



# Cambodia Annual Program Performance Report 2011

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## Executive Summary

Australia's Official Development Assistance to Cambodia in 2011 increased to \$74.3 million making Australia the third largest bilateral donor. Monitoring against the Performance Assessment Framework for the Cambodia program in 2011 demonstrated that three of the focus areas – health, agriculture and rural development, and law and justice – are on track to fully achieve country strategy objectives by 2015. The infrastructure portfolio is expected to only partially meet its objectives within this timeframe.

Australia was able to influence policy in health, law and justice, and agriculture and rural development during 2011. Initiatives to improve maternal and child health, increase food security for the rural poor, increase the value of agricultural production, and improve law and justice achieved or exceeded almost all performance targets set in 2010. Infrastructure improved its rating in 2011 through better policy engagement and increased monitoring and responsiveness, however significant challenges remain (including the railway rehabilitation project, which continued to perform poorly). Mutual accountability in service delivery sectors has progressed, including through joint budget planning, but more policy engagement and monitoring of progress is required during 2012.

AusAID continued to strive for gender equality in all of its programs, with significant additional opportunities for women created through the law and justice program in particular. The number of scholarships to Australia increased to 50 in 2011 (meeting our 2013 policy goal) and the disability program expanded its policy influence.

Policy engagement with multilateral development partners remained strong, particularly on implementation of social safeguards, and Australia positively influenced a range of priority issues in health and infrastructure through multilateral engagement. Constraints in World Bank programming and major issues with Global Fund implementation affected some aspects of the program.

In 2011 a small increase in human resources in Canberra and Phnom Penh reflected additional programming requirements and an increasingly complex operating environment which has seen Australia move from seventh largest to the third largest bilateral donor in Cambodia. Further targeted resources, and a focus on transition planning and staff recruitment and retention, are required in 2012 to ensure the program continues to deliver against performance targets.

Independent assessments indicated that the Australian aid program in Cambodia was well run in 2011 and performed to a high standard. The program contributed to significant development gains, was highly relevant and responded to essential needs of the Cambodian people. Positive relationship management with all key stakeholders remained strong over the period.



## 2011 Annual Program Performance Report

This report summarises the aid program's progress in 2011 against *Australia's strategic approach to aid in Cambodia 2010–2015* (December 2010). The program's priorities are consistent with the Comprehensive Aid Policy Framework:


1. Saving lives by improving the management and quality of health services and accessibility for the poor.
2. Achieving sustainable economic development by improving agricultural productivity, food security and through targeted investments in economic infrastructure and scholarships, as well as by increasing access to social safety nets for the poorest members of the population.
3. Creating effective governance by improving the capacity and effectiveness of courts, prisons and police crime prevention activities and supporting civil society to track service provision.

The program is promoting opportunities for all by contributing to disability inclusive development and reduced violence against women. In 2011, the program also managed a humanitarian and disaster response to serious flooding, which affected 18 of Cambodia's 24 provinces.

### Context

Cambodia has experienced high levels of economic growth and made considerable development progress over the past 10 years. With average annual economic growth of over 8 per cent since 2000, Cambodia has been successful in reducing poverty and hunger (MDG 1) by bringing the poverty rate down from 47 per cent in 1993 to an estimated 25 per cent in 2010. Improved social indicators have mirrored this, with an increase in life expectancy and per capita income more than doubling. Cambodia has expanded access to primary education, early childhood care and maternal health programs in rural areas. Strong progress has been made in primary education (MDG 2) with the net primary admission rate increasing from 81 per cent in 2001 to 92.4 per cent in 2008, child mortality (MDG 4) with the under 5 mortality rate decreasing from 124 per 1000 live births in 1998 to 83 in 2006 and to 54 in 2010, and maternal mortality (MDG 5) with the number of deaths per 100 000 live births decreasing from 472 in 2005 to 206 in 2010. Cambodia has also been successful in HIV/AIDS prevention and treatment (MDG 6). By 2010, 90 per cent of people infected with HIV/AIDS in Cambodia had access to antiretroviral treatment, coverage which is amongst the highest in the developing world.

However, Cambodia remains one of the United Nations 49 least developed countries ranking 139 out of 187 countries on the 2011 United Nations Human Development Index. Eighty per cent of Cambodia's population is under 23 years of age placing significant strain on education and health services, including access to safe family planning. Access to clean water and sanitation (MDG 7) is among the lowest in South East Asia. Greater transparency and certainty is needed urgently in land rights and land management to protect the poor and ensure natural resources are used in a sustainable way (MDG 7). Disparities between urban and rural development remain high with 93 per cent of people who live on less than \$2 a day living in rural areas,



and while child and maternal mortality rates have fallen dramatically, infant mortality is still high. Progress towards gender equality (MDG 3) is slow and rates of violence against women are concerning. Up to 2 million people in the population are estimated to be living with some form of disability. The pursuit of good governance continues to be a challenge, and corruption and access to public services are ongoing constraints to inclusive development.

