<sup>34</sup> OECD (2017), Social Protection System Review.

<sup>35</sup> Cambodia Demographic and Health Survey, 2014, measured based on women's control of

decisions about their own healthcare, major household purchases and visits to relatives.

<sup>36</sup> Ministry of Women's Affairs (2015), National Survey on Women's Health and Life Experiences.

<sup>37</sup> National Institute of Statistics (2015) Cambodia Demographic and Health Survey, 2014: <https://dhsprogram.com/pubs/pdf/fr312/fr312.pdf>.

<sup>38</sup> [https://www.unicef.org/cambodia/UNICEF\\_VAC\\_Full\\_Report\\_English.pdf](https://www.unicef.org/cambodia/UNICEF_VAC_Full_Report_English.pdf).



## PROGRAMMING PRINCIPLE

### SUSTAINABILITY AND RESILIENCE

**The 2030 Agenda highlights the link between sustainability and resilience and that strengthening the resilience of societies, economies and the natural environment can help countries, communities and the poor to withstand shocks, embrace uncertainty and manage risks.**

There are also strong links between sustainability and resilience, and peace and security. Strengthening the capacities of national institutions and communities is the foundation of resilience, and of ensuring that gains are sustainable.

The Cambodian people depend heavily on the environment and natural resources for their livelihoods, as attested by the number of long-term land disputes. Environmental sustainability is critical to ensuring sustained and inclusive economic growth and social development in Cambodia. The country is highly vulnerable to increased levels of pollution, waste, uncontrolled exploitation of its natural resources and climate change. This vulnerability is most felt by the poorest and most vulnerable. The RGC has ratified the UN Framework Convention on Climate Change

(UNFCCC), and has committed itself in the Rectangular Strategy Phase IV to ensuring sustainable management of natural resources, environmental sustainability and readiness to respond to climate change. This commitment will need to be coupled with strengthened investment, including in risk-mitigation strategies, improving land tenure security, and social protection measures to reduce individual and collective vulnerabilities. Relevant laws and policies<sup>46</sup> need to be implemented and monitored, ensuring their integration into sectoral plans. The UN will continue to support the RGC in climate-resilient planning and in its engagement with global initiatives related to climate change.

The sustainability and resilience principle will be integrated through each stage of the UNDAF process. All UN interventions will seek to reduce risk and build resilience through strengthening national capacities and policy support, and to mainstream sustainability and resilience across programmes. This will take place within the national development framework, building on existing capacities,

assets and systems, and based on national capacity assessments and strategies. The UNDAF will take into account how the legal, policy and institutional environment, as well as economic and social patterns, affect the resilience of communities, especially for vulnerable and excluded groups. It will support links to the implementation of internationally agreed policy frameworks or conventions ratified by Cambodia with the potential to facilitate integrated implementation of the SDGs<sup>47</sup>.



<sup>39</sup> Ministry of Women's Affairs (2015), National Survey on Women's Health and Life Experiences.

<sup>40</sup> Astbury, Jill and Faren Walji (2013), 'Triple Jeopardy: Gender-based Violence and Human Rights Violations Experienced by Women with Disabilities in Cambodia', Phnom Penh: AUSAID.

<sup>41</sup> <http://partners4prevention.org/resource/cambodia-quantitative-study-report>.

<sup>42</sup> For example, one in five women in the garment industry reported sexual harassment, according to ILO (2012), Action-Oriented Research on Gender Equality and the Living Conditions of Garment Factory Workers in Cambodia.

<sup>43</sup> Cambodian Center for Human Rights (2015), LGBT Bullying in Cambodia's Schools.

<sup>44</sup> According to the Cambodian Center for Human Rights' research cited above, 62.7 percent reported bullying, and in over 90 percent of cases this was reported to be attributable to SOGIE. Around 40 percent reported that bullying was physical or sexual. Reported impacts included leaving school, poor self-esteem, depression and suicide attempts.

<sup>45</sup> Salas, V. S. and Sorn, S. (2013), An Exploration of Social Exclusion of Lesbians, Gays and Transgender Persons in Families and Communities in Some Areas of Cambodia and their Ways of Coping. Salas and Sorn report 48.3 percent of people surveyed experienced exclusion and discrimination in school, 93.3

percent in health facilities, 71.8 percent in the workplace and 43.6 percent in other venues.

<sup>46</sup> Relevant laws and policies, including the National Policy on Green Growth (2013), the National REDD+ Strategy and the Cambodian Climate Change Strategic Plan 2014-2023, need to be implemented and monitored, ensuring their integration into sectoral plans.

<sup>47</sup> These include the Paris Agreement, the Addis Ababa Action Agenda, the UNFCCC, the Sendai Framework for Disaster Risk Reduction, the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests, and the Quito Declaration on Sustainable Cities and Human Settlements for All.

## PROGRAMMING PRINCIPLE

### ACCOUNTABILITY

The 2030 Agenda includes commitments to greater accountability at global, regional and national levels, and to corresponding mechanisms for implementation and follow up. The UN has committed itself to support these actions, and to help build “effective, accountable and inclusive institutions at all levels” (SDG 16). It requires strengthened national capacities of duty bearers to deliver on their obligations, with effective oversight mechanisms in place. For the UN, accountability also

requires robust data and information for policy formulation, programme design, implementation and monitoring and evaluation (M&E). This is also critical for managing risk and delivering better results. These requirements apply to national and sub-national policy processes and to the work of the UN in Cambodia.

Higher standards of social accountability are supported through citizen engagement, responsive service delivery, effective

institutions and transparent sharing of information, combined with strengthening voice through improving the capacity of rights holders. It also requires strengthened national capacities of duty bearers to deliver on their obligations, with effective oversight mechanisms in place. RGC has committed itself to strengthening accountability and integrity in the public administration in the Rectangular Strategy- Phase IV, under its core strategy of accelerating governance reform.



UN response within Outcome 1 is closely linked to the following CSDGs and priority areas in the Rectangular Strategy Phase IV:





## **EXPANDING SOCIAL OPPORTUNITIES**

By 2023, women and men in Cambodia, in particular marginalized and vulnerable populations<sup>48</sup>, have their basic (economic and social) needs addressed equitably, as they benefit from and utilize expanded quality social services<sup>49</sup>, and social protection in a more resilient, fairer and sustainable society.

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<sup>48</sup> Marginalized and/or vulnerable populations include: women, children, young people, sex workers, lesbian, gay, bisexual and transgender people, people who use drugs, people living with HIV, people with disabilities, refugees,

internally displaced people, stranded migrants and victims of trafficking, and prisoners.  
<sup>49</sup> Social services include healthcare, nutrition and education.



## OPPORTUNITIES & CHALLENGES

### RECTANGULAR STRATEGY PHASE IV

#### **Human resource development, in particular:**

- Improving the quality of education, science and technology;
- Vocational training;
- Improving public healthcare and nutrition;
- Strengthening gender equality and social protection.

#### **Promotion of private sector development and employment, in particular:**

- Job market development.

### HUMAN DEVELOPMENT

**C**ambodia has achieved remarkable development progress, achieving most of the health-related MDGs. Between 1990 and 2016, the under-five and infant mortality rate decreased as a result of improvements in the quality and coverage of antenatal and postnatal care, immunization and in the underlying determinants of child health<sup>50</sup>. This reduction of the maternal mortality ratio is associated with institutional deliveries, emergency obstetric and neonatal care (EmONC) and skilled birth attendance<sup>51</sup>.

The next five-year national planning cycle will offer an opportunity to sustain and expand progress achieved in the areas of communicable diseases and maternal and child health, in order to achieve the more ambitious SDG targets for maternal and child mortality reduction and promote equitable access to sexual and reproductive health and rights. This includes family planning, especially in rural areas and for the most vulnerable, young people and adolescents.

Given the rapid and on-going epidemiological and demographic transitions in Cambodia, the next five years present an opportunity for the health system to evolve more and expand from reproductive maternal and child health and priority communicable diseases to a comprehensive health system aiming to provide universal health coverage, by ensuring access and quality health services affordable for all. This will need to address the increasing epidemics of non-communicable diseases and injuries, ensure health security to prevent and control outbreaks and other public health emergencies (with early detection and timely response), and shift funding from being donor-dependent to being funded predominantly by domestic resources.

<sup>50</sup> Between 1990 and 2016 the under-five mortality rate decreased from 116/1,000 live births to 31/1,000 live births, and infant mortality decreased from 85/1,000 live births to 26/1,000 live births. National Institute of Statistics, Cambodia Demographic Health Survey, 2014.

<sup>51</sup> The maternal mortality ratio reduced from 472/100,000 live births in 2000 to 170/100,000 in 2014. National Institute of Statistics, Cambodia Demographic Health Survey, 2014.



In line with the measures of the Rectangular Strategy Phase IV and to achieve the range of SDG 3 health targets, the UN will support the RGC to: (i) further strengthen implementation of the Health Strategic Plan (2016–2020), (ii) promote universal health coverage, (iii) improve the quality of healthcare delivery, including quality control and inspection, (iv) improve human resource development strategies and equitable staff deployment, (v) strengthen prevention of communicable and non-communicable diseases through increased awareness on hygiene, food safety and healthcare, and (vi) support the expansion of social protection schemes for poor pregnant women and children under 2 years old.

Cambodia's HIV response over the past two decades has been highly successful and has led the country to be one of seven countries globally to achieve the 90-90-90 targets<sup>52</sup>. The number of new HIV infections has fallen substantially<sup>53</sup>, and Cambodia has the highest treatment coverage in the Asia-Pacific region<sup>54</sup>. This success, while driven by the RGC and civil society, has been heavily dependent on external financial and technical support<sup>55</sup>. HIV disproportionately affects key populations in Cambodia, including people who inject drugs, female entertainment workers, men who have sex with men and transgender people. With Cambodia's HIV response being at the crucial stage of ending AIDS by 2025, maintaining the gains and sustaining the response in the medium and long term is of critical importance.

While Cambodia has seen dramatic reductions in tuberculosis and malaria, it remains a high-burden country for tuberculosis, and reductions in malaria cases have recently stagnated. The focus will be on accelerating efforts to control tuberculosis, eliminating malaria, and addressing the threat of multi-drug resistant malaria. The UNDAF will also support RGC's efforts to strengthen national capacity to respond to and prepare for health emergencies, including outbreaks of infectious diseases.

Improvements in nutrition in Cambodia have yet to match the success in economic development and other social indicators. Rates on stunting, wasting and underweight among children under 5 years continue to be among the highest in the region<sup>56</sup>. The disparity in stunting prevalence between poorest and richest children is substantial<sup>57</sup>. Lack of progress in improving nutrition indicators, including for pregnant and breastfeeding mothers, is partially explained by stagnant trends in some determinants of nutrition, including diarrhoea prevalence, improper complementary feeding, and inadequate water, sanitation and hygiene (WASH) practices.

Both wasting and stunting are associated with increased mortality, and where they coexist, the risk multiplies<sup>58</sup>. Factors facilitating rapid catch-up growth, such as early healthcare seeking behaviour, effective treatment for illness and wasting, and the availability of adequate diets for recuperation, are likely to positively impact the cycle of infection → wasting → stunting<sup>59</sup>.

There have been significant gains in primary education, including an increase in net enrolment over the last two decades<sup>60</sup>. However, children from poor rural families, with disabilities, and from ethnic and linguistic minorities are more likely to be excluded from, or to not complete, primary school. Despite the gains in primary education, lower secondary completion rates remain low, directly influencing access and completion of upper-secondary education, as well as tertiary and higher education<sup>61</sup>. This is the result of multiple factors, including that many children drop out of school to enter early employment. While the gender gap in lower secondary schools has been narrowed, regional and income discrepancies are high when it comes to boys' education. Quality of education is an on-going issue to be addressed, with the majority of children from early childhood to secondary education not reaching age-appropriate learning

<sup>52</sup> UNAIDS (2017), Ending AIDS: Progress Towards the 90-90-90 Targets.

<sup>53</sup> The number of new HIV infections had fallen to less than 1,000 per year in 2017. AIDSinfo. UNAIDS.org.

<sup>54</sup> Ibid.

<sup>55</sup> International investments amounted to 82 percent of financing for the HIV response in 2015. National AIDS Authority, Cambodia's Fifth National Aids Spending Assessment (NASA) 2014-2015.

<sup>56</sup> 32 percent of children are stunted, 10 percent wasted and 24 percent underweight with no apparent gender differences. UNICEF, State of

the World's Children 2017: Children in a Digital World (New York, 2017).

<sup>57</sup> 42 percent of the poorest girls and boys are stunted, compared to 19 percent of the richest children. UNICEF, State of the World's Children 2017: Children in a Digital World (New York, 2017).

<sup>58</sup> USAID (2014), The Relationship Between Wasting and Stunting, Policy, Programming and Research Implications, technical briefing paper, July 2014.

<sup>59</sup> Evidence suggests that wasting adversely affects linear growth in that episodes of wasting in the previous three months (approximately) have an impact on attained length-for-age. Therefore, early identification and treatment of

wasting may play a role in the prevention of stunting in particular contexts. USAID (2014), The Relationship Between Wasting and Stunting, Policy, Programming and Research Implications, technical briefing paper, July 2014.

<sup>60</sup> Net enrolment in primary education increased from 82 percent in 1997 to 93.5 percent (93.9 percent for girls) in 2016/2017. Ministry of Education, Youth and Sport: Education management information statistics, 2016/2017.

<sup>61</sup> Lower secondary completion rates were 39.4 percent for boys and 46 percent for girls in 2016/2017. Ministry of Education, Youth and Sport: Education management information statistics, 2016/2017.



standards<sup>62</sup>. There is a lack of resources for science, technology, engineering and maths (STEM) and quality assurance in higher education<sup>63</sup>.

Many young people, especially the most marginalized and vulnerable, need information and access to comprehensive sexuality education, which also includes knowledge on HIV/AIDS and menstrual hygiene for adolescent girls<sup>64</sup>. Teenage pregnancy has increased, particularly among the most marginalized and vulnerable youth (including in the north-east region)<sup>65</sup>.

There has been increased momentum to introduce laws to protect children and women<sup>66</sup>, however the country still lacks a systems-based approach built on a national vision for protecting children from harm. This includes having a legal framework and a comprehensive child protection law; defining a unified commune-level service delivery mechanism; improving RGC's agency coordination and collaboration with non-governmental organizations (NGOs); enhancing the human resource base (particularly qualified social workers); and strengthening monitoring and accountability systems. The same applies to violence against women and girls, which has negatively affected their well-being in all aspects, as well as their contribution to the country's development. Sexual and gender-based violence including rape and domestic violence remains a challenge<sup>67</sup> and the effective implementation of existing policies and strategies to address this phenomenon poses a concern, while a well-functioning multi-sectoral referral system for survivors is still in the early stages of development. Women and children face significant barriers to accessing protection services and the formal justice system. These challenges are compounded by the response of law enforcement agencies, which is often limited, resulting in de facto impunity for those involved in these forms of crimes and violence.

## SOCIAL PROTECTION

The RGC has made commitments to enhance the social protection system in Cambodia through the adoption of the National Social Protection Policy Framework (NSPPF) 2016–2025, covering contributory social insurance and non-contributory social assistance. The NSPPF brings together all social protection work under one policy document for the first time and prioritizes cash transfers for poor pregnant women and children. An enhanced policy oversight and coordination structure has also been put in place to support the NSPPF's implementation<sup>68</sup>.

Through advocacy, the UN will continue to support increased public spending on social protection and expanded coverage of social protection among poor households. The largest social protection scheme in terms of coverage is the Health Equity Fund, which operates nationally and provides access to healthcare and other benefits to three million mostly poor individuals. However, efforts should continue to ensure that the majority of the population is covered by financial protection for healthcare. Continued efforts of the RGC to reduce out-of-pocket expenditure on health are applauded, bringing this closer to regional and global standards, and thereby reducing exposure to economic shocks, especially for those who are just above the poverty line<sup>69</sup>.

Social insurance is at a preliminary stage and efforts should be directed to reducing fragmentation, including in terms of access of workers in the formal private sector compared to public sector workers<sup>70</sup>. An inclusive social security system that also covers the informal sector, where more than 90 percent of the workforce operates, will help reduce vulnerability to life cycle shocks and economic downturns.

There is an urgent need to address the financial viability of the social protection system. Implementing contributions for public servants is an important and urgent first step towards a sustainable pension system that covers the entire workforce, as envisaged by the NSPPF.

<sup>62</sup> Ministry of Education, Youth and Sport, Education Quality Assurance Department (EQAD), 2017–2015 National Learning Assessment in Khmer for Grade 3.

<sup>63</sup> Ministry of Education, Youth and Sport, Education Congress 2018, Report on Higher Education Sub-Sector Challenges.

<sup>64</sup> Data shows a decline of comprehensive knowledge about HIV/AIDS among female adolescents aged 15–24 from 44 percent in 2010 to 38 percent in 2014. Cambodia Demographic and Health Survey, 2014.

<sup>65</sup> Teenage fertility for 15- to 19-year-olds rose from 47/1000 adolescents in 2005 to 57/1000 in

2014, National Institute of Statistics, Cambodia Demographic and Health Survey, 2014.

<sup>66</sup> The Inter-Country Adoption Law, the Law on Suppression of Human Trafficking and Sexual Exploitation and its Explanatory Note, the Law on the Protection and Promotion of the Rights of Persons with Disabilities, the Law on



## UN RESPONSE AND RATIONALE

**T**he pathways of change articulated in the theory of change are summarized under the three intermediate outcomes outlined below for UN response and rationale.

### *SUB-OUTCOME 1.1*

**By 2023, women and men, in particular marginalized and vulnerable populations, increasingly seek quality services and the realization of their basic rights, including during emergencies.**

The UN will support stronger individual and community buy-in and demand for quality social services at the local level, particularly for vulnerable populations, through strengthening people's engagement with local administration and supporting participatory monitoring mechanisms. It will support on-going behavioural change communication to engage community leaders to stimulate demand for quality services, including during emergencies. Interventions will support the community-wide use and monitoring of resources in districts, and promote reinforcement through partnerships with radio and television programmes and digital media platforms.

The UN will advocate with line ministries and sub-national administrations to ease the financial burden of using basic services. This includes advocacy for free and universal access to basic social services, such as healthcare, nutrition and education, and removing user fees through developing comprehensive pooled financing schemes that reduce the burden to the individual. It also includes ensuring evidence-based and equitable access to social protection schemes and services that can support the most vulnerable and marginalized.

*This sub-outcome is closely linked to sub-outcomes 3.2, 4.2, 5.1 and accelerator 1, which all relate to ensuring greater access to quality services.*

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Domestic Violence, the Sub-Decree on the Management of Residential Care Institutions (2015) and the Juvenile Justice Law are among the major achievements.

<sup>67</sup> Data shows that 20 percent of ever partnered women and girls (aged 15 and above) have experienced physical or sexual violence by a current or former intimate partner in the

previous 12 months. Ministry of Women's Affairs (2015), National Survey on Women's Health and Life Experiences. In addition, around 27 percent of men aged 15-49 and 50 percent of women agreed that a husband is justified in beating his wife for specific reasons. Cambodia Demographic and Health Survey 2014.

<sup>68</sup> The National Social Protection Council (NSPC) has been established and is chaired by the Minister of Economy and Finance. Its members are ministers from relevant ministries. A General Secretariat has been established within the Ministry of Economy and Finance to support functionality of the NSPC.



### *SUB-OUTCOME 1.2*

**By 2023, public and private sectors provide quality services and expanded coverage for marginalized and vulnerable populations in line with international standards and norms (including during emergencies)**

The UN seeks to strengthen the capacity of national and sub-national service providers to deliver equitable quality and accessible basic services, including during emergencies. These include healthcare, nutrition, social welfare, rehabilitation and education, including comprehensive sexuality education, water and sanitation, and protection of vulnerable populations, including people with disabilities. The UN will support the development of resilient national systems that prepare for and anticipate emergencies, and that develop surge capacity to reconfigure and respond rapidly in the event of emergencies, with a focus on marginalized groups.

Promoting multi-sectoral collaboration in policy development and programme implementation is key to improving social outcomes in an efficient way. This requires integrated service delivery and interventions from both line ministry sectors and the private sector.

In addition to technical support to line ministries, the UN will provide technical support to the Ministry of Planning, the Ministry of Economy and Finance and the Ministry of Interior to guide and support line ministries and sub-national administrations to strengthen M&E capacity.

To fill a major data gap in relation to vulnerable populations, the UN will provide technical and financial support to the National Institute of Statistics to include relevant questions in national household surveys, such as the Cambodia Socio-Economic Survey and the Cambodia Demographic and Health Survey.

*This sub-outcome is closely linked to sub-outcomes 2.3, 3.1, 4.2, 4.3, 5.2 and accelerator 4, which all relate to ensuring greater availability and use of high quality disaggregated data.*

### *SUB-OUTCOME 1.3*

**Public and private sectors sustainably increase and diversify domestic resources for social services and social protection, especially for marginalized and most vulnerable populations.**

The UN will address the capacity of national authorities for transparent and accountable results-based budgeting, while advocating for adequate financing and efficient public financial management of the social sectors between different levels of government (national, provincial, district).

In line with the new Budget System Reform Strategy 2018–2025, the UN will provide technical support to the Ministry of Economy and Finance to build capacity in M&E of key social policies and programmes and ensure budget allocation for M&E strengthening. With strengthened M&E systems or mechanisms focusing on human rights indicators, the Ministry of Economy and Finance, social ministries and sub-national administration will be better equipped to prioritize budget allocation and execution toward interventions that address gaps and disparities.

The UN will leverage international resources (technical, financial and material) and foster a stronger partnership with the private sector for the delivery of health, nutrition, social welfare, WASH, education, family and child protection services, food security and social protection. Specifically, it will support the design of gender-sensitive and equity-focused social protection programmes with increased coverage. It will ensure public budget is equitably and adequately allocated and executed, and that line ministries and sub-national administrations effectively monitor and evaluate policy, programme and budget implementation and progress towards the CSDGs.

*This sub-outcome is closely linked to sub-outcomes 2.1 and 2.3 and accelerators 1 and 2, which relate to increased social services and social protection.*

<sup>69</sup> Out-of-pocket expenditure on health is 60.4 percent. 2016 National Health Account.

<sup>70</sup> Workers in the formal private sector have access to employment injury insurance and social health insurance but not to a statutory pension

arrangement. Public-sector workers are entitled to pensions and health insurance. This was launched in 2018, but not employment injury insurance, despite regulations being adopted in February 2017. RGC, Royal Decree on "the

establishment of Employment Injury Insurance scheme for public sector employees and Health Insurance scheme for public sector employees, former civil servants and former veterans, 2017".



UN responses within Outcome 2 are closely linked to the following CSDGs and priority areas in the Rectangular Strategy Phase IV:







**OUTCOME 02**

PROSPERITY

**EXPANDING ECONOMIC OPPORTUNITIES**

By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, benefit from expanded opportunities for decent work and technological innovations, and participate in a growing, more productive and competitive economy, that is also fairer and environmentally sustainable.



## OPPORTUNITIES & CHALLENGES

### RECTANGULAR STRATEGY PHASE IV

#### **Human resource development, in particular:**

- Improving the quality of education, science and technology;
- Vocational training; and
- Strengthening gender equality and social protection.

#### **Economic diversification, in particular:**

- Developing key and new sources of economic growth;

#### **Private sector development and employment, in particular:**

- Job market development;
- Promoting small and medium enterprises and entrepreneurship; and
- Enhancing competitiveness.

#### **Inclusive and sustainable development, in particular:**

- Promotion of the agricultural sector and rural development.

**S**ocio-economic data underlines that Cambodia's development performance over the past two decades has been very strong, with rapid economic growth, high levels of investment and progression to middle-income country status, alongside strong human development and Millennium Development Goal outcomes<sup>71</sup>.

However, while the existing economic model has been very successful to date, it does also need to evolve as times are changing. The backdrop is one of volatility<sup>72</sup>, with many transitions taking place, from lower- to middle-income status, rapid demographic change to an aging society, and societal modernization. These changes are underpinned by deeper structural dynamics of rising internal and out-migration, and progressive urbanization and industrialization. Regional and global economies are in flux and Cambodia faces globally driven technical change with the advent of Industry 4.0 and the digital economy. Overall improvements in value-added are slowing, and productivity growth has weakened in recent years<sup>73</sup>. Moreover, the RGC has specifically prioritized greater productivity and competitiveness in the Rectangular Strategy-Phase IV, with three of the four rectangles targeting economic transformation<sup>74</sup>.

The distribution of income remains relatively equitable (the Gini coefficient has remained static at around 0.3)<sup>75</sup>, but area and group disparities present challenges<sup>76</sup>. Poverty has fallen dramatically, yet, vulnerability -- given the proportion of the population just above the poverty threshold -- has grown<sup>77</sup>. This means that incomes and livelihoods are vulnerable to shocks, whether as a result of external dynamics (e.g. a global recession or trade disruptions), an internal event or an environmental disaster.

<sup>71</sup> RGC (2018), CSDG Framework Report, Chapter 2.

<sup>72</sup> Cambodia saw major oscillations in GDP growth around the 2008 global financial crisis. NSDP 2014–2018, page 80.

<sup>73</sup> Productivity growth was near zero in manufacturing and service sector productivity between 2007 and 2014. World Bank Economic Update (April 2017).

<sup>74</sup> RGC (2018), Rectangular Strategy Phase IV 2018–2023.

<sup>75</sup> Such as the Gini coefficient, with a value of 0.30 in 2014 versus 0.31 in 2011. RGC (2018) CSDG Framework Report, Chapter 1.

<sup>76</sup> See UNDP (forthcoming) NHDR for Cambodia 2018, which calculates the Human Development Index at the sub-national level.

<sup>77</sup> National Institute of Statistics (2012 and 2014), Cambodia Socio-Economic Survey.

Labour market participation is very high and the economy has successfully absorbed displaced labour (largely from agriculture). However, informality also remains high. Youth unemployment and under-employment are key challenges with an estimated 270,000 school and college-leavers joining the labour market annually<sup>78</sup>. The availability of decent jobs and working conditions are also concerns. Mass-migration abroad, which is largely informal, provides opportunities to absorb surplus labour but these jobs offer few protections. The RGC has recognized many of these issues, prioritizing youth training and social protection in the Rectangular Strategy Phase IV.

Data suggests that there is gender-based discrimination in the labour market<sup>79</sup> and women bear significant unpaid care responsibilities, which are not formally accounted for or recognized. The women's participation rate is below that of men; and women are over-represented in informal and precarious jobs and under-represented at managerial and technical levels<sup>80</sup>. Research suggests that there is an adjusted net wage gap in the formal sector of around 20 per cent<sup>81</sup>.

Many of these issues are faced by newly emerging middle-income countries<sup>82</sup> and are rooted in deeper challenges, which can be identified under three headings (relevant to the UN's mandate):



• **High levels of economic growth, but the quality of growth is a challenge:**

There is a need to accelerate productivity improvements (via technology transfer and building quality infrastructures) and structural change.

• **Cambodia faces a complex, two-fold poverty challenge:**

Persistence of basic needs poverty<sup>83</sup>, which affects 'left behind', often remote and rural populations, as well as vulnerability—the 'missing middle'<sup>84</sup>, who are exposed to economic risks with limited protections.

• **Socio-economic inclusion is under pressure:**

Although aggregate inequality remains in check, disparities including income, educational enrolment and life expectancy remain, with core areas and certain groups of workers surging ahead of others. The challenge is to make opportunities available to all.



<sup>78</sup> International Labour Organization and Asian Development Bank (2013), Gender Equality in the Labour Market in Cambodia.

<sup>79</sup> Cambodia Development Resource Institute, paper on labour market wage gap available at: <https://cdri.org.kh/portfolio-item/greater-mekong-sub-region-research-network-gmsnet/>

<sup>80</sup> International Labour Organization and Asian Development Bank (2013), Gender Equality in the Labour

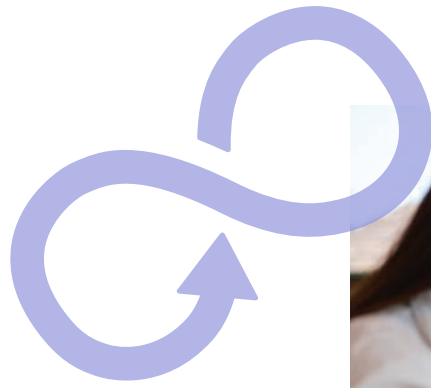
Market in Cambodia. Women's participation rate is 81 percent while men's participation rate is 88 percent; 42 percent of women are in salaried jobs versus 56 percent of men.

<sup>81</sup> Ibid.

<sup>81</sup> Including: poor connectivity, shallow capital markets, subsistence-based production, risk aversion (exacerbated by climate change) and too-rapid demographic transition.

<sup>83</sup> Based on poverty thresholds anchored to 2100 Kcals.

<sup>84</sup> The 'missing middle' refers to lower-middle-income groups, often migrants and informal sector workers, who are not sufficiently poor to qualify for targeted assistance, but are too poor to secure themselves. This is a group that is typically missed, but one which is large within middle-income countries, and a key focus for social protection.



## UN RESPONSES & RATIONALE

**T**he pathways articulated in the theory of change are summarized under the three intermediate outcomes outlined below for UN response and rationale.

### *SUB-OUTCOME 2.1*

**More women and men have decent work both in wage and self-employment, are protected by labour standards, have higher skills in a progressively formalizing labour market, and high levels of employment are maintained.**

The UN will seek to promote labour market opportunities, improve the quality of jobs and youth work preparedness, and address barriers to entrepreneurship. These aims will be supported in the wage-labour market by promoting investment in skills training and promoting decent work. Within self-employment, attention will be given to enabling voluntary participation in social insurance, and promoting agricultural growth via improved access to capital and technology, as well as programmes to expand the non-farm sector.

At the policy-level, UN agencies will work to improve the efficiency and equity of labour markets alongside progressive formalization of the economy. This includes focusing on the needs of new entrants (youth), building modern trade unions, improving the portability and relevance of qualifications (TVET and work-based accreditation), and strengthening occupational safety and health in systems to combat violations, including workplace discrimination.

*This sub-outcome is closely linked to sub-outcomes 1.3 and 2.3 and accelerator 2.*



<sup>85</sup> The support will centre on several areas, including the roll out/update of the Industrial Development Policy and the National Employment Policy, the implementation of the CSDGs, the LDC graduation process (focusing on both ODA and trade impacts), strategies for increasing exports, the implementation of the Strategic Vision for the Garment Sector (2018–2025), the formulation and implementation of

the Agricultural Master Plan to develop Cambodia's new Science, Technology and Innovation Policy, as well as national strategies for the promotion of women's entrepreneurship where specific emphasis will be placed on promoting inclusive technology and innovation approaches, and additionally, how women and other disadvantaged groups access new technologies.

<sup>86</sup> CSES 2014 reported a poverty rate of 13.5 percent. Given on-going growth and no significant worsening in inequality (Gini of 0.30 reported in 2016), poverty will have fallen further since then. RGC suggests in the CSDG Framework Report (2018) that the headcount on a comparable basis is now below 10 percent.



### SUB-OUTCOME 2.2

#### **Public institutions, businesses and entrepreneurs drive improved economic productivity and competitiveness, greater innovation, adoption of new technology and resilience to shocks.**

In line with the framework set out in Rectangular Strategy Phase IV, the UN will seek to enhance productivity and competitiveness by supporting institutional reform, public policy development, capacity development and systems strengthening to create an enabling environment. This includes technical and policy assistance within strategic-level ministries<sup>85</sup> and promoting dialogue among government ministries and agencies, the private sector and employees (on topics including workplace rights, skills training and regularization of the informal economy).

Working with line ministries, think tanks, the private sector and civil society, the UN will advance practical measures, such as improving quality (standards) infrastructure (focused on fisheries and aquaculture sectors), enabling technology transfer for more efficient use of resources and low carbon development, meeting industrialization challenges (for example on Industry 4.0 technologies), and building the capacity of the National Institute of Statistics for more effective measurement of productivity.

### SUB-OUTCOME 2.3

#### **Social norms, policies, laws and institutions promote economic inclusion, especially of women, people with disabilities, women and men living in remote areas and the extreme poor.**

The UN will seek to address constraints on excluded groups, specifically the extreme poor<sup>86</sup>. This will be through legislation and policy reform and targeted programmes to remove constraints, such as limited access to capital and assets, remoteness and other locational factors (such as mined areas, climate-induced risks), discrimination and biases, and high levels of risk aversion.

UN agencies will also work with the RGC to build awareness and understanding of the nature of socio-economic, and notably gender-based, exclusion through research and data gathering on gender and all forms of poverty. The UN will seek to promote inclusion of women and disadvantaged groups by supporting compliance with international labour standards. This will specifically include improving the laws governing minimum wage levels, overseas migration, sexual harassment, trade unions and the rights of the self-employed.

Initiatives to be carried out with the RGC and non-government partners would focus on removing constraints (both economic and social) and on the empowerment of affected groups, for example graduation-based social protection for the extreme poor and mine-clearing initiatives. UN agencies will seek via a joint programme to provide opportunities and address the socioeconomic challenges faced by Cambodia's youth.

*This sub-outcome is closely linked to sub-outcomes 1.2, 3.1, 4.2, 4.3, 5.2 and accelerator 4, which ensure greater availability and use of high quality disaggregated data. It is also linked to sub-outcomes 1.3, 2.1 and accelerator 2, which all relate to increased social services and social protection.*



UN response within Outcome 3 is closely linked to the following CSDGs and priority areas in the Rectangular Strategy Phase IV:







## **OUTCOME 03**

# PLANET

### **PROMOTING SUSTAINABLE LIVING**

By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, live in a safer, healthier, more secure and ecologically balanced environment with improved livelihoods, and are resilient to natural and climate change related trends and shocks.



## OPPORTUNITIES & CHALLENGES

### RECTANGULAR STRATEGY PHASE IV

#### Human Resource development, in particular:

- Strengthening gender equality and social protection.

#### Private sector development and employment, in particular:

- Promotion of small and medium enterprises and entrepreneurship.

#### Inclusive and sustainable development, in particular:

- Promotion of agricultural and rural development;
- Sustainable management of natural and cultural resources; and
- Ensuring environmental sustainability and readiness for climate change.

### AGRICULTURE, FOOD SECURITY AND NUTRITION, AND WASH

Cambodia achieved strong growth in the agricultural sector from 2004 to 2012, which significantly contributed to economic growth, poverty reduction and food security. As the country transitions from an agriculture-based economy to a service- and industry-based economy, agricultural growth has slowed down and the share of the agricultural sector to gross domestic product (GDP) has declined<sup>87,88</sup>. Going forward, the RGC continues to prioritize agriculture as a sector to generate jobs, ensure food security, reduce poverty and develop the rural economy<sup>89</sup>. The current thrust of commercial development in agriculture and the reduction in the dependency of the population on own-production, create opportunities for the transformation of agricultural systems resulting in productivity and efficiency gains to boost the contribution of agriculture to GDP.

The RGC has made remarkable improvements in food security and nutrition, with progress on all priority actions of the National Strategy for Food Security and Nutrition (NSFSN) 2014–2018<sup>90</sup>, and continued commitment from the RGC for a comprehensive approach. Cambodia has made significant achievements in terms of food availability and utilization, with particularly agricultural production, health services and WASH<sup>91</sup>. Growing public sector investment in health and social protection show the promise of the high-level commitment that will be necessary to achieve food security and nutrition targets.

<sup>87</sup> Growth in the agricultural sector was above 5 percent per annum in 2004–2012, while it was 1 percent per annum in 2013–2017. More than 60 percent of poverty reduction between 2007 and 2011 was attributed to the agriculture sector. The share of agricultural sector to GDP was 35.6 percent in 2012 and 24.9 percent in 2017. The World Bank (2015), *Cambodian Agriculture in Transition: Opportunities and Risks*.

<sup>88</sup> Slow-down of agricultural growth can be attributed to several factors, including limited land expansion, slower growth of productivity, limited diversification, price fluctuations, low investment in agro-processing, and the effects of natural disasters and climate change.

<sup>89</sup> RGC (2018), *Rectangular Strategy Phase IV*.

<sup>90</sup> Council for Agricultural and Rural Development, 2017, *Mid-Term and Strategic Review of the National Strategy for Food Security and Nutrition 2014–2018*.

<sup>91</sup> The rice balance sheet in 2018–2019 showed an estimated 5.56 million tonnes of paddy rice surplus. Ministry of Forestry and Fisheries, *Annual Report 2017–2018*.

The mid-term and strategic review of the NSFSN highlights specific areas for continued and renewed commitment, including efforts to further reduce inequalities in access to food and good nutrition associated with geography, social-economic status, ethnicity, and intra-household dynamics. Dietary diversity requires increased attention, especially among pregnant women and children under 5 years, including through promotion of diversified nutritious food production and nutrition-sensitive agriculture. Changing economic and migratory patterns and associated life styles, including increasing consumption of convenience foods, call for greater attention to emerging trends of overweight, obesity and non-communicable diseases. Collective efforts are also needed to protect Cambodia's food system from chronic and ad-hoc shocks and stresses, including those associated with climate change.

Food safety and water quality at some places, especially in some remote areas, require increased attention as emerging risks include the presence of toxic substances and microbial contamination in food, and the excessive and inappropriate use of antimicrobials in humans and agriculture, which is associated with increasing antimicrobial resistance.

Cambodia is making steady but inadequate progress in meeting the SDGs and the CSDGs WASH targets<sup>92</sup>. WASH systems have improved at the national and sub-national level with strong high-level support, but important challenges remain, including open defecation<sup>93</sup>, access to clean water<sup>94</sup>, hygiene risk awareness<sup>95</sup>, and inclusive WASH services in schools and health care facilities, including menstrual hygiene management<sup>96</sup>. Capital investment in WASH in rural areas remains heavily dependent on the support of development partners, and on household contributions<sup>97</sup>. There is no data available on safely managed sanitation services in urban or rural areas<sup>98</sup>, indicating challenges with the safe treatment

of human faecal waste. The UN General Assembly recognizes access to water and sanitation as “essential for the full enjoyment of life and all human rights”. Addressing WASH deprivations and vulnerabilities is fundamental to sustainable livelihood improvement and strengthened resilience to climate and other shocks.

## LAND TENURE, NATURAL RESOURCE MANAGEMENT, ENVIRONMENTAL PROTECTION AND CONSERVATION

Ensuring food security, the eradication of poverty and the sustainable use of the environment depends largely on secure and equitable access to and control over land, fisheries and forests. The RGC has made strong efforts to reform governance of natural resources and the environment<sup>99</sup>, which will benefit from continued investment.

Noticeable efforts have been made to secure land tenure<sup>100</sup> and continued commitment will help to remove this obstacle to Cambodia's development, which impacts economic, social and cultural rights of families and communities, including indigenous and local communities and ethnic minorities. Addressing distorted tenure practices and protecting tenure rights will help avoid that people slide (back) into poverty, if they lose tenure rights to their homes and land, and lack access to fisheries, forests and their livelihoods.<sup>101</sup>

The productive capacity of Cambodia's forest ecosystem services and agro-ecological flows, including water quality and availability, rely on concerted efforts to protect forest resources, which are under pressure from deforestation, land clearing and agricultural expansion<sup>102</sup>. Encroachment of flooded forest areas and illegal fishing also remain a concern.

<sup>92</sup> UNICEF analysis, linear projection of trends since 2000, based on UNICEF/WHO JMP data 2017.

<sup>93</sup> One in two rural Cambodians practice open defecation, while 8 in 10 of the poorest rural Cambodians practice open defecation. This is the highest in the region. UNICEF/WHO JMP 2017 Cambodia country file 2017.

<sup>94</sup> Only two in five rural Cambodians use a non-improved drinking water source during the dry season. Cambodia Demographic and Health Survey, 2014.

<sup>95</sup> MRD (2016) Cambodia Rural WASH KAP report

<sup>96</sup> Around 7 in 10 pre-primary schools do not have access to water, sanitation or hand hygiene. UNICEF/WHO JMP 2017, estimate based on Education Management Information System data (Ministry of Education); one in two rural healthcare facilities do not have

sufficient water all year round. Cambodia National Institute of Public Health in collaboration with the Department of Hospital Services, UNICEF, WaterAid, World Health Organization (2017) Assessment of Water, Sanitation and Hygiene in Public Health Facilities in Five Provinces in Cambodia

<sup>97</sup> World Bank (2015), Cambodia WASH Service Delivery Assessment.

<sup>98</sup> UNICEF/WHO JMP (2017), Cambodia Country File, 2017.

<sup>99</sup> More than 410,000 hectares of economic land concessions have been converted into social land concessions, grants or reforestation. More than 970,000 hectares have been designated as fisheries conservation areas; 610 forestry communities and 516 fishery communities have been established; some 7.5 million hectares (41

percent of the country territory) have been designated as Protected Areas and biodiversity corridors for conservation. RGC (2018), Rectangular Strategy IV; Ministry of Environment (2018), Cambodia Forest Cover 2016.

<sup>100</sup> As of 2017, about 72 percent of the country's estimated seven million parcels of land were issued with land titles, Ministry of Land Management, Urban Planning and Construction (2018).

<sup>101</sup> FAO (2012). Voluntary guidelines on the responsible governance of tenure of land, fisheries and forests in the context of national food security <http://www.fao.org/docrep/016/i2801e/i2801e.pdf>

<sup>102</sup> National-level deforestation was at 1.09 percent per annum over the period 2006–2016. Ministry of Environment (2018), Cambodia Forest Cover 2016.



Promotion of sustainable and inclusive industrial development will be key to the achievement of Cambodia's commitment to greenhouse gas mitigation, as defined in the nationally determined contribution to the UNFCCC. Enhanced efforts are needed to manage the pace of industrialization, the effects of growing population pressure, and to enhance knowledge and access to appropriate technologies. Management of wastewater, the discharge of which contaminates agricultural land, groundwater and water supply, will also be critical.

## CLIMATE CHANGE ADAPTATION AND DISASTER RISK MANAGEMENT

Cambodia has made extensive progress in implementing climate change and disaster risk management interventions over the last decade and is committed to international and regional cooperation and frameworks on climate change and disaster risk reduction<sup>103</sup>. Cambodia submitted its nationally determined contribution to the UNFCCC, describing its actions to combat climate change (adaptation and mitigation actions).

Continued commitment and collective efforts are critical as Cambodia has been identified as being at extremely high-risk to natural disasters and climate change<sup>104</sup>. Most of Cambodia's agricultural areas are rain-fed and exposed to high risks of drought and flood under future climate conditions. About half of communes in Cambodia were found to be vulnerable to natural hazards and climate-related impacts<sup>105</sup>. The Cambodian coastline is vulnerable to sea level rises and the impacts of more frequent typhoons under future climate projections.

Nearly two thirds of all rural households are engaged in fishing either as primary or secondary occupations<sup>106</sup>. Despite abundant water resources, many of Cambodia's

catchments are being affected by either too much or too little water. Changes in water regimes are expected to impact the food production system, with the central plains, including the Tonle Sap Lake, experiencing more extreme changes. A decline in the overall production of Mekong fish catches can be expected due to natural and human-induced changes. In the face of these challenges, the RGC's commitment to reform in management of the natural resources, support in meeting international and regional agreements and ongoing efforts to increase capacities for sub-national administrations all contribute to the maintenance of the highly productive fisheries resources of Cambodia. Aquaculture development offers a major opportunity for reducing dependency on wild caught fish and increasing overall productivity for the subsector.

The rise in temperature and rainfall in Cambodia will impact dry season rainfall and delay the arrival of the wet season, regardless of the potential increased wet season rainfall<sup>107</sup>. The steady increase in temperature is likely to affect agricultural and labour productivity, and Cambodia is expected to be among the top two countries most affected in the coming decades (and the most affected by 2085). Large losses of labour productivity are projected<sup>108</sup>. The movement of labour out of the agricultural sector will help to offset these changes and the modernization of the sector offers the promise for maintaining overall productivity through improved technology. More diversified agricultural systems, improved varieties and practices and the development of irrigation offer the greatest potential opportunities for offsetting climate induced hazards.

Climate change also impacts health security. Many infectious diseases and other water- and food-borne diseases in humans, as well as parasites and diseases in animals, are influenced by climate change. Rises in sea levels lead to increased soil salinity in some areas, which may displace populations and cause damage to infrastructure. This leads to increased susceptibility to infectious diseases<sup>109</sup>.

<sup>103</sup> The ASEAN Agreement on Disaster Management and Emergency Response (AADMER), the Sendai Framework for Disaster Risk Reduction 2015–2030, and the Paris Agreement under the UNFCCC.

<sup>104</sup> Birkmann, J. and Welle, T. (2015), *Assessing the Risk of Loss and Damage: Exposure, Vulnerability and Risk to Climate-related Hazards for Different Country Classifications*.

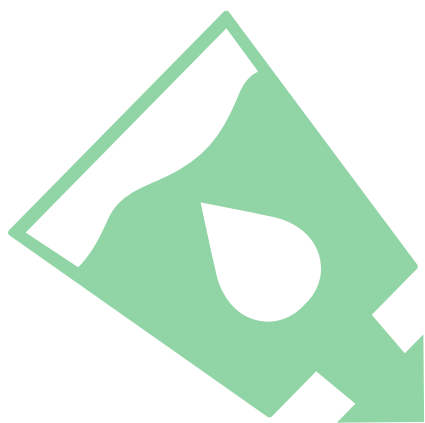
<sup>105</sup> Neha Rai et al. (2015), *Developing a National M&E Framework for Climate Change: Tracking Adaptation and Measuring Development (TAMD) in Cambodia*. Research Report, IIED, London.

<sup>106</sup> Ibid. 64 percent of all rural households are engaged in fishing either as primary or secondary occupations

<sup>107</sup> Second National Communication to the UNFCCC.

<sup>108</sup> Losses of labour productivity are projected above 4 percent by 2025, and above 6.5 percent by 2055. UNDP (2016), *Climate Change and Labour: Impacts of Heat in the Workplace*. New York.

<sup>109</sup> National Council for Sustainable Development (2016), *Draft of the National REDD+ Strategy*.



## UN RESPONSE AND RATIONALE

**T**he pathways of change articulated in the theory of change are summarized under the three intermediate outcomes outlined below for UN response and rationale.

### *SUB-OUTCOME 3.1*

**By 2023, women and men in Cambodia, in particular the vulnerable and marginalized, are empowered to equitably access, responsibly use and benefit from resilient basic services, land and natural resources with an increased resilience to cope with disasters/shocks and other risks.**

The UN will support equitable access to and use of resilient basic WASH services by providing technical assistance to strengthen national budgeting, regulatory data and coordination systems; providing catalytic support to sustainable service improvements for climate-resilient sanitation and water supply, and market-based approaches to total sanitation for an open-defecation free Cambodia by 2025; and modelling data-led, context-based, pro-poor, accessible and gender-inclusive WASH services in communities, schools and health care facilities.

UN interventions will aim to engage communities to achieve better conservation of ecosystems, improved livelihoods and socio-economic development through sustainable management of land and natural resources, and biodiversity conservation interventions. The UN will support the RGC, at both national and sub-national levels, to strengthen tenure security and the protection of ownership, use and management rights to land, water, fish and forests of individuals and relevant communities.

To address and manage risks from disasters and climate change, the UN aims to support RGC's efforts to develop and implement national climate change adaptation, mitigation and disaster risk reduction strategies in line with the Sendai Framework, the SDGs and the Paris Agreement, while adopting an inclusive, participatory and gender-sensitive approach to its development and implementation. Initiatives will be supported to fully integrate climate risk considerations into national and sub-national planning and budgeting, as well as to provide technology, data and information for weather forecasting







and early warning to citizens and local communities. This will allow them to effectively cope with shocks and other extreme weather events, and the impacts of these on women and men.

The UN will provide support to vulnerable communities to be able to plan, prepare for, respond to and recover from natural and climatic shocks in a manner that is inclusive of, and accountable to, the most vulnerable and affected groups. This will include special gender-focused measures and promote women's leadership and agency, while adopting the principles of 'sustainable development and build back better'.

*This sub-outcome is closely linked to sub-outcomes 1.2, 2.3, 4.2, 4.3, 5.2 and accelerator 4 which all relate to ensuring greater availability and use of high quality disaggregated data.*

#### **SUB-OUTCOME 3.2**

**Relevant public and private sector actors use innovation, information and technologies to contribute to sustainable production and living, environmental protection, natural resource management and biodiversity conservation.**

The UN will strengthen the capacity of national and sub-national government institutions and farming communities to increase agricultural productivity. Investment will target diversifying production, improving productivity, improving accessibility and affordability of inputs for farming, promoting innovative, efficient and resilient farming techniques, improving small-scale irrigation infrastructure, and strengthening the agricultural extension system.

The UN will strengthen governance, promote safe and nutrition-sensitive food systems, address the double burden of malnutrition, and support community-led food security and nutrition programmes. It will strengthen education and extension systems to increase people's awareness and encourage positive nutritional behaviours. The UN will continue strengthening efforts against Antimicrobial Resistance through a *One Health* approach.

Working with relevant institutions and affected communities, support will focus on the development of clear visions and strategies to guide the management of protected area landscapes and corridors, and improve and protect livelihoods. Conservation goals will need

to be balanced with the need for human development and the enhancement of local livelihoods. To meet management goals, spatial planning will be needed to synthesize current knowledge of ecosystems, biodiversity, development activities and livelihood needs. The UN will support the RGC and relevant bodies to consolidate spatial information and statistics on land use and to apply monitoring technologies to ensure integrated land use planning. It will support the RGC to promote sustainable financing options for conservation, such as REDD+ and Payment for Ecosystem Services initiatives.

In line with international best practices, the UN will promote technology transfer, good practices and innovations to mitigate pollution and greenhouse gas emissions, and scale up resource efficiency, sustainable production, renewable energy and sustainable waste management. Initiatives will strengthen the capacities of the public and private sector for greater adoption of green, low-emission and climate-resilient technologies, taking into account the impact of technology on women and men and their rights.

*This sub-outcome is closely linked to sub-outcomes 1.1, 4.2 and 5.1, which all relate to ensuring greater access to quality services, and 2.2 and 5.3, which relate to renewable energy initiatives. They link to accelerator 2, related to improving nutrition for sustained economic growth and equitable development benefits.*







**SUB-OUTCOME 3.3**

**Relevant public institutions consultatively develop, adopt, appropriately resource and implement, without discrimination, in partnership and coordination with the private sector and civil society, legal, policy, regulatory and planning frameworks related to sustainable production and living, compliant with relevant international standards and conventions.**

The UN will support the localization of international agreements, standards and guidelines, and Cambodia's obligations under relevant international conventions, by formulating and revising legal frameworks, policies and strategies, and planning and budgeting processes. This will include their effective implementation, monitoring, reporting and evaluation.

Institutional capacity, provincial cooperation and coordination between ministries and national and sub-national authorities will also be strengthened. Technical assistance will be provided to build programme links, promote consultation and scale up solutions on climate change adaptation, mitigation and disaster risk prevention and response.