In 2011, nutrition emerged as a particular development concern for Cambodia, with increased incomes not automatically translating into improved nutrition. The percentage of very poor people living below the food poverty line in Cambodia declined from 18 to 7 per cent between 2007 and 2009. However, the percentage of children under 5 who are wasted (reflecting acute undernourishment) increased from 8.4 per cent to 10.9 per cent between 2005 and 2010, while the level of stunting (reflecting chronic malnutrition) remained stagnant at 40 per cent. Wasting is greater than 10 per cent in 13 provinces, a rate that is considered ‘serious’ on the World Health Organization classification of acute malnutrition.

## Program objectives and strategy

*Australia’s strategic approach to aid in Cambodia 2010–2015* (December 2010) focuses on areas in which Australia has experience, credibility and the potential to make the greatest impact. Priority sectors agreed with the Royal Government of Cambodia are health (*saving lives*), agriculture and rural development, infrastructure for growth (*sustainable economic development*), and law and justice (*effective governance*). Cambodia is also a focus country for implementation of AusAID’s disability inclusive development policy and has a strong scholarships program (*promoting opportunities for all*). Through our support for these sectors, we seek to balance sustainable strengthening of government systems with greater support for more immediate and practical service delivery. Inclusive development, particularly for women and people with disability, is pursued across all four priority sectors.

Australia is the third largest bilateral donor to Cambodia. Official Development Assistance in 2011–12 is estimated to be A\$74.3 million. This assistance is principally delivered by AusAID. In 2011, 6 per cent of the program was delivered through other Australian Government agencies such as the Australian Centre for International Agricultural Research, Australian Federal Police, Department of Foreign Affairs and Trade and the Attorney-General’s Department. Bilateral programs are complemented by regional development assistance including through a range of Association of Southeast Asian Nations (ASEAN) and Mekong River Commission programs. Regional programs support regional approaches to trade reform, people trafficking, HIV/AIDS and water resource management challenges<sup>1</sup> across the Mekong Basin.

Australia’s country strategy objectives remain relevant to Cambodia’s development needs and are aligned with Cambodia’s national strategic development plan, relevant sector specific strategies and the goals outlined in the Comprehensive Aid Policy Framework.

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<sup>1</sup> Program performance is reported separately in the Mekong Water Resources Annual Program Performance Report.

## Expenditure

Table 1: Estimated expenditure in 2011–12

Objective	A\$ million	% of bilateral program
Objective 1a: Increased value of agricultural production and smallholder income in targeted provinces	8.8	14.9
Objective 1b: Increased food and livelihood security for the rural poor through social protection and landmine clearance	0.2	0.3
Objective 2: Increased access to quality health services through improved health management	20.5	34.7
Objective 3: Improved transport and energy infrastructure	3.0	5.1
Objective 4: Improved management of courts, prisons, police and crime prevention activities (particularly for vulnerable groups)	8.7	14.7
Cross-cutting (others, including scholarships and Khmer Rouge Tribunal)	17.9	30.3
<b>Total</b>	<b>59.10</b>	<b>100</b>

Source: AidWorks – AusAID's internal financial monitoring system.

## Progress against objectives

The Cambodia program uses a Performance Assessment Framework (annex A) that provides milestones against which performance is assessed each year. As well as promoting rigour in judging program implementation, the framework promotes strategic focus and greater strategic dialogue with aid program partners. The ratings presented in this section are a combination of progress against milestones in 2011 and future challenges and issues that could hinder progress.<sup>2</sup> In 2011, three areas (agriculture and rural development, health, and law and justice) confirmed that country strategy objectives would be fully achieved by 2015, while the fourth (infrastructure) is expected to only partially meet country strategy objectives within the timeframe. This is despite proactive management delivering improvements over the past 12 months.

<sup>2</sup> Ratings are based on moderated activity level quality reporting for all activities over \$3 million and include an assessment of the program's effectiveness in influencing change through policy dialogue and partnerships, and decisions regarding aid modalities and ways of working.