Cambodia's active participation and constructive engagement in regional and international forums relating to climate change and disaster risk reduction will be facilitated, including South-South and North-South partnerships and knowledge exchange.



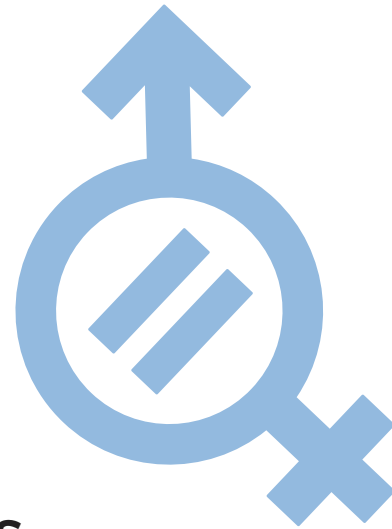
UN response within Outcome 4 is closely linked to the following SDGs and priority areas in the Rectangular Strategy Phase IV:





## **STRENGTHENING PARTICIPATION AND ACCOUNTABILITY**

By 2023, women and men, including the under-represented, marginalized and vulnerable, benefit from more transparent and accountable legislative and governance frameworks that ensure meaningful and informed participation in economic and social development and political processes.



## OPPORTUNITIES & CHALLENGES

### RECTANGULAR STRATEGY PHASE IV:

#### Human resource development, in particular:

- Strengthening gender equality and social protection.

#### Economic diversification in particular:

- Preparing for digital economy and the fourth industrial revolution.

#### Private sector and job development, in particular:

- Job market development.

#### Acceleration of governance reform, in particular:

- Strengthening cleanliness in public administration; and
- Strengthening work effectiveness.

**T**o capitalize on recent growth in Cambodia, further efforts should focus on under-represented, vulnerable and marginalized individuals and groups<sup>110</sup>, in particular to support their effective participation in society.

A culture of active participation in political, economic and social decision-making is nascent among rights holders and duty bearers in Cambodia. Consultative processes for legislative changes are evident in relation to some laws, although other laws have been adopted rapidly and without public access to draft texts in line with human rights principles<sup>111</sup>.

A culture of accountability and a sense of responsibility among decision-makers in the public and private sectors towards citizens needs further strengthening through improved education and other measures, to create space for meaningful engagement of rights holders in accountability mechanisms.

Public administration reform has moved forward<sup>112</sup>. The implementation of Public Administrative Reform has shown a number of noticeable achievements; especially, the implementation of Pay and Remuneration Reform by providing monthly salaries to civil servants on time via banking system, and increasing civil servants and armed force's basic salaries and functional allowances with the aim to strengthen the performance in order to improve the quality of public service delivery. The trend of national budget allocations between 2013 and 2018 shows a stronger focus on social sector expenditure, but these improvements in allocative efficiency should be matched by a commensurate improvement in operational efficiency. Decentralization and de-concentration (D&D) reform could progress more quickly. It would benefit from stronger accountability frameworks and quicker financial decentralization<sup>113</sup>.

<sup>110</sup> Women and men, boys and girls, LGBTQI people, workers in the formal and informal economy, migrant workers, sex workers, people living with HIV, persons with disability, people who use drugs, people in street situations, victims of trafficking, refugees, asylum seekers, internally displaced persons, detainees,

youth, older persons, indigenous persons, ethnic and religious minorities, people evicted from their land and living in resettlements, people living in poverty.

<sup>111</sup> UN Human Rights Committee (2015), Concluding Observations on Cambodia (para 25).

<sup>112</sup> Rectangular Strategy IV, page 6, para 3.

<sup>113</sup> Sub-national administrations account 7 percent of total revenue. Review of UNICEF Cambodia work at sub-national level 2017.

It is necessary to strengthen public confidence in the judicial system, reinforce the accountability and professional ethics of law enforcement officials, modernize justice administration, upgrade legal services and improve conflict resolution mechanisms to respond effectively to rights holders<sup>114</sup>. The justice delivery system needs to be equipped to deal with specific and sensitive cases that involve the under-represented, vulnerable and marginalized, including people with disabilities, people living with HIV, key populations, LGBTQI persons, children and other groups that require additional services (e.g. language barriers for indigenous people) and cases related to sexual violence. People (the accused and victims, including children) are not fully aware of how to access justice.

Further focus is needed in relation to the separation of powers between the parliament, the judiciary and the executive. Efforts to tackle corruption, which affects accountability and transparency in the judiciary and executive, should be strengthened<sup>115</sup>.

Support for the implementation and enforcement of relevant laws, sub-decrees and *Prakas* is important<sup>116</sup>. Where laws and policies exist, they should be properly financed and equitably implemented. There is a need for a national legal aid policy that is adequately funded to ensure that everyone can access justice and be protected under the law, particularly the poor. The acceleration of efforts to adopt a law on access to information would help promote greater transparency of public institutions. Further emphasis needs to be placed on ensuring compliance of laws, policies and regulations with international norms and standards.

Media ownership is becoming more concentrated and Cambodia continues to slip in global press freedom indices. The capacity of civil society and the media to operate has been reduced<sup>117</sup>. Structural discrimination and gender stereotypes are perpetuated by the media and, to some extent, by certain law enforcement officials<sup>118</sup>. Other social norms, particularly in relation to disability, can obstruct access to justice and services for persons with disabilities.



<sup>114</sup> Rectangular Strategy IV, page 10, para 6; page 21, para 7.

<sup>115</sup> Rectangular Strategy IV, page 20, para 1. See also: UN Human Rights Committee (2015), Concluding Observations on Cambodia (para 19, 20); the CRC (CRC/C/

OPSC/KHM/CO/1) (2015, para 21); the CESCR (2009, para 14); the Convention against Torture (2011, para 12, 13); and the CEDAW (2013, para 13).

<sup>116</sup> Rectangular Strategy IV, page 13, para 1; page 18 ; page 21, para 7.

<sup>117</sup> UN Human Rights Committee (2015), Concluding Observations on Cambodia (2015, para 21–22).

<sup>118</sup> Concluding Observations of CEDAW (2013, para 20–27); CRC (2011, para 40–42, 49–50).





## UN RESPONSE & RATIONALE

The pathways of change articulated in the theory of change are summarized under the three intermediate outcomes outlined below for UN response and rationale.

### *SUB-OUTCOME 4.1:*

**By 2023, women and men, including the under-represented, marginalized and vulnerable, enjoy their human right to participate, directly and through representative organizations, in public and civic affairs through collaborative decision-making processes and to monitor public programmes, seek accountability from democratic institutions, and access functional grievance mechanisms.**

The UN will facilitate meaningful engagement of multiple stakeholders in law and policy development, its implementation and monitoring. It will provide targeted support to organizations and groups to assist them to actively participate in such law and policy-making processes and to help them exercise leadership in influencing development initiatives and programmes, as well as laws and policies.

Youth capacity will be strengthened, and volunteering will be promoted so that young people can participate actively in civil, political and community life. The UN will support the development of national platforms to encourage active participation.

It will build the capacity of civil society to monitor public programmes and services and protect human rights. In this context, it will support the establishment of feedback and accountability mechanisms to improve service delivery.

The UN will raise awareness about the justice system and its procedures and will help individuals to access justice, including through assisting them in building legal literacy, documenting cases and accessing legal aid.

The UN will highlight the importance of a free press as an end in itself, and a means to promote participation in public and civic affairs and monitor public programmes and democratic institutions.

The role and contribution of civil society and workers' associations to development and the realization of human rights will be highlighted for recognition by national partners, through facilitating dialogue between national stakeholders and helping to secure space for their operations.

UN agencies will advocate for and empower under-represented populations to take up decision-making roles in public and non-governmental institutions and provide support to Ministry of Civil Service on gender issue in civil service sector.

### *SUB-OUTCOME 4.2*

**Public institutions at national and sub-national levels, including an independent judiciary, effectively function in a more transparent, accessible, responsive and gender-sensitive manner.**

The UN will seek to strengthen the national institutional framework so that it is equipped to operate transparently and effectively and be responsive to the rights and demands of the public.

It will build the capacity of institutions, including the judiciary and institutions in the health and labour sectors, at national and sub-national levels, ensuring that these institutions can provide justice and be accountable to people from vulnerable groups.

The UN will work with government the RGC and other stakeholders to build national and sub-national mechanisms for dialogue, including in the areas of gender equality, youth participation, child rights, HIV response, protection from violence, combating malnutrition, land, natural resources and labour. Such mechanisms will include inter-ministerial committees that encourage coordination across ministries and sectors with a collective view to achieving effective and efficient delivery of services.

These interventions will raise the awareness and responsiveness of authorities to ensure the protection of relevant stakeholders, including civil society organization representatives, marginalized and vulnerable community groups, trade unionists, human rights and environmental defenders and journalists.



The UN will enhance the capacity of the Ministry of Justice and lawyers to establish and implement a functioning legal aid system and to promote gender-responsive justice. It will also seek to increase the capacity of judges and prosecutors to apply legislation, in compliance with international human rights law, especially in the areas of pre-trial detention, legal reasoning, juvenile justice and gender-based violence. It will focus on reducing pre-trial detention and promoting alternatives to sentencing. The UN will work with judges, prosecutors, court clerks, lawyers, and prison and security officials to increase knowledge on international standards, including the Convention on the Rights of Persons with Disabilities, the CEDAW, the International Covenant on Civil and Political Rights, the Convention against Torture and the Convention on the Rights of the Child, and on human rights protections.

Public service delivery providers at central and sub-national level, as well as the judiciary, will be assisted to strengthen the capacity and accountability of institutions to meet citizens' needs, to provide justice, and to establish mechanisms for obtaining and responding to feedback. The UN will provide support on Governance Reform, especially Public Administrative Reform.

*This sub-outcome is closely linked to sub-outcomes 1.1, 3.2, 5.1 and accelerator 3, which all relate to ensuring greater access to quality services. Additionally, it is linked to sub-outcomes 1.2, 2.3, 3.1, 4.3, 5.2 and accelerator 4 for greater availability and use of high quality disaggregated data.*

#### **SUB-OUTCOME 4.3**

**By 2023, laws and policies meet international norms and standards, and are effectively implemented and monitored, addressing the rights of the most vulnerable, including children, and providing opportunities and secure democratic space for women and men to exercise political rights, freedom of expression, association and assembly.**

The UN will work to promote the alignment of new and existing laws, regulations and policies with international standards, including human rights and gender equality standards, in areas such as access to information, judicial reform, legal aid, child protection, gender-based violence including sexual harassment, sexual and reproductive rights, protection from harmful practices, trade unions

and associations, social and other media and political participation. In this context, the UN will work with relevant institutions to encourage the resourcing and implementation of laws, regulations and policies aligned to international standards.

In its work supporting law and policy reform, the UN will seek to transform discriminatory social norms and power structures that can be obstacles to equal. The UN system will support the RGC to ensure that multi-sectoral gender-inclusive policies are strengthened and implemented. Women's voices, including survivors of gender-based violence and sexual harassment, need to inform laws and policies so that they prevent and respond to such violence and harassment.

Further, the UN will assist in the development and implementation of multi-sectoral prevention, protection and support strategies and services to effectively respond to violence, including violence against children and sexual and gender-based violence, such as domestic violence, as well as harmful practices, child marriage and human trafficking, which meet international standards and requirements.

The UN will seek to raise public knowledge and awareness of laws and policies related to human rights. There will be a particular focus on the rights of those in conflict with the law, child rights, gender equality, including gender-based violence and domestic violence, ethnic minority rights, the elimination of HIV-related stigma and discrimination, and the rights of other vulnerable groups.

To improve monitoring of laws and policies, the UN will encourage the alignment of national systems of data collection, measurement, reporting and analysis with the SDG framework and human rights standards. It will work with relevant institutions to systematically generate, collect, analyse, use and disseminate disaggregated statistics to inform decision-making and measure progress at national and sub-national levels. The UN will encourage disaggregation by vulnerabilities, including those based on gender, socio-economic status, age, ethnicity, disability and health.

*This sub-outcome is closely linked to sub-outcomes 1.2, 2.3, 3.1, 4.2, 5.2 and accelerator 4, which all relate to ensuring greater availability and use of high quality disaggregated data.*

UN response within Outcome 5 is closely linked to the following CSDGs and priority areas in the Rectangular Strategy Phase IV:





## **MANAGING URBANIZATION**

By 2023, women and men living in urban areas, including those marginalized and vulnerable, enjoy a safer, more secure and healthier life, utilizing quality public and private services, and benefiting from improved urban governance informed by their voice and participation.



## OPPORTUNITIES & CHALLENGES

### RECTANGULAR STRATEGY PHASE IV:

#### Human resource development, in particular:

- Strengthening gender equality and social protection.

#### Inclusive and sustainable development, in particular:

- Strengthening management of urbanization.

**C**ambodia has one of the fastest urbanization rates in Southeast Asia<sup>119</sup>, rapidly catching up for delays caused by one quarter of a century of war. The RGC has been progressively adopting urban-related policies<sup>120</sup> and a local government reform programme through D&D reform. The implementation of urban related reforms which support economically vibrant, socially inclusive and environmentally conscious cities and towns support Cambodia's national development objectives, given no country has graduated to middle income status without urbanizing<sup>121</sup>.

Urbanization brings promises of prosperity, especially for the young. Nevertheless, rapid unplanned and uncoordinated urbanization can result in increased vulnerabilities, including for the poor, the near poor, and the multi-dimensionally poor, lowering the quality of life for all in urban areas. The stress on urban environments will be further exacerbated by the large inflow of low-skilled migrants into the informal economy, precipitated by various factors, including a rapidly expanding construction sector, and fuelled by increasing foreign direct investment, limited quality employment opportunities in rural areas, and climate-associated risks to traditional agricultural lifestyles and livelihoods.

Cities are under pressure to meet the needs and demands of an ever-increasing number of residents, including migrants and those working in the informal economy. The lack of comprehensive, harmonized data on the state of Cambodia's settlements, fragmented institutional mandates, and limited public participation in co-implementing urban plans, as well as restrictions on capital, have meant that urbanization has evolved in a haphazard manner. These challenges are exacerbated by constraints on public budgets, fiscal devolution processes and the limitations of cities to access and develop new forms of finance.

<sup>119</sup> Cambodia has an urbanization rate of 4.4 percent per year. Cambodia Green Urban Development Program, ICEM, 2015.

<sup>120</sup> Land Policy (2009); National Housing Policy (2010); National Policy on Spatial Planning (2011).

<sup>121</sup> Commission on Growth and Development, World Bank (2008) [https://siteresources.worldbank.org/EXTPREMNET/Resources/489960-1338997241035/Growth\\_Commission\\_Vol1\\_Urbanization\\_Growth.pdf](https://siteresources.worldbank.org/EXTPREMNET/Resources/489960-1338997241035/Growth_Commission_Vol1_Urbanization_Growth.pdf)

According to the 2015 ID Poor assessment for Phnom Penh<sup>122</sup>, the urban poverty rate was 9.5 percent, with poverty levels in peripheral 'clusters' considerably higher than the overall incidence for Phnom Penh<sup>123</sup>. A 2014 assessment of the urban poor in Phnom Penh points to higher levels of underweight and stunting than the one observed in Phnom Penh through the 2014 Demographic Health Survey<sup>124</sup>, and a very high level of illness among small children.

A 2018 study<sup>125</sup> confirmed that those with lower household incomes experienced greater difficulty securing affordable and safe housing. The study showed that those with lower levels of education struggled most, and it highlighted the importance of education as a key protective factor. Those with less education were also most likely to end up in the informal economy, which is commonly associated with less health insurance cover, less income potential, less voice and fewer labour rights' protections. Challenges of insufficient public education and insufficient healthcare to meet need result in wider inequality.

Managing urbanization relates to the central UNDAF theme of 'Planet'. While there are also potential benefits for clean and affordable energy within concentrated

populations, if urbanization is unregulated and unmanaged the risk of pollution and environmental degradation increases. Public infrastructure in cities is unable to keep up with demand, including for transport, electricity, waste and water and sanitation systems<sup>126</sup>. Flooding is a common occurrence during the rainy season and efforts to improve the drainage system are constrained by rapidly expanding construction, coordination challenges and a lack of open and safe spaces that would provide natural drainage systems. Insufficient urban management planning also contributes to the destruction of heritage and public spaces, as well as unhealthy living environments.

There is a need to take advantage of opportunities presented by urbanization and migration as engines of sustained and inclusive economic growth, social and cultural development and environmental protection, and of its contributions to the achievement of transformative and sustainable development. Support to small towns, intermediate and large cities within the framework of D&D reform will transform them into hubs and drivers of more balanced and sustainable territorial development offering economic opportunities, increasing the attractiveness of cities and mitigating migration.



<sup>122</sup> Ministry of Planning, Identification of Poor Households, Cambodia 2015.

<sup>123</sup> 29 percent as against 12.8 percent using the adjusted absolute poverty rate for Phnom Penh. People in Need and UNICEF (2015), Phnom Penh: Multiple Indicator Assessment of the Urban Poor, available at: [https://www.unicef.org/cambodia/PIN\\_URBAN\\_POOR\\_FA.PDF](https://www.unicef.org/cambodia/PIN_URBAN_POOR_FA.PDF)

<sup>124</sup> Ibid. The assessment points to higher levels of underweight (35.6 percent) and stunting (29.1 percent) in children aged 6–59 months, compared to figures from the 2014 Cambodia Demographic and Health Survey for Phnom Penh (12.9 percent and 17.9 percent respectively).

<sup>125</sup> UNESCO-IOM (2018), Internal Migration in Cambodia: Urban Migrants' Social Inclusion and Access to Public Services.

<sup>126</sup> Ibid. 8.4 percent of respondents had no toilet facilities.





## UN RESPONSE AND RATIONALE

**T**he pathways of change, articulated in the theory of change, are summarized under the three intermediate outcomes outlined below for UN response and rationale.

The cross-sectoral nature of this outcome will build on the work of the other four outcomes and bring together current capacities in the UN. This will be supplemented by specific expertise and new thinking in the areas of urban policy development, planning, budgeting and financing.

### *SUB-OUTCOME 5.1*

**Marginalized and vulnerable groups in urban environments are empowered and protected in seeking and utilizing quality services.**

While taking note of the contribution of the informal economy, the UN will seek to support a sustainable transition to the formal economy, to increase access to equitable economic opportunities in the formal sector in a way that is gender-sensitive and promotes decent work. It will ensure migrants and urban vulnerable populations have access to data for informed action, mechanisms for increased participation and consultation, and basic needs, including housing, water, sanitation and nutritious food. The UN will also work with the RGC, development partners, NGOs and local communities to enhance accessibility to services addressing basic human needs.

UN programming will support initiatives to ensure disadvantaged and vulnerable groups in urban environments can access and use basic social services, infrastructure and affordable housing, and can enjoy security of tenure. UN agencies will provide technical assistance to support inclusive urban planning implementation, capacity building, and adequate, safe and affordable housing options.

*This sub-outcome is closely linked to sub-outcomes 1.1, 3.2 and 4.2, which all relate to ensuring greater access to quality services.*



<sup>127</sup> Financial technology ('fintech') is the use of technology in finance, including mobile payment platforms, high-frequency trading (HFT), crowd funding, virtual currencies and blockchain. (UNEP).



### SUB-OUTCOME 5.2

**Urban authorities plan, manage and coordinate regulated quality services to the public, in a more participatory manner responsive to the needs of urban populations, including vulnerable and disadvantaged people and informed by data, evidence and best practices.**

The UN will help address rapid urbanization in Cambodia by adopting institutional capacity development, supporting and facilitating access to capital, health systems strengthening, improved education, public financial management, promoting sustainable and resilient livelihoods and development, engagement of the private sector, and frameworks for understanding local systems and addressing the needs of those in extreme poverty.



With UN support, innovative data, including National Special Data Infrastructure and common metrics, will be developed to analyse and compare complex urban issues, explore smart city technologies to better engage citizens, foster innovation and challenge funds focused on urban areas, support new forms of urban governance, and engage more actively with business and civil society to become key players in developing these complex urban systems.

New areas for the UN to engage will include access to new forms of capital in urban centres, including legislative and regulatory changes that allow for strengthened partnerships with social impact investors through a variety of financial instruments. These may include alternative sources of urban development finance and blended commercial capital. Critical to this work is engaging cities and municipalities in strengthening their fiscal capacities, a pre-requisite for attracting inward investment, as well as to apply 'fintech'<sup>127</sup> solutions that can be used to increase long-term predictable revenue streams for cities and municipalities.

The UN will work with national and sub-national administrations, development partners and NGOs to ensure renewed urban governance, and to enhance financial allocations to urban areas and acceleration of D&D. Crucial to further enhancing the D&D reform process is the need to develop new streams of finance that include inward investment (domestic and foreign, blended finance), generation of new sources of revenue, especially at the local level, and application of fintech solutions for payments and new forms of service delivery.

Sustainable and smart solutions will be developed that take advantage of new technologies to optimize efficient and effective service delivery management. These activities will require the co-creation of new solutions with the private sector through various public-private partnership modalities.

The UN will engage with the National Urban Forum, the preeminent multi-stakeholder platform for national policy dialogue to support sustainable urban development decision-making and review processes at all levels and constituencies, including through enhanced advocacy, knowledge sharing, partnerships and networking at the country level. Within the framework of the National Urban Forum, the UN will support the elaboration of a 'best fit' approach to Smart Cities in Cambodia being inclusive, investment ready and heritage friendly as well as the co-creation of urban data to strengthen the evidence base for sustainable cities in Cambodia.

*This sub-outcome is closely linked to sub-outcomes 1.2, 2.3, 3.1, 4.2, 4.3 and accelerator 4, which all relate to ensuring greater availability and use of high quality disaggregated data. It is linked to sub-outcomes 2.2 and 3.2 relating to renewable energy initiatives.*



**SUB-OUTCOME 5.3**

**Relevant institutions develop appropriate and costed legal/policy frameworks to guide urbanization, compliant with international norms and standards, and informed by data, evidence and best practices.**

The UN will support the development and implementation of urban legal frameworks and territorial planning in line with relevant international norms and standards. It will work with the RGC, development partners, NGOs, the private sector, local authorities and communities to formulate and implement urban legal frameworks and integrated policies, such as the National Policy on Spatial Planning, the National Housing Policy, the National Urban Strategic Plan and access to capital markets. The UN will assist local authorities to co-create some planning solutions and to develop their respective Urban Land Use Master Plans, Disaster Risk Reduction and Management Plans, in particular for flooding, and when pertinent, an urban heritage-based tourism plan to increase the city's attractiveness.

It will also seek to align public policies and private sector activities to promote further affordable and social housing, sustainable consumption and production patterns, green technologies/practices and other ecological initiatives; provide education and behavioural change campaigns on the impact of pollution and alternatives to reduce and manage waste; and promote green public spaces and heritage sites, as well as smart and healthy city development.

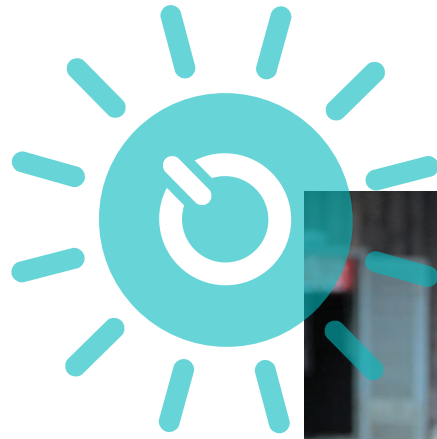
UN agencies will work with the RGC to develop a joint platform to obtain comprehensive urban data, monitoring global SDG indicators (in particular SDG 9, SDG 11, SDG 12 and SDG 13). The UN will also assist with participation in international development processes and frameworks, such as the New Urban Agenda and the 2030 Agenda for Sustainable Development, the Asia-Pacific Urban Forum, the Paris Agreement and the Sendai Framework on Disaster Risk Reduction.











# ACCELERATORS

In developing the UNDAF 2019–2023, the UN has identified key accelerators or catalytic programme areas that will seek to trigger positive multiplier effects across the UNDAF outcomes and the SDGs.

The UN in Cambodia will use these accelerators as key drivers for strategizing and prioritizing programming to increase the speed of attaining one or several SDGs and UNDAF outcomes, and to boost dynamic interactions across SDGs and UNDAF outcomes. This will include promoting synergy and complementary approaches, and leveraging the work of each agency to obtain shared results; pooling expertise; working together to build stronger partnerships; and eliminating overlap and duplication.

The four accelerators are reflected in each of the outcomes and the results frameworks.

## ACCELERATOR 1

### **Strengthening capacity for the implementation of the National Social Protection Policy Framework towards poverty eradication in Cambodia.**

As highlighted under the UNDAF outcomes on expanding social and economic opportunities, especially in relation to UNDAF sub-outcomes 1.3, 2.1 and 2.3, social protection offers cover against risk and adversity throughout people's lives, particularly during critical phases and transitions. By addressing financial barriers to accessing services, social protection contributes to increased use of social services directly linked to human development outcomes such as health, nutrition, education, water and sanitation. In the formal sector, it is important to enable progressive participation in formal social protection by expanding social insurance. Increased demand for social services will contribute to accelerating the supply of services where they are not readily available. High out-of-pocket expenditure on health in Cambodia is a critical factor that can force vulnerable people into poverty, and expanding social protection schemes to achieve universal health coverage is highly strategic. By providing additional support during emergencies, social protection can help families

# ACCELERATORS

avoid coping strategies that take children out of school, delay medical care, or require the sale of assets, all detrimental to long-term well-being.