Table 2: Ratings of the program's progress towards objectives established in *Australia's strategic approach to aid in Cambodia 2012–2015* (December 2010)

Objective	Rating in 2011	Relative to 2010 rating
<b>Goal: Accelerated growth in the value of national agricultural production</b>		
Objective 1a: Increased value of agricultural production and smallholder income in targeted provinces	■ (green)	Improved
<b>Goal: Poor and vulnerable Cambodians will be increasingly protected against chronic poverty and hunger, shocks, destitution and social exclusion, and benefit from investments in their human capital</b>		
Objective 1b: Increased food and livelihood security for the rural poor through social protection and landmine clearance	■ (green)	Unchanged
<b>Goal: Progress towards the health MDGs with a focus on maternal and child health</b>		
Objective 2: Increased access to quality health services through improved health management	■ (green)	Unchanged
<b>Goal: Increased economic activity in targeted areas</b>		
Objective 3: Improved transport and energy infrastructure	■ (amber)	Improved
<b>Goal: Increased individual rights and responsibilities in the justice system for juveniles and vulnerable groups</b>		
Objective 4: Improved management of courts, prisons, police and crime prevention activities (particularly for vulnerable groups)	■ (green)	Improved

Note:

- Green: The objective will be fully achieved within the timeframe of the strategy.
- Amber: The objective will be partly achieved within the timeframe of the strategy.
- Red: The objective is unlikely to be achieved within the timeframe of the strategy.

## Objective 1a: Increased value of agricultural production and smallholder income in targeted provinces

Cambodia Development Goal: Accelerated growth in the value of national agriculture production

Objective	Current rating
Objective 1a Increased value of agricultural production and smallholder income in targeted provinces.	■ (green)

### Annual milestone targets 2011

- Ten agribusiness partnerships initiated which will lead to improved availability of quality inputs and information for farmers, as well as access to processing and final markets (achieved).
- Eight irrigation infrastructure improvements completed, giving up to 10 000 hectares of land access to irrigation and allowing up to 5000 farmers to plant additional crops during the dry season (achieved).
- A total of 4000 farmers trained (achieved).
- Farmer organisation study completed (achieved).
- Roadmap for implementation of the government's strategy for agriculture and water initiated (achieved).

The Cambodian Government aims to reduce poverty to 19.5 per cent of the population by 2015. With over 80 per cent of the population living in rural areas



(accounting for 93 per cent of the countries' poorest 20 per cent of people) accelerated growth in the value of national agriculture production is required to meet this goal. In 2011, the agriculture sector grew by 3.3 per cent, accounting for 28.4 per cent of national GDP. Despite severe flooding, rice production increased by 6.4 per cent. Milled rice exports expanded rapidly in 2011, with an annual growth of 250 per cent recorded, and reached 180 000 tonnes, largely as a result of increased yields in both wet and dry season production and increased planted areas. Milled rice exports were also supported with new mills that increased milling capacity.<sup>3</sup> However Cambodia has significant potential to further expand its agricultural productivity. Farmers continue to face long-standing production constraints, which include a lack of irrigation, and inappropriate use—and poor quality supplies—of fertiliser, seeds and other agricultural inputs. A relatively weak business environment also constrains post-harvest processing and market access. Public sector funding for research and agriculture support services for farmers is less than 35 per cent of total public sector expenditure in the sector. Further expansion of the private sector's role is needed to put Cambodia's agricultural production on a more sustainable footing and meet the government's targets of reducing poverty and exporting 1 million tonnes of milled rice by 2015.

Since 2010, Australia's flagship program in agriculture—the Cambodia Agricultural Value Chain program—has helped build or bring close to completion nine irrigation schemes. Construction of six more started in 2012. This has enabled about 20 000 households to produce at least one extra rice crop a year. Around 5000 model farming households have been trained in new agricultural technologies (Comprehensive Aid Policy Framework Indicator 18). Model farmers are sharing their knowledge with an estimated 50 000 other farming households. Three quarters of these farmers have reported an increase in their own yields and have seen changes in their neighbour's farming practices. About 200 seed and fertiliser retailers have been trained and are now providing approximately 11 000 farmers with better advice. Larger seed and fertiliser suppliers that are partnering with the Cambodia Agricultural Value Chain program are also investing in their retail networks to provide advice to farmers, as well as providing appropriate fertiliser and pesticides. Anecdotal reports indicate that Australia's investments have enabled suppliers to increase sales and improve relations with farmers, and are helping them to expand retailer training.

A mid-term review of the Cambodia Agricultural Value Chain program undertaken in 2011 found it was on track to generate additional income of A\$40 million a year (Comprehensive Aid Policy Framework Indicator 19), benefiting 230 000 smallholder farmers across Cambodia by 2016 (Comprehensive Aid Policy Framework Indicator 20) and significantly exceeding original targets. Based on this success, an extension of the current phase of the program for an extra 18 months until December 2015 has been recommended to expand activities and further increase sustainability. Planning for a follow-up program in agriculture and rural development will commence in 2012.

While still at early stages, the Cambodia Agricultural Value Chain program is the most successful sectoral program in ensuring that benefits extend to people with

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<sup>3</sup> World Bank East Asia and Pacific Economic Update 2012, Vol 1.



disability. The program has developed gender and disability strategies and all interventions are screened from a gender and disability perspective during design as well as regularly during implementation. Environmental checklists have been completed for all interventions, but more needs to be done to ensure that these directly inform monitoring plans.

Through a trust fund operation with the World Bank, AusAID supported policy studies in 2011 and 2012 to assess the impact of farmer organisations on food security, agriculture finance for small and medium enterprises, and a stocktake on the Cambodian Government's paddy production and rice export policy. These studies will inform efforts to strengthen the business-enabling environment and develop an agriculture and rural development delivery strategy in 2012.

In 2011, AusAID commissioned a study on how economic growth impacts on the poorest Cambodians. This was completed in early 2012 and concluded that while growth-focused interventions like the Cambodia Agricultural Value Chain program and economic infrastructure investments are necessary to reduce poverty, they are not sufficient to equitably reach the very poor. Complementary programs are necessary to maximise the benefits and minimise the risks for these people. These include accelerating access to quality health care, improving food security and nutrition, enabling girls and boys to progress from primary to middle school, social protection mechanisms to enable productive risk-taking and address inequality, and interventions to support unskilled labourers to adapt to alternative livelihoods as demand for labour changes with mechanisation.

### Objective 1b: Increased food and livelihood security for the rural poor through social protection and landmine clearance

Cambodia development goal: Poor and vulnerable Cambodians will be increasingly protected against chronic poverty and hunger, shocks, destitution and social exclusion, and benefit from investments in their human capital

Objective	Current rating
Objective 1b Increased food and livelihood security for the rural poor through social protection and landmine clearance	<span style="color: green;">■</span> (green)

#### Annual milestone targets 2011

- National Social Protection Strategy endorsed by Cambodian Government (achieved).
- Identification of the poor (IDPoor) households targeting mechanism assessed (achieved).
- Food security improved for over 800 000 vulnerable men and women (achieved).
- Design initiated of a new non-government organisation partnership (not achieved).
- At least 6 square kilometres of high priority land released through clearance or technical survey in support of local development priorities. Significant amounts of previously suspect land were released after a baseline survey was





conducted to clarify the remaining extent of the mine problem in 21 districts (achieved).

Cambodia's National Social Protection Strategy was officially endorsed by the Cambodian Government in March 2011 and launched by the Cambodian Prime Minister in October 2011. Australia continues to support the strategy's implementation through a trust fund with the World Bank. In 2011, AusAID funded the World Bank to undertake an accuracy assessment of the government-mandated targeting mechanism for the poor, the IDPoor program. This was ahead of plans to provide additional financing through a delegated aid arrangement with Germany to enable national access to the scheme.

Australia's support for IDPoor and health equity funds is helping reduce maternal and child mortality rates by improving both the demand for and access to health care. Health equity funds now provide access to health services for 77 per cent of the poorest Cambodians. Australian contributions also enabled the World Food Programme to provide rice and other food items to 211 682 poor school children (including 103 763 girls) during priority periods in 2011, improving their nutrition and ability to concentrate, attend and stay in school (Comprehensive Aid Policy Framework Indicator 22).

Australia committed A\$6.2 million over three years from 2011–2014 to continue helping Cambodia to clear landmines and return more than 35 square kilometres of contaminated land to safe, productive use in the most mine affected provinces. Australia has supported the clearance of approximately 4400 hectares of land between 2006 and 2011 which has directly benefited more than 60 000 people by improving their access to land for agriculture, markets, education and health services. Australia and other development partners have also helped Cambodia to halve the number of landmine casualties from 450 a year in 2006 to 211 a year in 2011.


## Objective 2: Increased access to quality health services through improved health management

Cambodia development goal: Progress towards the health MDGs with a focus on maternal and child health

Objective	Current rating
Objective 2 Increased access to quality health services for the poor, women and children through improved health management	<span style="color: green;">■</span> (green)

### Annual milestone targets 2011

- 71 per cent of births were attended by trained health staff (achieved).
- 60 per cent of pregnant women received four or more ante-natal care consultations (achieved).
- 80 per cent of people living under the poverty line are now protected by health equity funds (partially achieved – 77 per cent).
- Six sites offering harm reduction services (achieved).