Building on the momentum of the NSPPF 2016-2025 and the priority given to social protection in the Rectangular Strategy-Phase IV, and recognizing the strategic nature of social protection for national development and the achievement of UNDAF outcomes, the UN has identified social protection as one of the four UNDAF accelerators. Social protection is cross-cutting in nature and will be addressed in UNDAF Outcome 1 on expanding social opportunities with a focus on social assistance, as well as within UNDAF Outcome 2 on expanding economic opportunities with a focus on social insurance. This will be done through enabling progressive participation in formal social protection via expanding social insurance as part of the roll out of NSPPF. For the self-employed, attention will be given to enabling voluntary participation in social insurance as a complement to basic social security guarantees, or social protection floors (also as part of NSPPF). The UN will focus on the following areas of social protection through the UNDAF:

## **1. Institutional capacity development:**

The UN will work together to deepen institutional links between multiple social protection programmes across ministries, including supporting the operationalization of new national social protection programmes such as the cash transfer programme for pregnant women and children or the development of a comprehensive M&E system. Efforts will also support integration and coherence of efforts across ministries for improved governance.

## **2. Scale up:**

The UN will support the development, operationalization and expansion of on-going social protection programmes to improve their effectiveness in addressing multi-dimensional poverty. Efforts will include to improving employability; supporting increased coverage of informal sector workers by social insurance schemes; and exploring opportunities for joint programming within the area of social protection.

## **ACCELERATOR 2**

### **Improving nutrition for sustained economic growth and equitable development benefits.**

Cambodia has made substantial progress in reducing under-nutrition over the last two decades, though stunting and wasting levels remain high. Calculations in 2016 estimate that malnutrition annually costs the country nearly US\$266 million in GDP, and 45 percent of this is due to stunting. Meanwhile, with growing prosperity and changing migration and urbanization dynamics, persistent under-nutrition and micronutrient deficiencies are gradually matched by unhealthy dietary practices, overweight and obesity, resulting in the triple burden of malnutrition.

The RGC's mid-term and strategic review of the National Strategy for Food Security and Nutrition recognizes that at the current trajectory, multiple key SDG targets on reducing malnutrition would not be met. It recommends that accelerating early achievement of nutrition targets could be beneficially associated with 11 of the SDGs, including education, health and the availability of a productive and skilled labour force. This would also contribute to accelerating the achievement of UNDAF Outcomes 1, 2, 3 and 5. Nutrition is also prioritized in the Rectangular Strategy-Phase IV as part of the priority on "Enhancement of public health and nutrition".

Addressing malnutrition will require efforts in many areas that are closely inter-connected. These need to be multi-sectoral and well-coordinated and require capacities and good governance, at national and sub-national levels. To help realize this, nutrition has been identified as an accelerator in the UNDAF. Through coordinated efforts in the UN Network for Scaling Up Nutrition (SUN), and active participation in the national SUN movement and technical consultation platforms, the UN will focus its support within three strategic areas.



## 1. Development and scaling of effective innovative intervention strategies:

The UN will help inform, design, implement and document the impact of evidence-based intervention strategies to address critical gaps in existing and newly emerging nutrition challenges. Key focus areas include:

- a. Screening, diagnosis and monitoring of malnutrition: health and related sector screening for, and monitoring of, growth and nutrition status, especially in children and pregnant women.
- b. Adequate, diversified and affordable diets: nutrition sensitive agriculture, food crop diversification, food safety and quality, and promoting affordable, easily accessible and diversified diet.
- c. Appropriate feeding practices and dietary behaviours: continued promotion of breast feeding and other optimal behaviours related to infant and young child feeding practices, as well as addressing rising levels of overweight and obesity.
- d. Improved water, sanitation and hygiene: enhanced access to clean water and sanitation, and improved associated behaviour

## 2. Inclusive and collaborative governance:

The UN will work closely with relevant line ministries of the RGC, civil society organizations and the private sector to advance the coordination and facilitation of multi-stakeholder efforts, particularly through supporting the formulation and promotion of the National Strategy for Food Security and Nutrition, and assisting the planning, costing and budgeting of priority strategic actions across key sectors.

With relevant engagement of the private sector, the UN will work together with government institutions to strengthen nutrition sensitive food production and processing capacities, enhance regulatory monitoring, oversight and enforcement of national legislations and regulations including on food safety and quality, marketing of breastmilk substitutes, and food fortification, and introduce appropriate regulation of salt, sugar and fat consumption and advertising of unhealthy products.

## 3. Knowledge and evidence:

The UN will work closely with partners to invest in better nutrition information, through improved survey design, innovative surveys, research and data management tools, strengthened data collection, analysis and dissemination, and quality knowledge and advocacy products to expand the collective knowledge based and informed decision making.

Nutrition surveys and research will seek to analyse nutritional challenges and needs at sub-national level and highlight specific needs of especially vulnerable groups with the aim to enhance nutrition wellbeing for all and leave no one behind.

### ACCELERATOR 3

#### **Youth: Empowering youth to realize their full potential, and Cambodia to reap its demographic dividend**

Cambodia's population is the youngest in Southeast Asia and constitutes the largest generation of youth transitioning into adulthood in its history. Ensuring young people have good health, quality education and decent employment, and are empowered to make informed decisions in life, whether within their families or in the social, economic and political arenas, are pre-conditions to and accelerators of sustainable development. The role of young people will be decisive for Cambodia's future through ensuring it reaps a demographic dividend to enable continued growth in a sustainable way. Yet, Cambodia's strong economic growth has so far not been matched by improvements in youth well-being and participation<sup>128</sup>.

Recognizing the vital role of young people in delivering on the SDGs in Cambodia, the UN has identified the empowerment, development and engagement of young people as one of the four accelerators. This accelerator is closely linked to UNDAF Outcomes 2, 4 and accelerator 3. Youth are also prioritized in the Rectangular Strategy-Phase IV as part of the priority on "Human Resource Development". The UN will focus on two broad areas of work through the UNDAF, while taking proactive steps to recognize and address the effects of gendered norms, values and exposure to risk that impact on young people's lives.

<sup>128</sup> According to the 2017 OECD youth well-being policy review, one young person out of five is deprived in two or more well-being dimensions at the same time, including health, employment, education and civic participation, while 40 percent fare poorly in at least one of these dimensions.

# ACCELERATORS

## **1. Smart and critical investment in key areas to support youth well-being and economic growth for Cambodia to reap its demographic dividend**

The UN will support policy formulation and implementation, and invest in health, education and employment to ensure youth enjoy their social and economic rights and that youth well-being is leveraged to positively contribute to Cambodia's development. The focus will be directed towards:

- a. Strengthening youth access to health care, particularly sexual and reproductive health information and services, including for HIV and STIs. The UN will provide technical assistance to the RGC to improve and expand the quality of information and services, including support to comprehensive sexuality education and other social behavioural change interventions.
- b. Facilitating young people's entrance to the labour force while reducing inequalities—particularly for disadvantaged and vulnerable groups—and ensuring young women and men are better able to meet labour demand from the private sector. The UN will support on-going reforms in education and technical and vocational education and training to improve access to and quality of higher levels of education, working closely with the private sector to address skills gaps and create an enabling environment to promote decent employment opportunities.

## **2. Support the development of adolescent and youth responsive systems and youth participation**

Cross-sectoral and integrated approaches are required to address existing and emerging challenges facing youth in Cambodia. The UN will support data collection to better understand and analyse the challenges and priorities of young people, support youth innovation and co-creation to address development challenges, and support institutional spaces for meaningful youth participation, focusing on increasing youth demand for services, quality of service delivery and expanding access to information.

- a. Data for development: The UN will support the production and availability of data disaggregation for evidence-based programming and needs analysis of priorities for young people, including vulnerable and marginalized

groups. The UN will support population-based surveys and assessments to help establish baselines and collect critical data on youth and young people. This is clearly linked to accelerator 4 on data, below.

- b. Engagement and participation: The UN will support the expansion of space for youth engagement and participation in decision-making, including through expanding access to information, addressing barriers to women's participation and strengthening youth coordination mechanisms at the national level and within the UN, to empower youth to express their needs, demands and ideas. It will build the capacity of youth leaders and organizations to ensure the enjoyment of their rights in civic and political spheres, and support youth-led solutions.

### **ACCELERATOR 4**

#### **Ensuring greater availability and use of high quality disaggregated data for sustainable development.**

The 2030 Agenda for Sustainable Development is ambitious and transformational by committing to ensure that no one is left behind. A robust national statistical system plays a critical role in providing quality data to inform national policymaking and planning to achieve this objective. This accelerator is clearly identified in sub-outcomes 1.2, 2.3, 3.1, 4.2, 4.3 and 5.2, and is also aligned to Accelerator 3 on Youth.

In line with the National Strategy for the Development of Statistics, there is a need to strengthen coordination functions of the National Institute of Statistics and other national institutions and reporting mechanisms. Meanwhile, efforts should be made to fill data gaps and improve international comparability by increasing the adoption of internationally agreed standards, strengthening national statistical capacity and improving key administrative datasets. While external funding is diminishing, government budget needs to be increased, especially for censuses and surveys. This is to meet the need for increased sampling schemes and sizes that would be geared towards capturing situations and needs of vulnerable groups.

Enhancing Cambodia's overall statistical infrastructure and the capacities of producers and users has been identified in the UNDAF 2019-2023 as an accelerator, given its central role across all UNDAF outcomes, focusing on the following:

**1. Support the implementation of the National Strategy for the Development of Statistics to enhance statistical systems in line with international standards.** This will include:

- a. Building stronger coordination functions of the National Institute of Statistics in playing a more effective leadership role in the Sub-group for Data for Development (D4D). This will lead to eliminating data conflicts and producing comparable and timely statistics for effective reporting of CSDG indicators.
- b. Building open data and statistical ecosystems, linking with global SDG platforms that: (i) provide platforms to enable collection and sharing of quality data; (ii) promote adequate disclosure and accountability of data producers; and (iii) sensitize non-government stakeholders to data as part of engagement in SDG monitoring and implementation.
- c. Support the adoption of international contextualized practices and standards through the development of statistical protocols.

**2. Provision of quality support for collection of key statistical data** through national censuses, demographic, social and economic surveys, and administrative data systems that will provide quality data for use in monitoring of national development frameworks and guide policy direction. This will include:

- a. Generating quality disaggregated data through population censuses and other core surveys<sup>129</sup>. Special focus will be on ensuring the quality of the 2019 national population census, as it will serve as a foundation for many ensuing statistical activities.
- b. Support for monitoring and reporting on CSDG implementation using evidence and quality data, with a particular focus on addressing the needs of vulnerable populations.



<sup>129</sup> Including the Cambodia Socio-Economic Survey and the Cambodia Demographic and Health Survey.





## RISKS & ASSUMPTIONS



**A** core component of the UNDAF is the adoption of more risk-informed and evidence-based practices, building on each step of the planning and formulation process, particularly the UNDAF evaluation, the comparative advantage exercise, the Common Country Analysis and the theory of change. The theory of change necessitated identification and articulation of major risks and assumptions and considered how assumptions shape and influence results. It also identified risks to achieving results. Ways to strengthen resilience and reduce risks of adverse events, shocks and stresses were carefully considered and addressed in the UNDAF results framework.

The presence of economic, social, environmental and political vulnerabilities affecting all countries worldwide, including Cambodia, is a constant reminder of the need to design flexible and tailored development plans. All programmatic initiatives deriving from the UNDAF will be guided by the 'do no harm' principle. The aim is to address Cambodia's development challenges through context-sensitive interventions, which can reduce negative and unintended consequences. In creating sustainable development interventions through the UNDAF, adequate attention will be devoted to assessing the impact of regional economic integration and growth trajectories in neighbouring countries.

The focus on vulnerability in the UNDAF Common Country Analysis provided a solid analytical compass for managing risks and uncertainties, while addressing sources of vulnerability. Additional scrutiny will be achieved through continuously updating risks, monitoring trends and formulations, and implementing appropriate mitigation strategies, including through elaborating the UNDAF joint annual workplans.

The main risks and assumptions, which cut across all five outcomes as identified by the UN, are summarized below.



## Prioritization and implementation of sustainable development in national plans and budgets

A key underlying assumption of the UNDAF is that the political commitment of the RGC to achieving the 2030 Agenda and the SDGs is followed through, including prioritization within national and sub-national development plans. Closely linked is the assumption that the RGC continues to increase spending on social and sustainable development, including in areas related to the UNDAF outcomes. Main risks are a possible slow-down of economic growth, increased competition from neighbouring countries, or loss of trade derogations, which could affect domestic revenue to finance sustainable development. Positioning sustainable

development in national development plans with clear results, budgetary and accountability frameworks will be a strategy to mitigate risks of funding cuts. Misuse of public budget is another risk and the UN will collaborate with the RGC to strengthen performance monitoring and reporting mechanisms.

## Changing development finance environment

The changing development finance environment is reflected in declining ODA<sup>130</sup>, while foreign direct investment, trade and domestic resource mobilization are expected to increasingly exceed grant assistance. Although Cambodia has been classified as a lower-middle-income country, it will continue to be categorized as a least-developed country for some time. To some extent, this will mitigate the effects of the lower-middle-income status on accessing concessional financing.

Cambodia remains one of the largest recipients of Chinese aid globally<sup>131</sup> and China is also the biggest investor in Cambodia, particularly in the last several years<sup>132</sup>. A slow-down in the Chinese economy could impact Cambodia's growth prospects.

The changing development finance environment is factored into the development of the UNDAF Common Budgetary Framework 2019–2023. The UNDAF financing strategy will look into addressing the UNDAF funding gap, while striving to leverage larger financing flows. This is to promote the transformative changes needed to achieve the 2030 Agenda. The UN will build on its comparative advantages in providing integrated solutions to complex development challenges, with greater focus on the provision of high quality policy advice.



<sup>130</sup> ODA fell from nearly \$1.5 billion in 2012 to about \$1.2 billion in 2016. Development Co-operation and Partnerships report, Council for the Development of Cambodia, 2018.

<sup>131</sup> Between 2000 and 2014, Cambodia received \$3 billion of Chinese ODA, and was the seventh largest recipient of Chinese aid globally: <http://aiddata.org/china>.

<sup>132</sup> China accounted for up to 44 percent of the recorded \$19.2 billion in foreign direct investment between 1994 and 2014. Bilateral trade between China and Cambodia swelled to \$4.8 billion in 2017, the majority in the form of imports, including fabrics, machinery and electronics, compared to exports of around \$830 million mostly in the form of commodities. National

Bank of Cambodia (NBC) and National Institute of Statistics (2016), report on Foreign Direct Investment Survey results 2014–September 2016. [https://www.nbc.org.kh/download\\_files/other\\_reports/english/Report-on-FDI-Survey-Result-2014\\_NBC\\_ENG.pdf](https://www.nbc.org.kh/download_files/other_reports/english/Report-on-FDI-Survey-Result-2014_NBC_ENG.pdf) and Thayer, C. A. (2017), Cambodia: Hun Sen Chooses Dependence on China.



## RISKS AND ASSUMPTIONS



### **Multi-stakeholder participation and engagement**

Underpinning the 2030 Agenda and the UNDAF 2019–2023 is the vital role of public participation and engagement, especially in relation to civic action and citizen participation in decision-making processes. This includes all people in Cambodia being able to participate in local planning processes to voice their demand for improved social services. Limits on civil society space could pose a risk to the implementation of the UNDAF but effective implementation of the November 2018 directive by the Ministry of Interior, which allows CSOs to hold meetings without first seeking permission from local authorities<sup>133</sup>, can mitigate this risk. The UN will, through all UNDAF outcomes, work to strengthen spaces for participation, dialogue and engagement, developing inclusive partnerships built on the SDG principles, values, shared vision and goals that place people, prosperity, the planet and peace at the heart of the development agenda in Cambodia. Technology and increased connectivity should contribute to opening up new avenues for expression and ideas, and give more opportunities for the public to express their concerns,

for example, over inefficiencies in addressing crucial demands, unequal distribution of resources, poor implementation of public investment projects, or corruption and mismanagement in the public and private sectors.

Another assumption is the favourable participation of the private sector, and its buy-in, with the policies and regulations of the new government and the 2030 Agenda. The private sector in Cambodia has shown a burgeoning interest in giving support to, and becoming involved with, the SDGs and SDG-related activities, or working under directions outlined by the SDGs. This will promote an enabling environment for public-private partnerships and investment in the framework of the 2030 Agenda.

### **Climate change and natural disasters**

Cambodia's high vulnerability to natural disasters and climate change poses risks to the country's development progress. There is also a risk that pressure to maintain current growth rates could lead to greater exploitation of Cambodia's natural resource base.

<sup>133</sup> This directive complements a guideline issued by the Ministry of Interior in November 2018 that provides for increased collaboration between government at sub-national level and civil society.

Natural disasters and climate change may impact on UN system priorities. Programmatic priorities to support planned preparedness, risk reduction and resilience across all UN activities, as well as coordination capacities to respond to humanitarian emergencies, are factored into the UNDAF and its governance. This is also linked to the UN Crisis Management plan, providing a coordinated framework for UN system-wide responses to crisis situations in Cambodia.

UNDAF planned interventions have also been informed by the Sendai Framework for Disaster Risk Reduction 2015–2030<sup>134</sup>. The goal of the framework is to prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disasters, increase preparedness for response and recovery, and thus strengthen resilience.

### **M&E and data**

A further assumption is that the RGC will maintain its commitment to strengthening M&E systems, including at national and sub-national levels, as a key strategy for advancing major reforms. This has been outlined in national policies and strategic plans.

Some of the main risks are gaps in capacity and knowledge on M&E between national and sub-national levels and insufficient incentives for M&E strengthening.

To mitigate these risks, the UN will support the engagement of sub-national administrations and will work with line ministries to exchange good practices. It will provide positive recognition to champion institutions at national and sub-national level.

Limited availability and quality of data, little evidence-based analysis and less effective use of data are considered major risks in relation to the ability of the UN system in Cambodia to demonstrate UNDAF results, as well as tracking the SDGs over time. The UNDAF has identified data, including capacity building of national systems, as one of four UNDAF accelerators.

### **Reform of the UN Development System**

The landmark resolution of the UN General Assembly on the repositioning of the UN Development System responds to a call to better position the UN's operational activities for development. This is to support countries in their efforts to implement the 2030 Agenda<sup>135</sup>. This major reform will take place through significant adjustments in the work of the UN at both country and regional level in relation to the organizational arrangements, skillsets, leadership, and coordination and accountability mechanisms of the UN Development System. The reform positions the UNDAF as the most important instrument for planning and implementation of UN development activities in each country and in the UN. The UN in Cambodia will closely follow the operationalization of the reform to make any necessary adjustments to the UNDAF 2019–2023.

<sup>134</sup> For details, see [https://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf).

<sup>135</sup> UN General Assembly draft resolution on the Repositioning of the UN Development System in the context of the quadrennial comprehensive policy review of

operational activities for development of the United Nations, 9 May 2018.



## PARTNERSHIPS & INNOVATION

**T**he relationship and inter-connectedness of the SDGs will influence the work of the UN in Cambodia in 2019–2023 and beyond, underscoring the importance of multi-sectoral collaboration between individual UN agencies and across line ministries. As identified in the UNDAF Common Country Analysis, this inter-connectedness has implications for the UN and will call for a whole-of-society approach that is people-centred and systems-oriented.

Strengthening trust relationships, developing new networks and brokering innovative partnerships, is fundamental to the cross-cutting approach of the Cambodia UNDAF 2019–2023. Forging collaboration with the private sector will remain key to unlocking resources, knowledge and expertise to implement the 2030 Agenda. This will require the UN to frame the SDGs as an investment opportunity, where social and environmental impact creates higher value for businesses and private companies. Developing financing strategies and new business models that blend private and public funds with ODA is crucial for unlocking knowledge, expertise and resources, and ensuring sustainability.

The UN will actively promote innovation and help adopt new technologies and solutions to drive strategic engagement and systemic change. Embedding innovation in the UN’s way of working will ultimately create better value, reduce costs, improve the effectiveness of development assistance and remain adaptable, agile and responsive in a rapidly changing world.

The UNDAF 2019–2023 structure enables clear division of labour, articulation of roles and responsibilities, and strong integration based on interdependent reliance. It calls for an innovative approach to partnerships, increased engagement and alliance-building. The UNDAF prioritizes support to areas where the UN is best positioned to contribute to positive transformational change, that over a five-year period builds a roadmap to achieve the localized CSDGs and more broadly the SDGs by 2030.





For the UN in Cambodia, the partnership agenda requires solid value proposition, enhanced policy coherence, rationalized UN results groups, partnership innovation and strengthened domestic resource mobilization. In the context of the RGC's Development Cooperation and Partnerships Strategy, the UN is well positioned to support the RGC's ownership and leadership role by convening and utilizing multi-stakeholder partnerships that focus on delivering sustainable development results, including in Technical Working Groups that the UN co-leads.

### Government and the UN

The United Nations system in Cambodia will support CSDG progress and contribute to embedding the SDGs in national priorities, strategies and monitoring systems. Cambodia needs to continue to place people and people's rights at the centre of its national priorities and localized SDG goals.



## PARTNERSHIPS & INNOVATION

For the RGC, the UN will remain a trusted partner as an implementer, but also increasingly in public policy development, especially in the social sector. Therefore, it will be a crucial collaborator in the realization of some of the RGC's 2030 Agenda commitments. The UN will assist in strategic institutional capacity development interventions, with a stronger focus on regional or South-South experimentation and experience with institutional responses to complex development issues in the 21<sup>st</sup> century. With knowledge, experience and practical examples widely available and accessible by networked IT systems and applications, the UN contribution will continue to evolve from an implementer and expert development knowledge supplier to a regional and international networker, 'connector' and 'collaboration-enabler'.

An increasingly important role of the UN, from the RGC's perspective, is the access it provides to multiple international platforms. Given the regional or even international origin and implications of many issues impacting development<sup>136</sup>, meaningful participation – and the ability to constructively represent its interests – is crucial for the RGC. The UN seeks to fulfil this role to enable the RGC to do so. It will not only provide a 'bridge' to these platforms, but it is also an important source of information on the process, 'politics' and status of international discussions on relevant issues. By being part of the system, the UN in Cambodia will call on deep layers of capacity to support the RGC to prepare for, participate in, negotiate and profit from international deliberations, solutions, and crucially, finance for the realization of the SDGs.

### **South-South and regional cooperation for sustainable development**

During the past decades, South-South cooperation has increasingly demonstrated its contribution to development results through a variety of flexible cooperation modalities, including knowledge exchanges, technology transfer, financing, peer support and regional initiatives. It has contributed to countries forming common development agendas and seeking collective solutions. The UN has a strong role to play as

knowledge broker, capacity development supporter and partnership facilitator when countries in the region work together to find solutions to common challenges. South-South cooperation strengthens Cambodia's global network and offers opportunities for Cambodia to share its experience in fulfilling its development commitments.

The UN's global presence in close to 180 countries, its knowledge networks of expertise at the global and regional level among all UN agencies operating in Cambodia, and its support to other multilateral organizations such as ASEAN, including drawing from the ASEAN-UN Plan of Action 2016–2020, offer a unique capacity to help Cambodia take advantage of South-South and triangular cooperation. Such cooperation will help Cambodia to share, adapt and create better development solutions to meet new challenges.

This includes enabling other countries in the Global South to learn from Cambodia's development successes, as well as supporting Cambodia to strengthen international integration and learn from other countries making, or having made, similar transitions.

### **Civil society, community-based organizations and the UN**

As part of the UNDAF evaluation and drafting process, consultations with stakeholders, including civil society, were carried out analysing the UN's support to Cambodia. They identified potential priorities and opportunities for expanded and innovative collaboration and partnership. The UN's focus on reflecting the principles and values of the 2030 Agenda, and specifically human rights, gender equality, sustainability and availability of timely and accurate data, necessitates strong partnerships with civil society and communities. The UN will ground its partnerships in support of the implementation and monitoring of the relevant existing strategies, frameworks and policies. It will do this through innovation and creative thinking, capacity development, technical support and assistance, the use of research and analysis of disaggregated data, and support to the implementation of work relating to the

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<sup>136</sup> Most obviously climate change, but increasingly in a networked world, finance and economy, migration, crime, education and labour.



CSDGs. The UN will play a key role in bridging the gap between development actors. Through its programmes and projects, it will bring together the RGC, civil society, communities and organizations, and government sector leads. In the Technical Working Groups that it co-leads, the UN will steadfastly adhere to the inclusive partnership principles set out in the Development Cooperation and Partnerships Strategy.

In this context, the UN has a critical role to play in fostering cooperation between the RGC and civil society organizations and ensuring they are supported to perform a number of key functions. Such functions include organizing people's participation and expression of their voice; identifying opportunities to engage citizens in project planning, implementation and monitoring; seeking the accountability of duty bearers to achieve the development goals and realize international commitments; and increasing the prospects of attaining higher levels of equity, including engaging with youth and women. Other critical functions include participating in public policy dialogue and articulating the interests and concerns of citizens in a way that helps validate the relevance of policies, laws and other instruments; consolidating lessons learned to inform policies and improve the dissemination of these; and making use of a strong implementation capacity to increase the effectiveness of public service delivery, offering more tailored and responsive services.

### **Private sector and the SDGs**

The UN will support leveraging the power of the private sector to support the 2030 Agenda, harnessing its core business and innovation, and advocating for it to uphold human rights. On average, the private sector accounts for 60 percent of GDP, 80 percent of capital flows, and 90 percent of jobs in developing countries. How the private sector operates has a major impact on whether the growth of development is inclusive and sustainable<sup>137</sup>. Although the end goals of the UN and business sector are quite distinct, there are many critical common objectives, such as building markets, combatting corruption, safeguarding the environment, increasing

food security and ensuring social inclusion. The SDGs present significant opportunities for the private sector to open up new market opportunities and attract new private investments in sustainable development by leveraging companies' core competencies, expertise and resources. Leading private companies and business associations are starting to view the global goals as a framework to differentiate themselves, by expanding their customer bases, developing core innovations and new services, developing more resilient and responsible supply chains, and engaging in policy advocacy.

Cambodia will likely achieve the final LDC graduation in 2027 at the earliest, and will then no longer be able to access the International Special Measures provided to LDCs under various UN-supported initiatives. As ODA availability in Cambodia in 10 years' time is difficult to predict, it is important to maintain a partnership-based approach to manage development cooperation and maximize the role of the private sector.

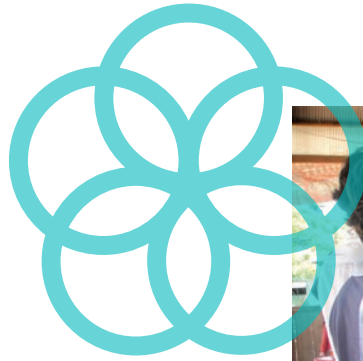
By mobilizing the UN's convening power and its global collective knowledge and experience, the UN in Cambodia is committed to offering expertise to businesses and the private sector that can create shared value under the guidance of the 2030 Agenda, the UN Global Compact and the UN Guiding Principles on Business and Human Rights.

### **International development partners and the UN**

The UN in Cambodia plays a leading role in convening and coordinating among international development partners and will continue to support greater integration and synergies that reduce duplication and encourage greater collaboration. The 2019–2023 UNDAF is built on an in-depth, comprehensive, rights-based and inclusive country analysis which focuses on UN engagement where it can have the greatest impact, taking into account both mandate and comparative advantage. In working with international development partners, the convening role of the UN has been recognized as a key comparative advantage, and the UN will continue to play this role while fostering deeper partnerships.

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<sup>137</sup> UNDP's Private Sector and Foundation Strategy for the Sustainable Development Goals 2016–2030.



## IMPLEMENTATION ARRANGEMENTS & PROGRAMME COORDINATION

**T**hrough the UNDAF, the UN will support national development priorities as part of an integrated approach to sustainable development, in close partnership with various levels of the RGC, civil society, the private sector and other partners. Building on its impartiality and neutrality, the UN will facilitate dialogue between duty bearers and rights holders, and promote partnerships between all stakeholders across sectors, including civil society. Reflecting its normative mandate, the UN includes vulnerable people and groups at the heart of its development efforts.

In keeping with the principles of development effectiveness and national ownership, the UN will coordinate its efforts through national development coordination mechanisms, including Technical Working Groups, and ensure inter-ministry engagement under the overall coordination and oversight of the Council for the Development of Cambodia (CDC). CDC will ensure coordination and facilitation of dialogue around the UNDAF of relevant government ministries and agencies. Joint annual meetings between the RGC and the UN will be organized to discuss annual work plans, progress of the CSDGs and UNDAF implementation.

To implement the UNDAF 2019–2023 the UN system in Cambodia has established roles, responsibilities and processes for oversight, coordination, management, partnership arrangements, planning and M&E. Effective implementation of the UNDAF will require that the UN system operates in a manner that promotes coherence, ensuring that core programming principles and approaches are fully considered and applied.



The UNDAF will be made operational through the development of joint work plans (and/or agency-specific work plans and project documents as relevant), which will describe the specific results to be achieved. Efficient coordination within the UN system will ensure achievements and measurable progress, and will be organized around the following mechanisms:

**UN Country Team (UNCT):** Comprising heads of all resident and non-resident UN agencies, funds and programmes, the UNCT is the highest UN inter-agency coordination and joint decision-making body in Cambodia, ensuring UN coherence and alignment of UN support to national development priorities, as well as providing internal oversight of the implementation of the UNDAF.

**The UN Resident Coordinator** is the designated representative of the UN Secretary General in Cambodia and leads and strategically positions the UNCT to maximize the value of joint UN efforts. The resident

coordinator leads the overall coordination of the UNDAF. The Office of the UN Resident Coordinator reports to the resident coordinator and supports the UNCT to advance coherence within the UN system and alignment of UN assistance with national development priorities.

**UNDAF Results Groups:** Five results groups, one for each of the five UNDAF outcomes, are established to lead and guide the UNDAF formulation and implementation, using joint annual work plans. The UNDAF results groups comprise individual agency programme staff contributing to each of the five outcomes. Each results group is co-chaired by two heads of agencies and should include at least one M&E expert to support its work.

**Programme Management Team (PMT):** Comprising deputy or senior programme officer level representatives from all member agencies of the UNCT (resident and non-resident), the management team supports the country team/resident coordinator in coordinating the UNDAF implementation and M&E, including accelerators, with support from the M&E task force.

**M&E Task Force:** Reporting to the programme management team, the M&E task force gives periodic support to monitoring the UNDAF, as requested by the management team. It contributes to joint periodical and annual reviews and reports on UNDAF results, including the implementation of recommendations that emerge from joint M&E activities. It also supports institutional learning. The M&E task force helps strengthen the M&E capacity of UN staff and partners and promotes a responsive results-based management and evaluation culture in the implementation of the UNDAF.

**UN Theme Groups:** The various theme groups, including the theme groups on gender, human rights and the Joint Team on AIDS, established around the programming principles or accelerators identified in



the UNDAF or other joint initiatives as appropriate, promote coherence in programming to maximize synergies and support progress on UNDAF results and alignment with national priorities. Task forces report directly to the UNCT and are chaired by the head or deputy head of the lead UN agency.

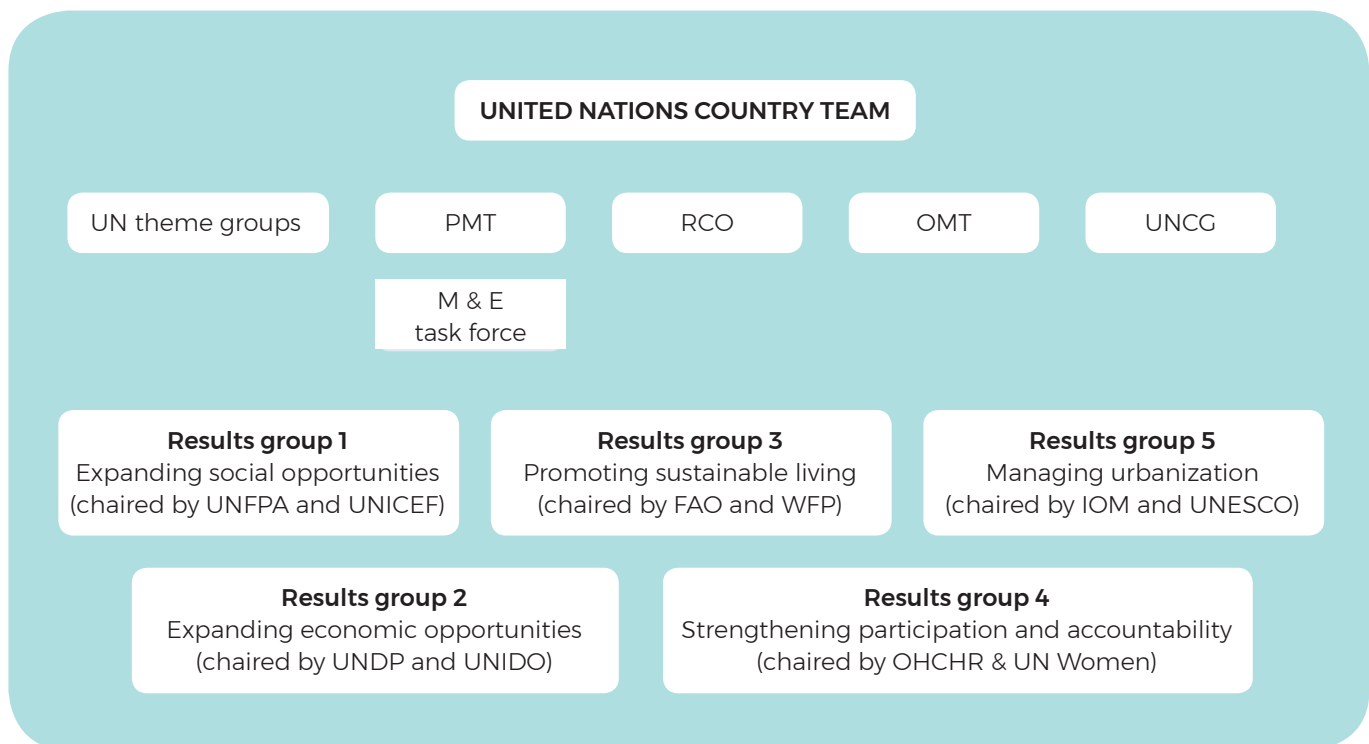
**The UN Communications Group:** Comprising communications focal points of UN agencies, the communications group disseminates UNDAF results achieved, best practices and success stories to promote scaling up. The group supports the development and roll out of joint advocacy initiatives identified by the UNCT and coordination groups.

**The Operations Management Team:** The Operations Management Team brings together UN organizations' operations managers. It provides the UNCT with recommendations on common services and

business-related issues, identifying opportunities for collaboration and innovation to increase the efficiency and effectiveness of UN programmatic work. It provides recommendations on the harmonization and simplification of operational procedures for the effective implementation of the UNDAF.

**A Business Operation Strategy 2019-2023** will be developed to outline all planned inter-agency harmonization and operations activities and to establish alignment between operations and the UNDAF 2019-2023. The business operation strategy will aim to provide operational analysis, reduce costs and harmonize the business activities of the UN agencies in Cambodia through joint business initiatives. It will also allow the UNCT to improve monitoring, management and implementation of joint business initiatives in the medium term and in a coherent way.

## UNDAF Implementing Structure







# MONITORING & EVALUATION

Monitoring and reporting of results will be a UN priority under the UNDAF 2019–2023, underpinned by the results-based management approach that guided its development. An UNDAF M&E calendar has been generated (Annex V), including an integrated five-year evaluation plan and monitoring commitments. Progress on delivery will be jointly monitored with the RGC against key indicators for the outcomes, as set out in the UNDAF Results Matrix (Annex II) and the Table of UN human rights mechanisms recommendations (Annex IV).

The UN in Cambodia is strongly committed to supporting strengthened quality and accessibility of government M&E systems, and to using existing national monitoring systems for UNDAF monitoring to the fullest extent possible. Monitoring of the UNDAF will be aligned, to the extent possible, with national information, statistical and M&E systems to promote enhanced national ownership and mutual accountability for results by the UN and national partners. As the 2030 Agenda and the SDGs are at the core of the UNDAF, indicators included in the UNDAF results framework have been carefully selected from the SDG and CSDG indicators, using disaggregated data, where possible. It is expected that this will support effective and efficient use of national resources and support the 2030 Agenda aspiration of leaving no one behind. This approach is also supported through the UNDAF accelerator, “Ensuring greater availability and use of high quality disaggregated data for sustainable development”.

Following the latest UN Development Group guidelines, the UN system in Cambodia will undertake the M&E activities as stated below. The foreseen M&E activities will be covered by contributions from participating UN agencies, as per a costed UNDAF M&E plan.



## Joint annual work plans

The UNDAF results groups will, in close consultation with relevant line ministries and other partners, develop and manage joint annual work plans to operationalize the UNDAF outcomes. The joint annual work plans specify outputs that are measurable through indicators, base-lines, targets, means of verification, and assumptions and risks. Each joint work plan comes with an annualized common budgetary framework.

## UNDAF joint annual review

The RGC and the UNCT will conduct a strategic joint annual review<sup>138</sup> of the UNDAF to assess progress towards achieving the 2030 Agenda and the outcomes agreed in the UNDAF results matrix. Progress of the UNDAF and SDGs will be measured against targets, as well as risks and assumptions made at the design stage, assessed and reviewed as needed. The UNDAF joint annual review draws lessons and conclusions that feed into UNDAF planning and implementation, including development of subsequent annual UNCT work plans, UN theme group work plans where applicable, and the M&E plan. To feed into the annual review, a joint annual UNDAF results report will be prepared to measure progress of the UNDAF.

## Gender scorecard

The 2014 gender scorecard was updated in 2017 as part of planning for the 2019–2023 UNDAF. This will be done again in 2022, providing an opportunity to assess progress within the UN system on gender mainstreaming and the promotion of gender equality. It will also allow the identification of strategies for improving UN system contributions in the following UNDAF cycle.

## UNDAF mid-term review

An UNDAF mid-term review is to be conducted by mid-2021. This will enable the UNCT and partners to take stock, identify bottlenecks and adjust the UNDAF as required. It will include the alignment of the UNDAF to the forthcoming NSDP 2019–2023 as necessary.

## UNDAF evaluation

An independent evaluation of the 2019–2023 UNDAF is foreseen for 2022. The UNDAF evaluation will be a fundamental component of evidence-based strategy, policy-making and implementation. The evaluation will be a comprehensive and strategic assessment involving a broad range of stakeholders and partners who will evaluate the UNDAF's contribution to national priorities, the SDGs and programme relevance, effectiveness, efficiency and sustainability. The evaluation will follow the UN Evaluation Group's norms, standards and guidance, serving as an accountability and learning tool for the UNCT and partners. (See also Annex I – Legal Annex.)



<sup>138</sup> Mandatory reporting from UNCT to host government through the resident coordinator on the performance and results of the UN's collective support to the SDGs in-country, as reflected in the UNDAF, is provided in the 31 August 2018 Implementation Plan of the Repositioning of UN Development System resolution and may require additional measures to be considered.



# UNDAF COMMON BUDGETARY FRAMEWORK

The Common Budgetary Framework reflects an estimation of the total resource requirement for the UN system in Cambodia to deliver the commitments outlined in the UNDAF. The framework is the cumulative total of all participating UN agency country programme budgets for the five-year period of the UNDAF.

The overall resource requirement to achieve the UNDAF is summarized in the figure below, with financial information on total budgets, available funding and resources to be mobilized for each of the five outcomes. Of the overall estimated budget for the UNDAF of some \$577.6 million, it is projected at the start of the implementation that about \$369.9 million (64 percent) will be available, leaving \$207.7 million (36 percent) to be mobilized throughout the UNDAF implementation.

UN agencies operate under different financial systems with different funding structures, programming cycles and timeframes. The level of predictability in funding forecasts depends on a large number of inter-related factors, including whether an agency receives core funding or is fully dependent on raising funds through country-level or regional programmes. There may also be significant variations in the nature of the services an agency provides, with some agencies engaged in activities that may be more resource intensive than others.

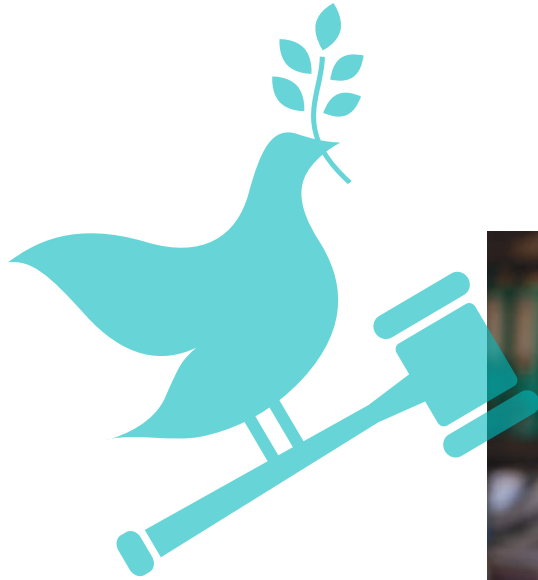
OUTCOME	TOTAL REQUIRED (US\$)	PROJECTED TO BE AVAILABLE	RESOURCES TO BE GENERATED
1. Expanding social opportunities (People)	266,906,000	201,147,500	65,758,500
2. Expanding economic opportunities (Prosperity)	131,395,744	75,061,598	56,334,146
3. Promoting sustainable living (Planet)	115,356,506	54,006,329	61,350,177
4. Strengthening participation and accountability (Peace)	44,680,433	22,515,421	22,165,012
5. Managing urbanization	19,305,500	17,175,500	2,130,000
<b>Total</b>	<b>577,644,183</b>	<b>369,906,348</b>	<b>207,737,835</b>

Financing the UNDAF is both an individual responsibility of participating UN organizations and a shared responsibility with the UNCT. All agencies have carefully analysed spending from the previous programming cycle and have provided resource mobilization targets considered to be realistic within the five-year implementation period of the UNDAF.

prepared in the context of the Rectangular Strategy Phase IV commitment to introducing performance-informed budgeting as part of public financial management reform. UN resource mobilization and programming will be done alongside dialogue with the RGC to ensure alignment with budget priorities and processes.

An annual common budgetary framework will be developed as part of the annual UNDAF joint work plans for the five outcomes. This is to accurately quantify the resource requirements of the UNDAF and to inform resource mobilization strategies. The framework will be





# UNDAF FINANCING STRATEGY

Cambodia's recent graduation to lower-middle-income country, and the expected continued decline in ODA flows<sup>139</sup> while remaining an LDC, will continue to affect available development finance flows. As with the majority of middle-income countries globally, Cambodia has entered a new phase of declining ODA, a phase where volumes related to foreign direct investment, trade and domestic resource mobilization will increasingly exceed grant assistance. Realizing Cambodia's aspiration to reach upper-middle-income country status by 2030, in combination with successful implementation of the 2030 Agenda, will require the RGC to mobilize and manage a broader and more diverse range of development resources to access a broader range of public and private development finance flows<sup>140</sup>.

The change in finance flows, sources and trends, combined with the ability of UN systems to support the RGC in moving ahead on the 2030 Agenda, requires the UN to review its financing frameworks for delivering the SDGs. This includes the need to look at how existing resources are used and prioritized, and how more effective integrated approaches to managing public and private finance can be facilitated to achieve sustainable development. Therefore, in line with the Addis Ababa Action Agenda, a key objective of the UNDAF will be to catalyse finance for the SDGs.

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<sup>139</sup> Cambodian Rehabilitation and Development Board and Council for the Development of Cambodia (2017), Cambodia Development Finance Assessment.

<sup>140</sup> Ibid.

Building on existing data and analysis of the development finance landscape in Cambodia<sup>141</sup>, including public and private, international and domestic, as well as on the UNDAF Common Budgetary Framework, the UN will, at the beginning of the implementation of the UNDAF, develop an UNDAF financing strategy which will map out a resource mobilization plan to help address the UNDAF funding gap. This will be done through allocating existing resources effectively and achieving greater impact by accessing additional resources.

As the UNDAF outcomes are closely aligned with the CSDG targets, the UNDAF and the UNDAF financing strategy will also play a catalytic role in striving to leverage larger financing flows to promote the transformative changes needed to achieve the CSDGs.

The UNDAF financing strategy should strive to facilitate both individual and collective fund mobilization efforts, including for example, pooled financing mechanisms. The UN in Cambodia will act as a smart development entrepreneur, evoking a change in its business policies, engaging the RGC and other partners to bring about sustainable development and ensuring the link between planning and financing needed to attain Cambodia's development priorities.

Meeting the significant increase in investment predicted to realize the SDGs will require raising and mobilizing substantial additional resources from multiple sources. It will also require the UN system at the country level to shift its focus from funding to financing, as well as using and channelling resources more efficiently. This will be based on a multi-stakeholder, partnerships and multi-financing approach.

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<sup>141</sup> Ibid.





# ANNEX I

## LEGAL ANNEX - BASIS FOR THE RELATIONSHIP

### 1. Partnerships, Values and Principles

**Whereas the government of Cambodia (hereinafter referred to as “the government”) has entered into the following:**

- a. WHEREAS the government and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)), which was signed by both parties on 19 December 1994. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance shall be made available to the government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules, and along with them the new definitions of ‘execution’ and ‘implementation’, enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDC simplification and harmonization initiative. In light of this decision, this UNDAF, together with a work plan (which shall form part of this UNDAF, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.
- b. With the United Nations Children’s Fund (UNICEF), a Basic Cooperation Agreement (BCA) concluded between the government and UNICEF on 1 June 1994.
- c. With the World Food Programme (WFP), a Basic Agreement between WFP and the government signed on 12 January 2006.
- d. With the United Nations Population Fund (UNFPA), the basic agreement concluded between the government and the United Nations Development Programme on 19 December 1994 (the “Basic Agreement”), mutatis mutandis applies to the activities and personnel of UNFPA, in accordance with the agreement concluded by an exchange of letters between UNFPA and the government, which entered into force on 6 August 1996. This UNDAF together with any work plan concluded hereunder, which shall form part of this UNDAF and is incorporated herein by reference, constitutes the project document as referred to in the basic agreement.

- e. With the International Labour Organization (ILO), a revised standard agreement concerning technical assistance concluded between the government, the ILO and other organizations on 5 October 1956.
- f. With United Nations Industrial Development Organization (UNIDO), Cooperation Agreement dated September 23<sup>rd</sup>, 2004 to the effect that the SBAA signed by UNDP and the government on December 19<sup>th</sup>, 1994 be applied, mutatis mutandis, to UNIDO.
- g. With the Food and Agriculture Organization of the United Nations (FAO), the Agreement for the opening of the FAO Representation in Cambodia on 21 December 1994.
- h. With the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), an exchange of letters dated September 18<sup>th</sup> 2012 to the effect that the SBAA signed by UNDP and the Government on December 19<sup>th</sup> 1994 be applied, mutatis mutandis, to UN Women.
- i. With WHO, a basic agreement concluded between the government and WHO on 16 October 1973.
- j. With the United Nations Environment Programme (UNEP) through the United Nations Environment Assembly (UNEA) and the UNEA's approval of UNEP's Medium-Term Strategy 2018-2021 and 2022-2024 and related programmes of work.
- k. With the United Nations Office of the High Commissioner for Human Rights (OHCHR), a Memorandum of Understanding signed in December 2016 (subject to renewal), to the effect that the SBAA signed by UNDP and the government in December 1994 be applied, mutatis mutandis, to OHCHR.
- l. With the United Nations Educational, Scientific and Cultural Organization (UNESCO), an Accord de Siege concluded between the Royal Government and UNESCO on 9 January 1995.
- m. With the International organization for Migration (IOM), a Cooperation agreement between the Supreme National Council of Cambodia and IOM signed on 19 December 1993.

- n. For all agencies: Assistance to the government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency's governing structures.

The UNDAF will, in respect of each of the United Nations system agencies signing, be read, interpreted, and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the host government.

## **2. Programme Management and Accountability Arrangements**

The programme will be nationally executed under the overall co-ordination of the Council for the Development of Cambodia. Government Ministries, NGOs, INGOs and UN system agencies will implement programme activities. The UNDAF will be made operational through the development of joint work plan(s) (JWPs) and/or agency-specific work plans and project documents, as necessary, which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources. To the extent possible, the UN system agencies and partners will use the minimum documents necessary, namely the signed UNDAF and signed joint or agency-specific work plans and project documents to implement programmatic initiatives. However, as necessary and appropriate, project documents can be prepared using, inter alia, the relevant text from the UNDAF and joint or agency-specific work plans and / or project documents.

With regards to the provision of Daily Subsistence Allowances (DSA) to civil servants of the Royal Government of Cambodia, the UN in Cambodia shall apply the Agreed Principles for a Harmonized Approach to DSA for Domestic Travel of Government Counterparts - November 2014 and the additional principles signed on November 2016. This means that Development Partners agree to pay one single DSA rate for Cambodia counterparts within ceilings of USD 34 regardless of their ranks as mentioned in the Royal Government of Cambodia Sub-Decree 216 dated 22 July 2014.

**The remainder of this section is mandatory for those UN system agencies using the Harmonized Approach to Cash Transfers (HACT):**

All cash transfers to an Implementing Partner are based on the Work Plans (WPs)<sup>i</sup> agreed between the Implementing Partner and the UN system agencies.

Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred to the Treasury/line ministries/ decentralized authorities for forwarding to the Implementing Partners:
  - a. Prior to the start of activities (direct cash transfer), or
  - b. After activities have been completed (reimbursement).
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner.
3. Direct payments to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners.

Where cash transfers are made to the Treasury/line ministries/decentralized authorities, the Treasury/line ministries/decentralized authorities shall transfer such cash promptly to the Implementing Partner.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may

depend on the findings of a review of the public financial management capacity in the case of a government Implementing Partner, and of an assessment of the financial management capacity of the non-UN<sup>ii</sup> Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies, may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

**3. Resources and Resources Mobilization Strategy**

The UN system agencies will provide support to the development and implementation of activities within the UNDAF, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system agencies' support may be provided to non-governmental and civil society organizations as agreed within the framework of the individual work plans (WPs) and project documents.

Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN Specialized Agencies, Funds and Programmes.

The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as monitoring and evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and

<sup>i</sup> Refers to results groups' or agency specific annual, bi-annual or multiyear work plans

<sup>ii</sup> For the purposes of these clauses, "the UN" includes the IFIs.

in accordance with the UNDAF. These budgets will be reviewed and further detailed in the work plans and project documents. By mutual consent between the government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities.

**The remainder of this section is mandatory for those UN system agencies using the Harmonized Approach to Cash Transfers (HACT):**

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner accordingly.

In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment accordingly.

The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor.

Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

#### **4. Monitoring and Evaluation**

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and to personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in the specific clauses of their engagement documents/ contracts with the UN system agencies

2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring

3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating ministry), will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

The audits will be commissioned by the UN system agencies and undertaken by private audit services.

#### **5. Commitment of the government**

The government will support the UN system agencies' efforts to raise funds required to meet the needs of this UNDAF and will cooperate with the UN system agencies including: encouraging potential donor governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in Cambodia; and by permitting contributions from individuals, corporations and foundations in Cambodia to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the ICSC circulars).

The government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in paragraph above in the section on Basis of the Relationship.

Without prejudice to these agreements, the government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the "General Convention") or the Convention on the Privileges and Immunities of the Specialized Agencies (the "Specialized Agencies Convention") to the Agencies' property, funds, and assets and to their officials and



experts on mission. The government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the government. In addition, it is understood that all United Nations Volunteers shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such officials under the General Convention or the Specialized Agencies Convention. The government will be responsible for dealing with any claims, which may be brought by third parties, against any of the Agencies and their officials, experts on mission or other persons performing services on their behalf, and shall hold them harmless in respect of any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services.

Without prejudice to the generality of the foregoing, the government shall insure or indemnify the Agencies from civil liability under the law of the country in respect of vehicles provided by the Agencies, but under the control of or use by the government.

a. Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement.

b. Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13<sup>th</sup> February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21<sup>st</sup> November 1947, as applicable, and no provisions of this document or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.

**The remainder of this section is mandatory for those UN system agencies using the Harmonized Approach to Cash Transfers (HACT):**

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that [UN organization] will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner. Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.

Cash received by the government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to [UN organization] within six months after receipt of the funds. To facilitate scheduled and special audits, each Implementing Partner receiving cash from [UN organization] will provide UN system agency or its representative with timely access to all financial records which establish the transactional record of the cash transfers provided by [UN system agency], together with relevant documentation; all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through

which the cash transfers have passed. The findings of each audit will be reported to the Implementing Partner and [UN organization]. Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.
- Provide a timely statement of the acceptance or rejection of any audit recommendation to the [UN organization] that provided cash (and where the SAI has been identified to conduct the audits, add: and to the SAI) so that the auditors include these statements in their final audit report before submitting it to [UN organization].
- Undertake timely actions to address the accepted audit recommendations.

Report on the actions taken to implement accepted recommendations to the UN system agencies, on a quarterly basis (or as locally agreed).

# ANNEX II | UNDAF RESULTS MATRIX 2019-2023

## UNDAF OUTCOME 1 – EXPANDING SOCIAL OPPORTUNITIES (PEOPLE)



### OUTCOME 1

By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, have their basic needs addressed equitably as they benefit from and utilize expanded quality social services and social protection in a more resilient, fairer and sustainable society

### National Development Priorities in the Rectangular Strategy Phase IV: Human resource development, in particular:

- a. Improving the quality of education, science and technology;
- b. Vocational training;
- c. Improving public healthcare and nutrition; and
- d. Strengthening gender equality and social protection.

### Promotion of private sector development and employment: in particular:

- a. Job market development

			Common Budgetary Framework Indicative Budget Outcome 1: 2019-2023 (USD)		
			Total required	Projected to be available	Resources to be generated
			266,906,000	201,147,500	65,758,500
Intermediate Outcomes	Indicators	Baseline	Target	Means of Verification / Data Source	UN & Partners
<b>Intermediate Outcome 1.1</b> Women and men, in particular marginalized and vulnerable populations, increasingly seek quality services and the realization of their basic rights, including during emergencies.	<b>1.1.1:</b> (CSDG 3.2.4) Percentage of pregnant women who received ANC4+ consultation by health personnel	79% (2015)	92% (2023)	HIS, CDHS	Lead UN Agency: UNFPA, UNICEF, WHO Other UN agencies: UNICEF, UNHCR, IAEA Partners: MoH, MEF, NGOs
	<b>1.1.2:</b> (CSDG 3.4.1.2) Percentage of all people living with HIV (all ages) on treatment and pregnant women living with HIV receiving ARVs for prevention of MTC	i. Total PLHIV on ART: 87% (2017) ii. Adult (15+): Women 88%; Men 84% iii. Children (0-14): 92% iv. Pregnant women living with HIV receiving ARVs for prevention of MTC: 81% (2017)	i. Total PLHIV on ART: 90% (2020) - on track to achieve national target of 95% by 2025 ii. Adult (15+): 90% (2020) - on track to achieve national target of 95% by 2025 iii. Children (under 15): on track to achieve national target of 95% by 2025 iv. Pregnant women living with HIV receiving ARVs for prevention of MTC: >90% (2020) - on track to achieve national target of >95% by 2025	NMCHC /NCHADS programme data /estimates	Lead UN Agency: UNAIDS/ WHO Other UN agencies: UNICEF, UNFPA, UNHCR Partners: MoH, NAA, NGOs

	<b>1.1.3:</b> Number of children screened for severe acute malnutrition in health facilities by sex and age.	176,100	528,300	MoH annual nutrition data/report	Lead UN Agency: UNICEF  Other UN agencies: FAO, WHO, UNHCR  Partners: MoH, CARD, MEF, NGOs
<b>Intermediate outcome 1.2</b> Public and private sectors provide quality services and expanded coverage for marginalized and vulnerable populations in line with international standards and norms (including during emergencies).	<b>1.2.1:</b> (CSDG 3.8.1) Proportion of people receiving essential health services:  i. proportion of births attended by skilled personnel  ii. DPT-HepB-Hib 3 coverage rate  iii. TB cases detected  iv. inpatient malaria death/100,000 reported in public health facilities  v. proportion of adults 25-64 with hypertension receiving treatment  vi. (number of girls and boys with severe acute malnutrition admitted for treatment (national) by sex and age	i. 89% (2015) ii. 95% (2015) iii. 37,000 (2015) iv. 0.08% (2015) v. 29% (2015) vi. 5,600	i. 92% (2023) ii. DPT-HepB-Hib 3 coverage rate: >95% iii. TB cases detected: 50,000 iv. inpatient malaria death/100,000 reported in public health facilities: 0% v. proportion of adults 25-64 with hypertension receiving treatment: 50% vi. 15,000	HIS, CDHS, Census  MoH annual nutrition data/report  MoH National Health Congress annual report	Lead UN Agency: UNFPA, WHO  Other UN agencies: UNICEF, WHO, UNHCR, IAEA  Partners: MoH, MEF, NGOs
	<b>1.2.2:</b> (SDG 4.1.1) Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics;  (d) proportion of primary teachers receiving institutionalized Continuous Professional Development (CPD); (e) Basic education/lower secondary completion, by sex	a. G3 Khmer-35.2%, Maths-41% (2015); b. G6 Khmer-52%; Maths-48.3% (2016); c. G8 Khmer-54.2%; Maths-47.3% (2017) d. Policy for annual 100hrs CPD entitlement adopted e. Lower-secondary completion rate 46.5% (Girls: 51.1%) (2017).	a. G3 Khmer - (TBC*), Maths - (TBC); b. G6 Khmer - (TBC*); Maths - (TBC*) c. G8 Khmer - (TBC*); Maths - (TBC*) d. TBC* e. TBC*	Reports from Education Quality Assurance Department (EQAD), Education Congress Reports MoEYS HRMIS/TMIS  MoEYS Education Congress Report, 2018	Lead UN Agency: UNICEF, UNESCO  Other UN agencies: WFP, UNFPA, UNHCR  Partners: MoEYS, NGOs

\* Targets to be set based on Education Strategic Plan to be endorsed in 2019

	<p><b>1.2.3:</b> Number of survivors of violence reached with specific services, by age group, gender and disability</p>	<ul style="list-style-type: none"> <li>i. Children reached with specific services: 24,000 including 925 children with disability</li> <li>ii. Women reached with health services: 0</li> <li>iii. Women reached with law enforcement services: 922 per year (708 DV cases, 179 rape cases and 35 cases of trafficking in persons)</li> </ul>	<ul style="list-style-type: none"> <li>i. 54,000 children</li> <li>ii. Women reached with health services: 1,000</li> <li>iii. Women reached with law enforcement services: 1,500 cases per year</li> </ul>	<p>MoSVY, Partnership Programme for the Protection of Children progress reports.</p> <p>MoWA report 2015, MoH reports, MoWA reports (based on improved VAW administrative data collection by PDoWAs)</p>	<p>Lead UN Agency: UNFPA, UNICEF, UN Women</p> <p>Other UN agencies: WHO, UNDP, UNHCR</p> <p>Partners: MoWA, MoSVY, MoH, MoJ, NGOs</p>
<p><b>Intermediate outcome 1.3</b> Public and private sectors sustainably increase and diversify domestic resources for social services and social protection, especially for marginalized and most vulnerable populations.</p>	<p><b>1.3.1:</b> (SDG 1.3.1) Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, people living with HIV, key populations at risk of HIV, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and vulnerable</p>	<ul style="list-style-type: none"> <li>i. Disability allowance (10,386-F=5,263)</li> <li>ii. Scholarships (164,929 - girls = 92,147) (2017)</li> <li>iii. Poor pregnant women and newborns benefiting from government cash transfer programme (0)</li> <li>iv. School meals (260,000 pre and primary school students)</li> <li>v. Proportion of working population covered by social insurance schemes (employment injury, health care, maternity, old-age pension and unemployment): 18% (2018)</li> <li>vi. Proportion of the population covered by social health protection schemes - 40% (2019)</li> </ul>	<ul style="list-style-type: none"> <li>i. Disability allowance (30,000)</li> <li>ii. Scholarships (200,000)</li> <li>iii. 210,000</li> <li>iv. At least 260,000 pre and primary school students (WFP - 80,000)</li> <li>v. 30%</li> <li>vi. 65% (2023)</li> </ul>	<p>MoEYS and MoSVY administrative reports. MoLVT/NSSF reports/ Database</p>	<p>Lead UN Agency: ILO, UNICEF, WHO</p> <p>Other UN agencies: UNAIDS, UNFPA, UNDP, WFP, UNHCR</p> <p>Partners: MoSVY, MEF, CARD, MoH, MoEYS</p>
	<p><b>1.3.2:</b> (SDG 3.9.2.1) Government Current expenditure on social services as % of GDP (disaggregated by Health, HIV, Nutrition, Education, Social Protection)*</p> <p><i>* Domestic HIV expenditures as % of the total HIV expenditures</i></p>	<ul style="list-style-type: none"> <li>i. 17% domestic funding for AIDS response as part of the overall HIV expenditures</li> <li>ii. Health: 1.3% (2016)</li> <li>iii. Nutrition: 0.18%</li> <li>iv. Education: 3.5%</li> <li>v. Social protection: 0.92% (Social assistance: 0.12% and Social security: 0.80%)</li> </ul>	<ul style="list-style-type: none"> <li>i. Domestic funding for AIDS response: 30% (2023)</li> <li>ii. Health: 2.3%</li> <li>iii. Nutrition: TBC*</li> <li>iv. Education: TBC*</li> <li>v. Social protection: TBC*</li> </ul> <p><i>* Targets to be set based on new NSDP 2019-2023</i></p>	<p>National AIDS Spending Assessment (NASA) 2015, 2018</p> <p>National Health Accounts (NHA)</p> <p>MEF Budget Book 2018</p> <p>Line Ministry Programme Budget Book 2018</p> <p>National Strategic Development Plan (2019-2023)</p>	<p>Lead UN Agency: UNICEF, UNAIDS, UNESCO, WHO</p> <p>Other UN agencies: UNFPA, WFP, ILO</p> <p>Partners: MEF, line ministries, NGOs</p>



## UNDAF OUTCOME 2 - EXPANDING ECONOMIC OPPORTUNITIES (PROSPERITY)



### National Development Priorities in the Rectangular Strategy Phase IV:

#### Human Resource development, in particular:

- Improving the quality of education, science and technology;
- Vocational training; and
- Strengthening gender equality and social protection.

#### Economic diversification, in particular:

- Developing key and new sources of economic growth;

#### Private sector development and employment, in particular:

- Job market development
- Promoting SMEs and entrepreneurship; and
- Enhancing competitiveness.

#### Inclusive and sustainable development, in particular:

- Promotion of agricultural sector and rural development.

### OUTCOME 2

By 2023, women and men in Cambodia, in particular those marginalized and vulnerable, benefit from expanded opportunities for decent work and technological innovations; and participate in a growing, more productive and competitive economy, that is also fairer and environmentally sustainable

Common Budgetary Framework, Indicative Budget Outcome 2: 2019-2023 (USD)		
Total Required	Projected to be available	Resources to be generated
131,395,744	75,061,598	56,334,146

Outcome / Sub-Outcomes	Indicators	Baseline	Target	Means of Verification / Data Source	UN & Partners
<b>Intermediate Outcome 2.1</b> More women and men have decent work, both in waged and self-employment, are protected by labour standards, and have higher skills in a progressively formalizing labour market, and high levels of employment are maintained.	<b>2.1.1 (SDG1.3, 8.5 &amp; 6)</b> Employment to population ratio: (i) men/ women; (ii) youth (15-30) men/ women; (iii) PNH / other rural/urban	i. 89.2% / 78.8% (2016) ii. TBC iii. 78.6% / 85.4% / 80.4% (2016)	iv. Base +0.5% annually v. Base +2% annually vi. Base +0.5% annually	All - CSES/ LFS	ILO lead, IFAD, UNWOMEN, UNIDO, UNCDF
	<b>2.1.2 (SDG1.3 &amp; 8.3)</b> Social insurance and formalization via: (i) New Social Security law adopted; (ii) Waged and self-employed NSSF participants (as % of total work force); (iii) Legal framework for women & men in the informal economy adopted (yes/ no).	i. Not in place ii. 17.39% (Waged - 2018); 2.31% (Self-employed-2018) iii. Not in place	i. Adopted ii. Waged - base plus 9%; Self-employed - base plus 3% iii. Adopted	i. Royal Gazette (RGC) ii. Reports from the NSSF/CSES UN calculated based on LFS/ CSES denominator iii. Royal Gazette	ILO lead, IFAD, UNWOMEN, FAO
	<b>2.1.3 (SDGs 8.2 &amp; 8.3)</b> Human capital formation, numbers benefiting from: (i) Literacy and TVET programmes(ii) volunteer programmes (iii) entrepreneurship (iv) agricultural training/ mentoring / support	i. Adult Literacy 82.5% (F: 78.1, M: 87.3 CSES2017) ii. 21,740 (F: 36%; M: 64%) (2016-2017) iii. TBC/ TBC men/ women iv. 6,276 (50%/50%) (2018) v. To be advised & Total # TBC men/ women	i. TBC (to be set with MoEYS ESP 2019) ii. (i), (ii) and (iii) Base + 10% iii. (iv) #>170,000 farms (& men/ women) & Total # (men/ women)	i. TVETMIS/CSES ii. CSES iii. MoEYS/ MoLVT/ ILO reports iv. IFAD reports & Total calc.	ILO/ UNV/ IFAD joint leads, UNDP, UNIDO, FAO, UNESCO

	<p><b>2.1.4</b> Disability's Employment rates: i. Public Sector ii. private sector</p>	<p>i. Public sector: 1.93% ii. Private sector: n/a</p>	<p>i. Public sector: 2% ii. Private sector: 1%</p>	Report of disability rights administration	RGC ministries/ agencies, Development partners Private sector and NGOs
<p><b>Intermediate Outcome 2.2</b> Public institutions, businesses and entrepreneurs drive improved economic productivity and competitiveness, greater innovation and adoption of new technology and resilience to shocks.</p>	<p><b>2.2.1</b> (SDG 8.8 &amp; SDG 9.2 &amp; 9.3) RGC economic strategy fully integrates SDGs/ 2030 approach &amp; socioeconomic rights, via adoption of: i. CSDG-based NSDP; ii. new Agricultural Master Plan; iii. Updated national employment policy  (#/3 fully; no/ partially/ fully)</p>	<p>i. Not adopted ii. Not adopted iii. Not adopted (TBC)  Base # 0/3</p>	<p>i. Fully adopted ii. Fully adopted iii. Fully adopted  Target # 3/3</p>	All – review of documents – no = no reference, partially = some reference to SDGs/ socioeconomic rights, fully = reference & inclusion within M&E framework of the document	UNDP lead, IFAD, FAO, UNIDO, ILO UNCDF
	<p><b>2.2.2</b> Productivity/ competitiveness systems, and capacities enhanced via (SDG 8.2 &amp; 8.3: i. Comprehensive national quality infrastructure (fish and other commodities); ii. RGC LDC graduation preparedness plan; iii. IDP Review and Revisions; iv. New TVET law; v. Improved industrial working conditions (increased rate of compliance with Core Labour and Occupational Safety and Health Standards); vi. Strategic Vision for the Garment Sector 2018-2025 (MoEF); viii. Government Action Plan to enhance SME capacity &amp; business ecosystem  And jointly reported (with RG3): vii. Energy resource efficiency (solar) and/ or other green growth measures  (#/8)</p>	<p>i. Quality infrastructure fragmented/ not comprehensive ii. Not in place iii. Not initiated iv. Not in place v. 46% of core conditions met vi. Not in place vii. Under RG (3): Not in place viii. Data not available in the 2014-2018 period  Base # 0/8 fulfilled</p>	<p>i. Improved legal framework adopted; authority accredited or recognized by major trading partners (#/2) ii. Adopted iii. Completed and follow up actions taken iv. Law completed and adopted v. &gt;70% of core conditions met vi. Under RG (3): Adopted vii. &amp; Target # 5/7 fulfilled viii. Data on SMEs' strengths &amp; weaknesses allows informed policy/decision making</p>		UNIDO lead, UNDP, ILO, IFAD, FAO, ITC  UNCDF

<p><b>Intermediate Outcome 2.3</b> Social norms, laws, policies and institutions promote economic inclusion, especially of women, persons with disabilities, women and men living in remote areas and the extreme poor.</p>	<p><b>2.3.1 (SDG 1.2 &amp; 5.4)</b> Improved official statistics on gender &amp; vulnerability adopted: i. Gender – adjusted wage gap men/ women; ii. Gender – time use/ valuation of unpaid work; iii. Cambodia-specific multi-dimensional poverty metric</p> <p>(#/3 Not in place/ developed/ developed and in place)</p>	<p>i. Not in place ii. Not in place iii. Not in place</p> <p>Base # 0/3 not in place</p>	<p>iv. Developed &amp; in place v. Developed &amp; in place vi. Developed &amp; in place</p> <p>Target # 3/3 in place</p>	<p>NIS data/ reports &amp; total calc.</p>	<p>UNDP/ UNWOMEN joint leads ILO, FAO</p>
	<p><b>2.3.2 (SDG 1.1, 1.5 &amp; 10.2)</b> Economic Inclusion of poor, people living remote locations and other marginalized groups, (number participating in RGC targeted UN-supported poverty eradication/ economic inclusion programmes - including SP &amp; mine action)</p> <p>Total Number (#)</p>	<p>TBC (Base presumed 0)</p>	<p>&gt; 100,000 people</p>	<p>RGC admin data</p>	<p>UNDP lead, UNWOMEN, IFAD</p>
	<p><b>2.3.3</b> Inclusion of women and disadvantaged groups secured via labour market legal and policy reforms (SGD 8.8 &amp; 10.3): i. Revised minimum wage law; ii. Revised labour law; iii. Updated labour migration policy</p>	<p>i. Existing law to be revised ii. Existing law to be revised iii. Existing policy to be revised</p> <p>Base # 0/3 not in place</p>	<p>i. Adopted ii. Adopted iii. Adopted</p> <p>Target # 3/3 adopted</p>	<p>Royal Gazette, MoLVT,</p>	<p>Lead ILO/ UNWOMEN / UNCDF</p>
	<p><b>2.3.4</b> support for aging populations</p> <p>i. establish elderly care centres ii. provide social assistance for poor elderly iii. strengthen older people's association (OPA)</p>	<p>i. 1 Province ii. 1,646 Districts</p>	<p>i. 25 Provinces ii. 24 Provinces iii. 25 Provinces iv. 1,646 Districts</p>	<p>Report of municipal-provincial department of social affairs, veterans, and youth rehabilitations</p>	<p>ILO/UNFPA/WHO/ UNICEF</p>

## UNDAF OUTCOME 3: PROMOTING SUSTAINABLE LIVING (PLANET)



### National Development Priorities in the Rectangular Strategy Phase IV:

#### Human Resource development, in particular:

- a. Strengthening gender equality and social protection.

#### Private sector development and employment, in particular:

- a. Promotion of SMEs and entrepreneurship.

#### Inclusive and sustainable development, in particular:

- a. Promotion of agricultural and rural development;
- b. Sustainable management of natural and cultural resources; and
- c. Ensuring environmental sustainability and readiness for climate change.

### OUTCOME 3

**By 2023, Women and men in Cambodia, in particular the marginalized and vulnerable, live in a safer, healthier, more secure and ecologically balanced environment with improved livelihoods, and are resilient to natural and climate change related trends and shocks**

#### Common Budgetary Framework, Indicative Budget

Outcome 3: 2019-2023 (USD)

Total required	Projected to be available	Resources to be generated
<b>115,356,506</b>	<b>54,006,329</b>	<b>61,350,177</b>

Outcome / Sub-Outcomes	Indicators	Baseline	Targets	Means of Verification / Data Source	UN & Partners
<b>Intermediate Outcome 3.1</b>  Women and men, in particular the vulnerable and marginalized, are empowered to equitably access, responsibly use and benefit from resilient basic services, land and natural resources with an increased resilience to cope with disasters/shocks and other risks.	<b>3.1.1.</b> Extent of land and natural resource tenure security as measured in: i. Number of indigenous communities issued with communal land titles; ii. Percentage of total members of registered community fisheries and forestry with tenure rights to fisheries and forestry resources; iii. Percentage of the country's estimated seven million parcels of land titled.	i. 19 (2017) ii. 43% (2017) iii. 66.4% (2017)	i. 69 (2023) ii. 58% (2023) iii. 100% (2023)	MLMUPC annual reports (Baseline: MLMUPC, 2017 report, dated 12 January 2018) Annual target in TWG Land JMIs (2014-2018) CSDG MLMUPC annual reports (baseline: 2017 report, dated 12 January 2018)	Lead Agency: OHCHR, FAO, UNDP
	<b>3.1.2.</b> Access to and use of basic drinking water, sanitation and hygiene services in households and public facilities by rural Cambodian population as measured in: i. Proportion of rural Cambodian population using basic drinking water <sup>1</sup> ; ii. Proportion of rural Cambodian population using basic sanitation <sup>2</sup> ; iii. Proportion of rural Cambodian population using basic hygiene <sup>3</sup> ; iv. Proportion of rural schools with basic sanitation: latrines that are single-sex, accessible, functional and private; v. Proportion of health care facilities with basic water supply: water from an improved source is available on-site	i. 54% (2015) ii. 39% (2015) iii. 60% (2015) iv. 38% (2017) v. 90.6% (2015)	i. 90% (2023) ii. 90% (2023) iii. 90% (2023) iv. 90% (2023) iv. 95% (2020)	WHO/UNICEF JMP ( <a href="https://washdata.org/">https://washdata.org/</a> ) WHO/UNICEF JMP ( <a href="https://washdata.org/">https://washdata.org/</a> ) WHO/UNICEF JMP ( <a href="https://washdata.org/">https://washdata.org/</a> ) WHO/UNICEF JMP ( <a href="https://washdata.org/">https://washdata.org/</a> ) MoH CSDG	Lead Agency: UNICEF and WHO
	<b>3.1.3:</b> Percentage of communes vulnerable to disaster shocks and climate change <sup>4</sup>	49% (2014)	35% (2023)	CSDG	Lead Agency: UNDP, FAO, WFP

1. Drinking water from an improved source, with collection time not more than 30 minutes for a roundtrip including queuing

2. An improved toilet not shared with other households

3. Handwashing facility on premises with soap and water

<p><b>Intermediate Outcome 3.2</b></p> <p>Relevant public and private sector actors use innovation, information and technologies to contribute to sustainable production and living, environmental protection and conservation.</p>	<p><b>3.2.1:</b> Agricultural land, labour productivity and crop diversification as measured in:</p> <p>i. Agricultural land productivity (\$/ha)<sup>5</sup>; ii. Value of agricultural production per unit of labour engaged in agriculture (farming, animal husbandry and fisheries) (\$/farmer); iii. Crop diversification index (% of the total sown area)</p>	<p>i. 1608 (2017) ii. 1656 (2017) iii. To be defined based on new NSDP</p>	<p>2024 (2023) 2416 (2023) To be defined based on new NSDP</p>	<p>CSDG CSDG NSDP</p>	<p>Lead Agency: FAO, IFAD</p>
	<p><b>3.2.2</b> Nutritional status of children under five, prevalence of undernourishment and dietary diversity as measured in:</p> <p>i. Prevalence of stunting of children under five; ii. Prevalence of wasting of children under five; iii. Minimum acceptable diet of infants 6-23 months; iv. Prevalence of undernourishment (population); v. Dietary diversity score</p>	<p>i. 32% (2014) ii. 10% (2014) iii. 32.2% (2014) iv. 14.2% (2015) v. 5.56 (2014)</p>	<p>TBD TBD TBD TBD &gt;6 (2023)</p>	<p>CDHS/CSDG CDHS/CSDG CDHS/CSDG CSES/CSDG CSES</p>	<p>Lead Agency: WFP, UNICEF, FAO, WHO, IAEA</p>
	<p><b>3.2.3:</b> The extent to which natural resources are protected, conserved and sustainably managed as measured in:</p> <p>i. Percentage of forest cover; ii. Percentage of protected area; iii. Percentage of marine and inland fishery conservation areas protected; iv. Percentage of Natural and Cultural Heritage protected</p>	<p>i. 48.14% (2016) ii. 41% (2018) iii. 25% (2017) iv. 15% (2017)</p>	<p>TBD TBD 55% (2023) 30%</p>	<p>CSDG, Cambodia Forest Cover 2016 Cambodia Forest Cover 2016 CSDG</p>	<p>Lead Agency: UNDP, FAO, UN Environment, UNESCO</p>
	<p><b>3.2.4:</b> Adoption of innovation, clean technology, sustainable energy and sound chemical management, minimizing GHG, wastes and pollution generation by the industries as measured in:</p> <p>i. GHG emission saving from the manufacturing industry (Gg CO<sub>2</sub>eq)<sup>6</sup> ii. Percentage of POPs reduction release</p>	<p>i. 405 (2015) ii. 0% (2017)</p>	<p>508 (2020), 644 (2025) 5% (2023)</p>	<p>National communication, BUR, NDC CSDG</p>	<p>Lead Agency: UNIDO, UNDP, UN Environment UNCDF</p>

4. Based on a vulnerability index calculated using commune database data as defined in Neha Rai, Nick Brooks, Tin Ponlok, Neth Baroda and Erin Nash (2015). 'Developing a national M&E framework for climate change: Tracking adaptation and measuring development (TAMD) in Cambodia'. Research Report, IIED, London.

5. Value of agricultural production per hectare in the year.

6. Data are based on the Second National Communication (2015). Data for 2023 are not available. The target in the NDC is 727 Gg CO<sub>2</sub>eq by 2030.



<p><b>Intermediate Outcome 3.3</b> Relevant public institutions consultatively develop, adopt, appropriately resource and implement, without discrimination, in partnership and coordination with the private sector and civil society, legal, policy, regulatory and planning frameworks related to sustainable production and living, compliant with relevant international standards and conventions.</p>	<p><b>3.3.1:</b> Number of multi-sectoral policies, legislation, plans and strategies relevant to sustainable production and living, which are developed/updated</p>	7 (2018)	15 (2023)	Endorsed policies, legislation, plans and strategies	Lead Agency: all	
	<p><b>3.3.2:</b> Increase of public expenditure for key areas related to this result such as:</p> <p>i. Public expenditure for climate action as % of GDP</p> <p>ii. Research and development expenditure as % of GDP: 0.13% in 2017</p>	<p>i. 0.9% (2016)</p> <p>ii. 0.13% (2017)</p>	1.6% (2020) and 2.1% (2025)	0.44% (2023)	CPER, CSDG CSDG	Lead Agency: UNDP, FAO, WFP UNCDF, IAEA
	<p><b>3.3.3:</b> Number of required reports on international multilateral agreements that Cambodia has submitted</p>	TBD	TBD	Submitted reports	Lead Agency: all	

7. A quantitative or qualitative measure of programme performance that is used to demonstrate change and which details the extent to which programme results are being or have been achieved.

8. Baseline is the status of the selected indicators to measure results at the beginning of an initiative (programme or project).

9. A target is a quantifiable amount of change that is to be achieved over a specified time frame in an indicator.

10. Laws and policies referred to are shown in the attached table (Annex B).

## UNDAF OUTCOME 4: STRENGTHENING PARTICIPATION AND ACCOUNTABILITY (PEACE)



### National Development Priorities in the Rectangular Strategy Phase IV:

#### Human resource development, in particular

a. Strengthening gender equality and social protection.

#### Economic diversification, in particular:

a. Preparing for digital economy and the fourth industrial revolution.

#### Private sector and job development, in particular:

a. Job market development.

#### Acceleration of governance reform, in particular:

a. Strengthening cleanliness in the public administration; and  
b. Strengthening of work effectiveness.

### OUTCOME 4

By 2023, women and men, including those underrepresented, marginalized and vulnerable, benefit from more transparent and accountable legislative and governance frameworks that ensure meaningful and informed participation in economic and social development and political processes

#### Common Budgetary Framework, Indicative Budget

Outcome 4: 2019-2023 (USD)

Total Required	Projected to be available	Resources to be generated
44,680,433	22,515,421	22,165,012

Outcome / Sub-Outcomes	Indicators <sup>7</sup>	Baseline <sup>8</sup>	Targets <sup>9</sup>	Means of Verification / Data Source	UN & Partners
<b>Intermediate Outcome 4.1</b>  Women and men, including those underrepresented, marginalized and vulnerable, enjoy their human right to participate, directly and through representative organizations, in public and civic affairs through collaborative democratic decision-making processes, and to monitor public programmes, seek accountability from democratic institutions, and access functional grievance mechanisms.  Relevant CSDG targets and/or indicators:  Proportion of seats held by women in parliament, national and sub-national administrations (CSDG indicator 5.5.1) (note: there are a number of sub-indicators)	<b>4.1.1</b> Number of public laws and policies developed with support from the UN that involve participation of rights holders, especially women and discriminated groups	As of 2018, the UN has been promoting participatory processes in the development of 13 legal instruments and policies <sup>10</sup>	The UN will support participatory processes in the review, amendment or formulation of at least 37 laws and policies	<ul style="list-style-type: none"> <li>Programmatic data</li> <li>New laws, prakas, sub-decrees and policies adopted and published</li> <li>Royal Gazette</li> </ul>	Lead Agency UNWomen OHCHR UNDP UNAIDS ILO UNHCR UNESCO
	<b>4.1.2</b> Number and proportion of cases of complaints of female and male workers, including migrant workers, that are submitted to grievance mechanisms and successfully resolved (disaggregated by sex of complainants)	50 cases of collective labour disputes, involving 64,500 workers (approximately 85% women) were referred to the Arbitration Council for settlement (75% of the cases were successfully resolved) (2017)  490 cases involving 1,430 Cambodian migrant workers (37% women) were referred via Migrant Worker Resource Centres  (50% of the disputed cases involving migrant workers were successfully resolved)	<ul style="list-style-type: none"> <li>Increased number of cases (with a corresponding increased number of workers)</li> <li>Increased % of women that have been referred to the Arbitration Council</li> <li>Increased % of the cases successfully resolved by 2023</li> <li>Increased number of cases (with a corresponding increased number of migrant workers)</li> <li>Increased % of women that have received referral via migrant worker resource centres</li> <li>75 % of the disputed cases involving migrant workers successfully resolved</li> </ul>	Arbitration Council Migrant Worker Resource Centre 2017 Annual Report of MoLVT Database of labour disputes	Lead Agency  ILO

<p><b>Intermediate Outcome 4.2</b></p> <p>Public institutions, at national and sub-national levels, including an independent judiciary, effectively function in a more transparent, accessible, responsive and gender-sensitive manner.</p> <p>Relevant CSDG targets and/or indicators:</p> <p>Proportion of people who believe that decision-making is inclusive and responsive by sex, age, disability and population group (SDG indicator 16.17.2)</p> <p>Proportion of people satisfied with their last experience of public services (SDG indicator 16.6.2) (disaggregated by sex, age, disability and population group)</p>	<p><b>4.2.1</b></p> <p>Public mechanisms of justice, health, social welfare and labour sectors at national and sub-national levels that have introduced improvement measures for services that are transparent, accessible, responsive and gender-sensitive</p>	<p>Prison Court Police (PCP) meetings are not regularly convened</p> <p>Operational child protection mechanisms do not exist</p> <p>5 migrant worker resource centres for promoting safe and regular labour migration are established</p> <p>Referral mechanisms for GBV exist in 7 provinces</p> <p>Draft National Standards on Accessibility exist</p> <p>Pricing for public services not comprehensively displayed across sectors<sup>11</sup></p> <p>No national policy for legal aid exists<sup>12</sup>. Insufficient legal aid funding available.</p>	<p>Mechanisms for dialogue and protection</p> <p>PCP meetings convened quarterly in 25 provinces</p> <p>75% of districts have an operational child protection mechanism</p> <p>Additional 2 migrant worker resource centres for promoting safe and regular labour migration are established</p> <p>18 provinces with referral mechanisms for GBV</p> <p>National Standards on Accessibility: Policy implemented (definition of accessibility in relevant legislation includes persons with non-physical disabilities)</p> <p>All prices for public services in judicial, health, labour<sup>13</sup> sectors are publicly displayed</p> <p>Legal aid policy adopted</p> <p>125% increase in the annual state budget allocation for legal aid</p> <p>125% annual increase in the uptake of cases by legal aid system lawyers</p> <p>20% annual increase in budget for VAW-specific legal aid</p> <p>20% annual increase in uptake of VAW-specific legal aid budget (cases, geographical distribution)</p>	<ul style="list-style-type: none"> <li>PCP meetings: meeting minutes</li> <li>Reports to TWG on GBV</li> <li>GBV: minutes of the community of practice meetings</li> <li>Sub-decree/prakas on the establishment and operation of the district child protection mechanisms (UNICEF)</li> <li>Reports of the Ministry of Labour/ILO Better Factories Cambodia (ILO)</li> <li>Public notice boards of public service providers displaying price information</li> <li>Legal aid policy</li> <li>Budget allocation for VAW and legal aid</li> <li>Record of the service users disaggregated by age, gender, disability and other basis.</li> </ul>	<p>Lead Agency</p> <p>UN Women</p> <p>OHCHR</p> <p>UNICEF</p> <p>UNDP</p> <p>ILO</p> <p>UNFPA</p> <p>UNHCR</p>
	<p><b>4.2.2</b> Un-sentenced detainees, including children, as a proportion of overall prison population (SDG indicator 16.3.1) (disaggregated by sex and age (adult/ juvenile)</p>	<p>59.6% of prison population un-sentenced, AdM (33.9%), AdF (39.4%), JuvM (61.2%), JuvF (65.3%)</p> <p>16 per 100,000 child population</p>	<p>20% of total incarcerated population are un-sentenced, disaggregated with proportional reduction according to population groups</p> <p>8 per 100,000 child population</p>	<p>Statistics of the General Department of Prisons</p>	<p>UNICEF</p> <p>OHCHR</p>

11. AJudicial services prices are not currently publicly displayed; health services prices are available at health centre level, but not at referral, provincial and national level; no price is displayed at disability rehab centre; Civil services and registrations (birth, marriage, death, ID) are displayed as free in commune offices.

12. The legal aid budget is insufficient (US\$ 150,000 in 2017). As of July 2017, only 135 lawyers working on legal aid cases. Most come from NGOs. Legal aid's availability concentrated in PP. No sign language interpreters are available in court. Access to special budget (US\$ 125,000) for VAW is difficult, leading to under-used budget.

13. The price list of 35 services listed in the Inter-Ministerial Prakas No. 714 dated 19 July 2018 issued jointly by the Ministry of Finance and Ministry of Labour.

14. CDHS 2014, 42.6% of abused women reported seeking help. Among these 12.2% of physically abused women sought help from competent authorities (0.9% doctor, 10.7% police and 0.6% lawyer) and 19.1% of sexually and physically abused women sought help from competent authorities (17.8% police and 1.3% lawyer).

	4.2.3 Proportion of victims of violence against children and women who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms (adapted from SDG indicator 16.3.1)	12.2% of physically abused women who reported seeking help sought help from competent authorities  19.1% of sexually and physically abused women who reported seeking help sought help from competent authorities (CDHS 2014) <sup>14</sup>  11.4% of females and 18.7% males who reported experiencing physical violence reported to authorities (CVACS 2014)	25% of physically abused women who reported seeking help sought help from competent authorities  40% of sexually and physically abused women who reported seeking help sought help from competent authorities (CDHS 2020)  20% of female and 20% of male children experiencing physical violence who reported to authorities	CDHS 2020  Child Protection Info Management System 2020	UNW  UNFPA  UNICEF
<p><b>Intermediate Outcome 4.3</b> Laws and policies meet international norms and standards, and are effectively implemented and monitored, addressing the rights of the most vulnerable and providing opportunities and secure democratic space for women and men to exercise political rights, freedom of expression, association and assembly.</p> <p>Relevant CSDG targets and/or indicators:  Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex (SDG indicator 5.1.1)</p>	4.3.1 Number of selected laws and policies that have been adopted, amended and implemented to comply with recommendations of UPR, treaty bodies, special procedures and ILO mechanisms	Recommendations from the listed mechanisms (see Annex 1)	Recommendations mentioned in the baseline are implemented	<ul style="list-style-type: none"> <li>• Laws and policies adopted, amended and published</li> <li>• Reports of CEACR; ILO and government reports</li> </ul>	Lead Agency  OHCHR  UNWomen  ILO  UNDP  UNICEF  UNFPA  UNHCR  UNESCO
	4.3.3 Proportion of the population having personally felt discriminated against or harassed in the previous 12 months on the grounds of discrimination prohibited under international human rights law (SDG indicators 10.3.1 and 16.b.1) ( <i>disaggregated by sex, age, disability and population group</i> )	4.3.2 Availability of robust government-owned evidence related to discrimination, stigma and violence, against women, persons with disabilities, children, youth, LGBTQI people, PLHIV, key populations and others	<ul style="list-style-type: none"> <li>• Government-owned VAW and VAC studies exist (CDHS 2014, National Survey on Women's Health and Life Experiences in Cambodia, 2015, Violence Against Children Study 2014)</li> <li>• No available data on PLHIV discrimination, key populations, LGBTI people, sexual harassment, discrimination against persons with disabilities</li> <li>• Youth Development Index developed by MoEYS to keep track of investments on young people</li> </ul>	<ul style="list-style-type: none"> <li>• Data on PLHIV, key populations, LGBTQI people, sexual harassment, discrimination against persons with disabilities exist and are available</li> <li>• Annual surveys on violence against children conducted in selected provinces</li> <li>• Periodic collection of data on VAW prevalence through CDHS/other nationally representative surveys</li> <li>• Youth Development Index reviewed and updated</li> </ul>	Data on discrimination

# ANNEX A:

## List of recommendations from the Human Rights Mechanisms, relevant to Indicator 4.3.1

### BASELINE

- No comprehensive legislation on gender equality, including a definition of discrimination compliant with CEDAW (CEDAW2013 para 11) and protection against discrimination based on SOGIE (ICCPR2015 para 9)
- No comprehensive legal aid scheme for women (CEDAW2013 para 13-a)
- No comprehensive policy to address the demand side of prostitution (CEDAW2013 para 27)
- Repeal the ban on remarriage of women under Article 9 of the Law on Marriage and Family (CEDAW2013 para 47, ICCPR2015 para 23)
- No National Action Plan against Racial Discrimination (ICCPR2015 para 8)
- Code of Criminal Procedure does not allow access to a lawyer until 24h following an arrest (ICCPR2015 para 17)
- Insufficient safeguarding of the independence of the judiciary (ICCPR2015 para 20)
- Right to freedom of expression infringed by criminalization of defamation (ICCPR2015 para 21-c)
- Overly broad restriction on freedom of expression and association by LANGO and Cybercrime Law (ICCPR2015 para 21-d)
- Khmer Krom and ethnic Vietnamese children are denied Cambodian nationality (ICCPR2015 para 27)
- National Preventive Mechanism not in compliance with OPCAT. Cambodia was put on the "OPCAT Article 17 list" in 2016 (ICCPR2015 para 13, OPCAT2016)
- Pending reports of the three committees charged with investigations into the murders of and violence perpetrated against trade union leaders (ILO)
- Pending review of Trade Union Law, in broad consultation with workers and employers organizations, with a view to ensuring that the trade union law is in full conformity with the provisions of ILO Conventions (ILO)

### TARGET

- Comprehensive legislation on gender equality that covers direct and indirect discrimination based on gender (CEDAW 2013 para 11), discrimination based on SOGIE (ICCPR para 9), racial discrimination (ICCPR para 8)
- Comprehensive legal aid scheme for women (CEDAW2013 para 13-a)
- Comprehensive policy on the demand side of prostitution (CEDAW2013 para 27)
- Increased representation of women in decision-making positions (CEDAW2013 CEDAW para 29)
- Law on Marriage and Family Article 9 repealed (CEDAW2013 CEDAW para 47)
- Code of Criminal Procedure amended to allow immediate access to lawyer upon arrest (ICCPR para 17)
- Law on the Organization of the Courts, Law on the Status of Judges and Prosecutors, Law on the Organization and Functioning of the Supreme Council of Magistracy amended (ICCPR para 20)
- Decriminalization of defamation in compliance with ICCPR Article 19 (ICCPR para 21-c), LANGO and Cybercrime Law in compliance with ICCPR Article 19 and 22 (ICCPR para 21-d)
- Prakas adopted to clarify the provisions of the Law on Nationality (ICCPR para 27)
- Establishment of National Preventive Mechanism in compliance with OPCAT (ICCPR2015 para 13, OPCAT2016)
- Pending reports to the ILO's three committees being submitted (ILO)
- Trade Union Law is amended to fully comply with the ILO Conventions (ILO)
- Number of new Prakas/regulations issued in support of trade union law implementation
- Number of existing regulatory provisions and regulations reviewed and amended.



## Annex B: List of Laws Referred to in Indicator 4.1.1

Name	Status	Expected outcome by 2023
1 Legal aid policy	Drafted	Policy in place
2 Law on Access to Info	Drafted	Adopted
3 Sub-Decree on Conditions of Domestic Workers	Under development	Adopted
4 Labour Migration Policy and Action Plan for Cambodia 2015-18	Outdated	Reviewed and adopted to be aligned with the ASEAN Labour Migration Legal and Governance Framework
5 National Dispute Resolution Guidelines for Migrant Workers and Service Providers	Under development	Adopted
6 Law on Domestic Violence	Outdated	Amended
7 2 <sup>nd</sup> National Action Plan on VAW	Mid-term evaluation	3 <sup>rd</sup> National Action Plan on VAW is formulated
8 National Strategic Plan for Gender Equality and Women's Empowerment (Neary Rattanak)	Neary Rattank IV reviewed	Neary Rattanak V endorsed with the inputs from Neary Rattank IV
9 Gender Policy	Drafted	Endorsed
10 Law on Child Protection	Not Developed	Finalized and implemented
11 Strategic and Operational Plan for Juvenile Justice Law	Adopted	Reviewed annually
12 Monitor portal/tool on the performance indicators of local councils	Tools not developed	Developed and tested
13 National Multi-sectoral Action Plan for Prevention and Control of Non-Communicable Diseases	Developed	Developed
14 5 <sup>th</sup> Comprehensive and Multi-sectoral Strategic Plan for HIV Response 2019-2023	Not developed	Developed
15 Strategic Plan for HIV/AIDS and STI Prevention and Control in the Health Sector 2021-2025	Not developed	Developed
16 National Disability Strategic Plan	Outdated	Renewed
17 Minimum Wage Law	Adopted	Amended
18 Trade Union Law	Adopted	Amended
19 Social Security Law	Adopted	
20 Environmental Code	Drafted	Adopted
21 Surrogacy Law	Drafted	Adopted
22 Law on Political Parties	Adopted	Amended
23 Prisons Law	Adopted	Sub-legislation issued
24 Law on Human Trafficking	Outdated	Amended
25 Law on protection of reporting persons	Drafted	Adopted
26 Law on witness protection	Drafted	Adopted
27 Cyber Law	Drafted	Adopted
28 National Standards on Resettlement	Not developed	Drafted
29 Labour Law	Amended	Implemented
30 Prakas on Collective Dispute Resolution (Arbitration Council)	Drafted	Implemented

## UNDAF OUTCOME 5: MANAGING URBANIZATION



### National Development Priorities in the Rectangular Strategy Phase IV: Human resource development, in particular:

a. Strengthening gender equality and social protection

### OUTCOME 5

**By 2023, all women and men living in urban areas, including those marginalized and vulnerable, enjoy a safer, more secure and healthier life, utilizing quality public and private services, and benefiting from improved urban governance informed by their voice and participation**

### Inclusive and sustainable development in particular:

a. Strengthening management of urbanization

		Common Budgetary Framework, Indicative Budget Outcome 4: 2019-2023 (USD)				
		Total Required	Projected to be available	Resources to be generated		
		19,305,500	17,175,500	2,130,000		
Outcome / Sub-Outcomes	Indicators	Baseline	Targets	Means of Verification / Data Source	UN & Partners	
<b>Intermediate Outcome 5.1</b> Marginalized and vulnerable groups in urban environments are empowered and protected in seeking and utilizing quality services.  Relevant CSDG targets and/or indicators: (11.7.2)	<b>5.1.1</b> Percentage of key populations (EW/MSM/TG/PWID) reached with prevention services in main cities (PP, SRP, BTG)  Relevant SDG targets and/or indicators:  SDG 3.8.1 Coverage of essential health services (defined as the average coverage of essential services based on tracer interventions that include reproductive, maternal, newborn and child health, infectious diseases, non-communicable diseases, and service capacity and access, among the general and the most disadvantaged population)	Phnom Penh: 61% (Q4 2017)  Battambang: 76% (Q4, 2017)  Siem Reap: 52% (Q4, 2017)	90% by 2023	NCHADS, KHANA	UNAIDS, WHO, UNFPA, UN Women UNCDF	
	<b>5.1.2</b> % of urban population living below the national poverty line.  Relevant CSDG targets and/or indicators:  CSDG 1.2.1 Proportion of population living below the national poverty line.				Annual statistics from NIS	
	<b>5.1.3</b> % of domestic and international migrants able to access reliable migration information and make informed choices to access safe, orderly and regular migration channels  Relevant SDG targets and/or indicators:  SDG 8.8.2 Increase in national compliance of labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) sources and national legislation, by sex and migrant status  SDG 10.7.2. Number of countries that have implemented well-managed migration policies	Consolidated Annual Migration statistics and data (5 provinces), under ILO, and 20 provinces under the Provincial Department of Labour and Vocational Training, and MoLVT  The annual assessment report of the effectiveness of the complaint mechanism for migrant workers	10% increase annually, with client satisfaction	MoLVT  NIS migration statistic section  The annual and consolidation report of the Provincial Department of Labour and Vocational Training	ILO/IOM/UNWOMEN	

	<p><b>5.1.4</b> % of urban population living in informal settlements or inadequate housing</p> <p>Relevant SDG targets and/or indicators:</p> <p><i>SDG 11.1.1 Proportion of urban population living in slums, informal settlements or inadequate housing</i></p>	<p>Phnom Penh Data on urban poor</p> <p>UNICEF/ UN-Habitat UN-Habitat</p> <p>9.9% (2015, ID Poor)</p> <p>7.6% (urban poor communities, informal communities on public, state or private land)</p>	% decrease	<p>Phnom Penh Municipality</p> <p>MoP, ID Poor, Mol</p> <p>Annual statistics from NIS</p> <p>HMIS</p>	<p>UN-Habitat</p> <p>UNAIDS</p> <p>UNWOMEN</p> <p>UNCDF</p>
<p><b>Intermediate Outcome 5.2</b></p> <p>Urban authorities plan, manage and coordinate regulated quality services* to the public in a more participatory manner, responsive to the needs of urban populations, and informed by data, evidence and best practices.</p> <p>Relevant CSDG targets and/or indicators: 11.6.1; 11.3.2</p>	<p><b>5.2.1</b> # of cities with direct participation of civil society in urban planning and management that operate regularly and democratically.</p> <p>Relevant SDG targets and/or indicators:</p> <p><i>SDG 11.3.2. Proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically</i></p>	0	3 cities	NIS, JMI	<p>UN Habitat/UNESCO</p> <p>OPM/ILO/UNICEF/IOM</p> <p>UNCDF</p>
	<p><b>5.2.2</b> % of Cambodian population in urban areas with access to safe and clean water supply services.</p> <p>Relevant CSDG targets and/or indicators:</p> <p><i>CSDG 6.1.1.1 Proportion of Cambodian population in urban areas with access to safely managed and clean water supply services</i></p>	83.5% (2016)	100% (2025)	Cambodian JMP, NIS, JMI	UNICEF/UN-Habitat UNCDF
	<p><b>5.2.3</b> Amount of urban solid waste regularly collected and with adequate final discharge out of total urban solid waste generated by cities.</p> <p>Relevant CSDG targets and/or indicators:</p> <p><i>CSDG 11.6.2 Amount of urban solid waste regularly collected and with adequate final discharge</i></p>	1 million tons (currently collected by Mol/ MoE/MIH PP Municipality)	1.2 million tons	MoE, MoH, Mol, PP Municipality	<p>UN Habitat/UNESCO</p> <p>Mol/MoE/PP Municipality</p> <p>UNDP UNCDF</p>

<p><b>Intermediate Outcome 5.3</b> Relevant institutions develop appropriate and costed legal/policy frameworks to guide urbanization, compliant with international norms and standards, and informed by data, evidence and best practices.</p>	<p><b>5.3.1</b> # of established national frameworks and policies to enhance multi-governance urban management capacity</p> <p>Relevant CSDG targets and/or indicators: CSDG: 11.3.2. Proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically</p>	1 (National Housing Policy)	3 (establish Cambodia National Urban Forum, formulate Urban Development National Strategy)	MLMUPC	UN-Habitat/ UNESCO/ IOM UNCDF
	<p><b>5.3.2</b> # of local governments that adopt and implement local disaster risk reduction strategies in line with national strategies</p> <p>Relevant SDG targets and/or indicators: <i>SDG 11.b.1</i> <i>Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030a</i> <i>SDG 11.b.2</i> <i>Number of countries with national and local disaster risk reduction strategies</i></p>	WFP		NCDM	UN-Habitat/WFP/IOM





# ANNEX III | THEORY OF CHANGE SCHEMATIC

## THEORY OF CHANGE OUTCOME 1 - EXPANDING SOCIAL OPPORTUNITIES

**By 2023, women and men in Cambodia, in particular marginalized and vulnerable populations, have their basic (economic and social) needs addressed equitably as they benefit from and utilize expanded quality social services and social protection in a more resilient, fair and sustainable society.**



PROBLEM

High levels of malnutrition, esp. stunting	Poor food safety, security	Low quality, access to and completion of ECE primary and secondary school and tertiary education completion rate	High prevalence of violence against women and children	Poor access to safe water and sanitation		
Limited access to social protection (focusing on social assistance)	High maternal, neonatal and child mortality	Emergence of NCDs	High HIV prevalence among key populations	Limited data collection, analysis and utilization		
High open defecation rate and poor hygiene practices	PWD, PLHIV and LGBTQI	Increasing teenage pregnancy	Drug resistance (antimicrobial and antimalarial)			
Poor health-seeking behaviour	High vulnerabilities due to high level of poverty and near poverty	Limited government budget for social services *	High vulnerabilities to natural and human-made shocks	Limited capacity of social service providers	Disparities (geographic, gender, wealth quintiles, ethnicities)	High out-of-pocket expenditure for health care

## THEORY OF CHANGE OUTCOME 2 - EXPANDING ECONOMIC OPPORTUNITIES



**By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, benefit from expanded opportunities for decent work and technological innovations, and participate in a growing, more productive and competitive economy, that is also fairer and environmentally sustainable.**

INTERMEDIATE  
OUTCOMES

More women and men have decent work, both in waged and self-employment, are protected by labour standards, and have higher skills in a progressively formalizing labour market. High levels of employment are maintained.

Public institutions, businesses and entrepreneurs drive improved economic productivity and competitiveness, greater innovation and adoption of new technology and resilience to shocks.

Social norms, policies and institutions promote economic inclusion, especially of women, people with disabilities, women and men living in remote areas and the extreme poor.

RISKS

Economic slowdown in the region, especially China.  
Competition from neighbouring countries.  
Loss of trade derogations including preferential access to EU and US markets.  
Loss of competitiveness and declining foreign investment in garment and footwear sectors.  
Climate change/other events act as constraints to growth.  
Entrenched interests limit impact of economic reforms.

RGC follows through on SDG commitments (inclusive growth model).  
IDP implemented in a timely fashion.  
Corruption reduced and ease of doing business improves.  
Investment in TVET and skills development pays off.  
Oil and commodity prices remain stable.

ASSUMPTION

STRATEGIES/UN OUTPUT

Decent and productive work opportunities are expanded and high labour market participation is maintained.

Enhanced productive capacity and competitiveness of the country to fully integrate in global value chains.

The economy is more inclusive of all, especially women, the income poor, people with disabilities and the extreme poor.

Skills training delivers relevant skills to meet employers' needs.  
Enhanced labour market institutions and reduced informality.  
Increased awareness of labour rights and improved mechanisms to realize them.  
Policies support entrepreneurship and innovation.  
Increased competitiveness of farming and profitability of self-employed farmers.

High quality infrastructures that are fit for purpose.  
Financial sector is deepened and inclusive, and offers affordable financing.  
Foreign and domestic investment is more productive, promoting links and structural change.  
Regulatory and business environments support a modern and progressive economy.

Geographical disparities (participatory rural/urban and agriculture/industry) are reduced.  
Pockets of extreme poverty.  
Women's work (including unpaid care work) is valued, recognized and fairly rewarded.  
Barriers to participation of marginalized groups reduced; stigma and discrimination reduced.

Cambodia continues to enjoy high economic growth and rapidly improving human development, but questions persist over the quality of the growth model, which is characterized by low productivity, declining competitiveness and negative environmental impacts. While (income and multi-dimensional) poverty is falling, disparities (including continuing pockets of extreme poverty), and vulnerability (a large proportion of the population is living close to the poverty line) have risen markedly. Cambodia is also experiencing many changes and transitions, and this gives rise to economic, health and environmental risks.

PROBLEM

Lack of decent opportunities	Low productivity, low tech transfer & quality standards, inefficient production & weak quality infrastructure	Narrow economic base	Wider socio-economic exclusion	Near-poor 40%, the missing middle
Multi-speed economy	Under valuation of unpaid care work	Skills deficit/ mismatches, especially for youth	Low value addition, especially agriculture	Persistence of multi-dimensional poverty
High levels of informality				

## THEORY OF CHANGE OUTCOME 3 – PROMOTING SUSTAINABLE LIVING



**By 2023, women and men in Cambodia, in particular the marginalized and vulnerable, live in a safer, healthier, more secure and ecologically balanced environment with improved livelihoods, and are more resilient to natural and climate change related trends and shocks.**

INTERMEDIATE  
OUTCOMES

Women and men, in particular the vulnerable and marginalized, are empowered to equitably access, responsibly use and benefit from resilient basic services, land and natural resources\* with an increased resilience to cope with disasters/shocks and other risks.

Relevant public and private sector actors use innovation, information and technology to contribute to sustainable production and living, environmental protection, natural resource management and biodiversity conservation.

Relevant public institutions consultatively develop, adopt, appropriately resource and implement, without discrimination, in partnership and coordination with the private sector and civil society, legal, policy, regulatory and planning frameworks related to sustainable production and living, compliant with relevant international standards and conventions.

RISKS

Pressure to maintain current growth rates leads to greater exploitation of natural resource base.  
Adverse impacts of climate change become more acute (including drought).  
Flooding and other hydrological issues further impact agricultural sector.  
Unresolved land disputes lead to increased social tensions and hamper reform implementation.  
Private economic interests undercut equity efforts.

RGC open to looking at inclusive non-resource based growth models.  
Local-level corruption is addressed in management of natural resources.  
Cambodia is able to access Green Climate Fund, GEF and other resources.  
Clean technology adopted widely.

ASSUMPTIONS

STRATEGIES/UN OUTPUT

People's access to services, land and natural resources, and their knowledge, awareness and practices are improved.  
Communities' adaptive capacity to natural shocks is increased.

Greater adoption of food and agricultural systems that are environmentally sustainable, economically viable and socially equitable.  
Dietary diversity increased.  
Improved governance of environmental protection, natural resource management and biodiversity conservation.  
Greater adoption of green, low-emission and climate-resilient technologies.

RGC open to looking at inclusive non-resource based growth models.  
Local-level corruption is addressed in management of natural resources.  
Cambodia is able to access Green Climate Fund, GEF and other resources.  
Clean technology adopted widely.



<p>Strengthen interventions in biodiversity conservation, land tenure security, protection of possession rights and legal rights to land, fisheries and forestry.</p> <p>Support equitable access to and use of resilient basic WASH services.</p> <p>Ensure coherence between SDGs and SFDRR and support implementation of national disaster risk reduction strategies in line with the SFDRR 2015-2030.</p> <p>Support vulnerable communities to develop and implement disaster and climate change risk management plans.</p> <p>Strengthen data sharing and provide advisory services for disaster resilience.</p> <p>Gender empowerment and participation to ensure informed decision-making on resource management.</p>	<p>Promote sustainable, nutrition-sensitive and safe food systems, as well as value chain development.</p> <p>Improve spatial information and statistics on land use and the application of monitoring technologies to ensure integrated land-use planning.</p> <p>Strengthen natural resource management.</p> <p>Promote greater adoption of green, low-emission and climate-resilient technologies.</p>	<p>Support the implementation of environment-related conventions and treaties.</p> <p>Support the formulation and revision of legal frameworks, policies, strategies, and planning and budgeting processes for effective implementation, monitoring, reporting and evaluation.</p> <p>Strengthen national and sub-national capacities through D&amp;D structure for improved coordination, resource mobilization and financial support, evidence-based data, and information management system.</p>
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<p>People, in particular those belonging to vulnerable groups, are negatively affected by climate change, as well as inadequate environmental protection, land and natural resource management, leading to limited opportunities and choices for equitable development and livelihoods.</p>								
<p>Increased pressure on natural resources</p>		<p>Increased frequency and intensity of natural shocks (flooding, drought)</p>		<p>Low agricultural productivity</p>		<p>Land degradation</p>	<p>Poor quality of drinking water, inadequate hygiene and sanitation practices among rural households</p>	
<p>Insecure land tenure</p>	<p>Loss of access to traditional lands</p>	<p>Climate change</p>	<p>ELC not pro-poor</p>	<p>Environmental degradation and pollution</p>	<p>Limited non-farm jobs</p>	<p>Persistence of multi-dimensional poverty</p>	<p>Low dietary diversity and unequal access to food</p>	

## THEORY OF CHANGE OUTCOME 4 - STRENGTHENING PARTICIPATION AND ACCOUNTABILITY



**By 2023, women and men, including the under-represented, marginalized and vulnerable, benefit from more transparent and accountable legislative and governance frameworks that ensure meaningful and informed participation in economic and social development and political processes.**

INTERMEDIATE  
OUTCOMES

Women and men, including the underrepresented, marginalized and vulnerable, participate more meaningfully in public and civic affairs through collaborative decision-making processes, increasingly monitor public programmes, seek accountability from democratic institutions, and access functional grievance mechanisms.

Public institutions at national and sub-national levels, including an independent judiciary, effectively function in a more transparent, accessible, responsive and gender-sensitive manner.

Laws and policies are increasingly aligned with international norms and standards, and effectively implemented and monitored, addressing the rights of the most vulnerable, including children, and providing opportunities and secure democratic space for women and men to exercise political rights, freedom of expression, association and assembly.

RISKS

Political polarization limits space for voice and choice.  
Resistance to critique of social norms.  
Public authorities and institutions do not adequately respond to demands for participation and accountability.  
Entrenched interests resist reforms aimed at improving accountability.  
Public discourse reduces the relevance of human rights in ensuring sustainable peace and development.  
Public sector reform slows further.  
Insufficient addressing of gender dimensions.

The UN has space to work on normative mandate in line with international norms.  
Increased connectivity opens up new avenues for expression and ideas.  
Changing values and beliefs among children and young people allows for discussions about negative social norms.

The UN will support developments towards the following:

- People are better informed, capable and use open channels for participation, collaborative decision-making and dialogue.
- The press operates freely and ethically.
- People use functioning grievance mechanisms and the ombudsman's office to provide feedback to service providers.
- People are better informed of existing laws and policies and have effective access to equitable justice system.
- CSOs, including worker organizations, operate independently.

The UN will support development towards the following:

- Channels for dialogue and decision-making exist and are used.
- The Government and civil society collaborate on comprehensive civic education.
- Duty bearers reflect the diversity of the population.
- Democratic institutions are incentivized, resourced and capacitated.
- Governance structures and public institutions are more transparent, accountable and monitored with merit-based and transparent performance systems for Public Administration Management.

The UN will support development towards the following:

- Discriminatory social norms and power structures are transformed, enabling equal participation of women, youth, children, persons with disabilities, PLHIV, key populations, LGBTQI persons, minorities and others.
- Institutions systematically generate, collect, analyse, use and disseminate disaggregated statistics to inform decision-making and measure progress at national and sub-national levels.
- Laws, policies and institutions are aligned with international norms and standards are adequately consulted, costed, resourced, implemented, monitored and address the needs of vulnerable groups.

People, in particular the under-represented, vulnerable and marginalized individuals and groups, face obstacles to participating effectively in development due to inadequate accountability frameworks of governance structures to ensure laws are aligned with international treaties and that

institutions and mechanisms are conducive, responsive and transparent to the public. This is compounded by negative social norms, including gender norms, and inequitable power structures that prevent or constrain these individuals and groups from fully exercising their rights.

Limited access to justice

Constrained political participation

Slow public sector reform

Limits to fundamental freedoms

Limited accountability

Negative social norms

## THEORY OF CHANGE OUTCOME 5 – MANAGING URBANIZATION



**By 2023, all women and men living in urban areas, including the marginalized and vulnerable, enjoy a safer, more secure and healthier life, utilizing quality public and private services, and benefiting from improved urban governance informed by their voice and participation.**

INTERMEDIATE  
OUTCOMES

Marginalized and vulnerable groups in urban environments are empowered and protected in seeking and utilizing quality services.

Urban authorities plan, manage and coordinate regulated quality services to the public in a more participatory manner, responsive to the needs of urban populations, and informed by data, evidence and best practices.

Relevant institutions develop appropriate and costed legal/policy frameworks to guide urbanization, compliant with international norms and standards, and informed by data, evidence and best practices.

RISKS

Natural shocks drive further rapid rural-urban migration.  
 Limited growth in non-farm employment.  
 Lack of financial decentralization widens rural-urban service gaps.  
 Population pressures.  
 Excessive focus on Phnom Penh to the detriment of secondary cities.  
 Political tensions lead to social unrest in urban centres.

RGC sees the importance of managing urbanization as part of NSDP and push-and-pull factors are addressed.  
 Bottlenecks to integrated planning are reduced and dedicated resources allocated to address critical urban needs.

STRATEGIES/  
UN OUTPUT

Increase access to expanded economic opportunities in formal sector that is not gender-stereotyped.  
 Migrants have access to information and have voice / participation.  
 Able to utilize affordable services (including schools and daycare) and affordable housing.  
 Freedom from violence and insecurity.

Public services, in particular for the most vulnerable.

Urban legal framework and planning.  
 Migration management.  
 Data for evidence-based policy making.

PROBLEM

In Cambodia, accelerated, unplanned and uncoordinated urbanization is resulting in increasing levels of multi-dimensional urban poverty, lowering the quality of life

for all in urban areas and exacerbating risks for already vulnerable groups.

Lack of affordable housing

Poor quality of services

Environmental pressures

Insecurity and VAW

Not enough decent jobs

Emergence of NCDs

Push factors from rural sector

No data on the urban poor

No voice

Lack of planning coherence

# ANNEX IV: MATRIX OF SELECTED UN HUMAN RIGHTS MECHANISM RECOMMENDATIONS

No.	SELECTED UN HR MECHANISM RECOMMENDATIONS	RELATED INDICATOR	BASELINE	TARGET	REPORTING AGENCIES	RELEVANT GOVERNMENT MINISTRIES AND OTHER AUTHORITIES FOR MEANS OF VERIFICATION	REPORTING TIMEFRAME				
							2019	2020	2021	2022	2023
LEVEL OF FOLLOW-UP AND IMPLEMENTATION BY MINISTRIES OF SELECTED RECOMMENDATIONS BY UN HUMAN RIGHTS MECHANISMS AND THE UN CONVENTION ON ANTI-CORRUPTION (UNCAC) IMPLEMENTATION REVIEW MECHANISM											
1.1	<b>2014 UPR 118.6</b>  Ratify the International Convention on the Protection of the Rights of All Migrants Workers and Members of their Families	Ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.	Cambodia signed the Convention in 2004.  Technical assistance was provided to the Ministry of Labour to prepare for ratification.	The International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families is ratified by the Royal Government of Cambodia.	<b>UN Women</b>  <b>ILO</b>  <b>IOM</b>	MoLVT – MFA  sources	X				
1.2	<b>2014 UPR 118.111</b>  Ensure full respect, in law and in practice, for the freedom of peaceful assembly and association, consistent with international law.	Extent to which the 2016 Trade Union Law in process of development is compliant with international law on issues of freedom of assembly and association.  Extent of application of the Law on Peaceful Demonstrations.	The Trade Union Law is not in full compliance with ILO Conventions 87 and 98.  The Law on Peaceful Demonstrations is not applied uniformly	Trade union law amended in line with ILO Conventions 87 and 98.  No reported instances of excessive use of force or excessive restrictions by Cambodian authorities during peaceful demonstrations and other public events organized by political parties, labour unions and other civil society groups.	<b>ILO</b>  <b>OHCHR</b>	MoLVT  Mol  Provincial Governors  Police Gendarmerie  ILO Committee on the Application of Standards	X				
1.3	<b>2014 UPR 118.17</b>  Establish a Law on Freedom of Information in accordance with international standards	Existence of a Law on Access to Information compliant with international standards.	A draft Law on Access to Information was developed through an open consultative process, reflecting the main tenets of international standards.	The Law on Access to Information as enacted is compliant with international standards. Necessary implementing sub-legislation developed in line with international standards.	<b>UNESCO OHCHR</b>	Ministry of Information	X	X			

1.4	<b>2014 UPR 118.101</b> In line with its commitment under the previous UPR cycle, work towards ensuring free access to electronic media and to liberalize electronic media ownership rules by drafting a cyber law in accordance with international standards.	Cyber Law compliant with international standards developed through a consultative process.	A cyber law has been drafted but has not been shared with stakeholders.	A Cyber Law compliant with international standards is developed.	<b>OHCHR UNESCO</b>	Ministry of Information – MoPT	X					
1.5	<b>2014 UPR 118.96</b> Strengthen law enforcement authorities.	Level of law enforcement capacity to identify and counter drug and human trafficking, smuggling of migrants, forest and wildlife crime, illegal flows of money and goods.	Limited capacity of law enforcement officers to address transnational organized crime and illicit trafficking, including weak border control and cooperation, and lack of coordinated responses and regional cooperation.	Strengthened capacities of law enforcement officials to respond to transnational organized crime and illicit trafficking through improved border control and coordination capacities and mechanisms established for coordinated policy, operational responses and regional cooperation supported.	<b>UNODC IOM UNHCR</b>	Mol/Cambodian National Police, General Secretariat of Immigration	X	X	X			
1.6	<b>C/KHM/2013/CO/4-5</b> <b>Para 17:</b> The State Party continues harmonizing and strengthening the national machinery for the advancement of women (...)	Number of GMAPs that are fully integrated into line ministry planning and budgeting cycles.	0.	3 GMAPs are fully integrated into line ministry planning and budgeting cycles.	<b>UNDP UN Women With UNTGG members 2</b>	MoWA, CNCW	X					
1.7	<b>UPR 118.25</b> Implement and strengthen policies and laws to protect and promote the rights of persons with disabilities and ensure that these mechanisms enjoy a human-rights based approach consistent with the CRPD and in consultation with civil society.	Existence of comprehensive and transparent monitoring mechanism for the Law on the Protection and Promotion of the Rights of Persons with Disabilities and the National Strategic Plan on Disability (2014-2018).	New national Strategy on Disability (2019-2023) being drafted.	Comprehensive monitoring mechanism for the Law on Protection and Promotion of the Rights of Persons with Disabilities and the National Strategic Plan on Disability is established.	<b>UNDP WHO UNICEF OHCHR</b>	DAC - MoSVY	X	X	X			
1.8	<b>C/KHM/2013/CO/4-5 Para33(c):</b> Intensify age-appropriate education on sexual and reproductive rights in schools on gender relations and responsible sexual behaviour in order to combat teenage pregnancies.	Coverage of Comprehensive Sexuality Education (CSE) for students in Grades 5-12.	CSE syllabus endorsed in 2018.	75% of targeted public schools (Primary, Lower and Upper Secondary) implement the CSE syllabus according to international standards.	<b>UNFPA UNESCO</b>	EMIS MoEYS	X	X	X	X	X	



1.9	<p><b>C/KHM/2013/CO/4-5 Para 43(a)</b> Improve women's access to land and tenure security, ensure that land acquisitions for economic and other concessions follow due process.</p> <p><b>(b)</b> Recognize that forced evictions (...) disproportionately affect women and take immediate measures to protect women and girls from further evictions.</p> <p><b>(c)</b> Promptly investigate, and where appropriate, prosecute cases of intimidation and harassment by law enforcement personnel against female human rights defenders advocating for land rights.</p> <p><b>(d)</b> Ensure that evicted communities are relocated to sites which enable women to access their places of employment, schools, health care centres (including sexual and reproductive care), community centres, and other services and amenities necessary to ensure the realization of their rights under the Convention.</p>	Extent of implementation of the CEDAW recommendations on women's access to land (C/KHM/2013/CO/4-5, para 43).	<p>Progress in overall land titling also benefits women (in 2017, 42,278 [20.65%] out of 204,684 land titles were provided to women, and 6,442 land titles [3.15%] were provided to widows). Concerns remain over on-going land disputes and lack of tenure security that expose particularly women, children and the elderly to heightened risks of poverty and insecurity.</p> <p>Women activists involved in land disputes report harassment and intimidation against themselves and their families, which has taken a toll on their family relations and psychological welfare.</p> <p>No nationally defined minimum legal standards exist to regulate eviction and relocation. Concerns remains over resettlement sites that lack basic infrastructure, especially access to water and sanitation, and the fact that resettled families often have difficulty securing livelihoods.</p>	<p>Marked progress on implementation of CEDAW recommendations (para 43 a-d):</p> <p>Increased tenure security for women through provision of land titles to women and a reduction in evictions.</p> <p>Development of legal framework governing evictions and relocations, ensuring that specific needs of women and children are mainstreamed.</p> <p>Prosecution of those found guilty of intimidation and harassment of female human rights defenders advocating for land rights.</p> <p>Relocation sites provide infrastructure and facilities sufficient to protect rights established under the Convention.</p>	<p><b>OHCHR</b></p> <p><b>ILO</b></p> <p><b>UN Women</b></p>	MLMUPC, Ministry of Interior, MoJ, MoWA	X	X	X		
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*This list of recommendations will be updated on an annual basis by OHCHR, in consultation with relevant UN agencies.*

*The UN Theme Group on Gender include FAO, ILO, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNV, UN Women (Chair), WFP, and WHO.*

# ANNEX V: MONITORING AND EVALUATION CALENDAR UNDAF 2019-2023

2018	2019	2020	2021	2022	2023
SURVEYS, STUDIES, ASSESSMENT					
	Population Census (MoP/NIS, UNFPA, others)	Cambodia Demographic and Health Survey (CDHS)	Review of Fast Track Initiative for Reducing Maternal and Newborn Mortality 2016-2020 (MoH/UNFPA, others)		Inter-censal population survey (MoP/NIS, UNFPA, others)
	Cambodia Socio-Economic Survey (CSES) (NIS-MoP)		Cambodia Socio-Economic Survey (CSES) (NIS-MoP)		Cambodia Socio-Economic Survey (CSES) (NIS-MoP)
Women's economic empowerment study (UNDP)	Women's economic empowerment study (UNDP)				
	Cambodia Inter-Censal Agriculture Survey 2019 (CIAS2019) (FAO/MoP/MAFF)	Review of Emergency Obstetric and Neonatal Care Improvement Plan 2016-2020 (MoH, UNFPA, others)			Cambodia Youth Development Index
		Annual Agricultural Survey (FAO/MoP/MAFF)	Annual Agricultural Survey (FAO/MoP/MAFF)	Annual Agricultural Survey (FAO/MoP/MAFF)	Annual Agricultural Survey (FAO/MoP/MAFF)
		Global Forest Resources Assessment (FAO)			
		Study to improve the operationalization of the Minimum Dietary Diversity Women Indicator (FAO/MoH)			
Global AIDS Monitoring (GAM)	Global AIDS Monitoring (GAM)	Global AIDS Monitoring (GAM)	Global AIDS Monitoring (GAM)	Global AIDS Monitoring (GAM)	Global AIDS Monitoring (GAM)
	IBBS MSM				
Review of National Strategic Plan for a comprehensive and multisectoral AIDS response	PLHIV Stigma index				

2018	2019	2020	2021	2022	2023
	Social action research on gender related issues in climate change and DRR at the community level (UN Women)				
	Baseline survey of Home Grown School Feeding Programme (WFP, MoEYS & others) - donor specific				
EVALUATIONS					
	Endline evaluation of School Feeding programme - donor specific. (WFP)			Evaluation of WFP Country Strategic Plan (CSP)	
		Country Programme Evaluation of Strategic Notes 2016 - 2018 and 2019 - 2023 (UN Women)	Mid-term evaluation of UNDP country programme	UNDAF evaluation (UNCT)	UNDP country programme outcomes evaluation
			Impact evaluation of the education capacity development partnership fund (CDPF) - Phase III	EmPower: Empowering Women to Secure Climate-resilient Societies: Final Evaluation (UN Women and UNEP)	
				UNFPA country programme evaluation	
			Mid-term evaluation of UNIDO's Programme for Country Partnership (PCP)		

2018	2019	2020	2021	2022	2023
REVIEWS					
			Mid-term (and strategic) review of National Strategy for Food Security and Nutrition (NSFSN) (CARD, WFP,FAO,UNICEF & others)		
			Mid-term review of WFP Country Strategic Plan (CSP)	Mid-term review of Home Grown School Feeding Programme (WFP, MoEYS & others) - donor specific	
	Annual capacity gap analysis and progress review with relevant government (incl MoEYS, NCDD, NCDM, CARD & WFP)	Annual capacity gap analysis and progress review with relevant government (incl MoEYS, NCDD, NCDM, CARD & WFP)	Annual capacity gap analysis and progress review with relevant government (incl MoEYS, NCDD, NCDM, CARD & WFP)	Annual capacity gap analysis and progress review with relevant government (incl MoEYS, NCDD, NCDM, CARD & WFP)	Annual capacity gap analysis and progress review with relevant government (incl MoEYS, NCDD, NCDM, CARD & WFP)
	Joint annual review (UNCT/RGC)	Joint annual review (UNCT/RGC)	Joint annual review (UNCT/RGC)	Joint annual review (UNCT/RGC)	Joint annual review (UNCT/RGC)
			UNDAF Mid-term Review (UNCT)	Gender Scorecard (UNCT/UN Women)	
	Biennial Update Report (BUR) to the UNFCCC (RGC)	Third National Communication to the UNFCCC (RGC)	Nationally Determined Contribution (NDC) (RGC)		
			Mid Term Review of 3 <sup>rd</sup> National Action Plan on Prevention of Violence Against Women (UNW & UNFPA)		









UNITED  
NATIONS  
DEVELOPMENT  
ASSISTANCE  
FRAMEWORK  
2019-2023



CAMBODIA