The Cambodian Demographic and Health Survey 2010 was published in 2011 and confirmed that Cambodia is on track to achieve its health MDGs by 2015. The maternal mortality ratio fell from 472 per 100 000 live births<sup>4</sup> in 2005 to 206<sup>5</sup> in 2010 (Cambodia's 2015 target: 250). Infant mortality decreased from 66 per 1000 live births in 2005 to 45 per 1000 live births in 2010 (2015 target: 50<sup>6</sup>). The under-5 mortality rate went from 83 per 1000 live births in 2005 to 54 in 2010 (2015 target 75<sup>7</sup>). Despite these improvements, there has been no change in the neonatal mortality rate and rates of chronic malnutrition in children are virtually static (40 per cent for children under 5 years compared to 43 per cent in 2005). Tackling nutrition problems requires interventions in and beyond the health sector and improving neonatal survival will require increased efforts to improve post-natal care. The use of modern family planning methods remains fairly low at approximately 35 per cent.<sup>8</sup> Equity remains an issue, with infant mortality more than three times higher among the poorest 20 per cent of the population compared with the wealthiest 20 per cent.<sup>9</sup>

Australia provided approximately 30 per cent of donor partner funding (and approximately 6.5 per cent of total health sector financing)<sup>10</sup> in 2011. The AusAID Cambodia program also continued to manage the UK Government's health sector support under a delegated aid arrangement in place until 2013. The Cambodia program achieved its goal of asserting greater donor leadership in the health sector through mid-term reviews of the government's health strategic plan and the joint donor Health Sector Support Program (Phase II). AusAID funded the first gender analysis for the health sector and supported the World Health Organization to establish institutional arrangements for competency based training and assessment tools to support long-term human resource development. A review of donor arrangements for health sector financing was also co-funded to improve the information base for harmonisation. Through the HIV/AIDS Asia Regional Program, six sites are now offering harm reduction services in Cambodia. A methadone maintenance treatment clinic is operating, and five other centres offer needle and syringe programs. Over 33 000 service contacts were made in 2010.

During 2011, Australia advocated on issues of budget transparency, the need for increased public sector resources for service delivery at the sub-national level, and the need to further harmonise health sector and national government planning processes and technical support. The importance of a single budget framework for all sector resources (government and donor) and development of a common capacity building plan as a basis for coordinated donor technical assistance, were validated by government and development partners as priorities for 2012. In 2012, our policy priority is to ensure these recommendations are implemented, together with those agreed in the Health Sector Support Program mid-term review. While 2010 milestones have largely been achieved, prospects for sustainability are weak.

<sup>4</sup> 95 per cent confidence interval 338 – 605

<sup>5</sup> 95 per cent confidence interval 124 – 288. Note that these confidence intervals do not overlap.

<sup>6</sup> Source: RGC Achieving Cambodia's MDGs. Update 2010. Prepared by Cambodian Ministry of Planning.

<sup>7</sup> Source: RGC Achieving Cambodia's MDGs. Update 2010. Prepared by Cambodian Ministry of Planning.

<sup>8</sup> Source: Cambodia 2010 Demographic and Health Survey.

<sup>9</sup> CDHS 2010, Fig 11.2 – 77/1000 vs. 23/1000.

<sup>10</sup> Other major donors include USAID and the Global Fund, which provide around 30 per cent of financing to the health sector through vertical programs.



Programs responsible for MDG progress remain donor-funded with limited government responsiveness on cost-sharing. Concerted and consistent policy engagement on budget transparency and cost sharing will be priorities between now and 2015.

### Objective 3: Improved infrastructure quality, quantity and access

Cambodia development goal: Increased economic activity in targeted areas

Objective	Current rating
Objective 3 Improved transport and energy infrastructure	<span style="color: orange;">■</span> (amber)

#### Annual milestone targets 2011

- Complete rehabilitation of Southern Line railway (partially achieved).
- Begin rehabilitation of Northern Line (achieved).
- Commence civil works (15 kilometres) of the Southern Coastal road (achieved).
- Construct cross-border facilities in Prek Chak and Koh Kong (partially achieved).
- Commence periodic maintenance of 950 kilometres of national roads (achieved).
- Design and approve supplementary financing for rural electrification (partially achieved).

In 2011, Australia co-funded four major infrastructure projects in Cambodia with the Asian Development Bank. Implementation of these against the set milestones was mixed. Despite some improvements, there were common challenges across the portfolio. The Royal Government of Cambodia's capacity to implement the projects remained limited and the bank's approach to managing projects through regular monitoring missions did not always provide the support required by the government. AusAID provided additional in-country resources to complement the bank's monitoring and management of the projects. In particular, we added significant resources (both project and personnel) to monitoring implementation of the bank's social and environmental safeguards policies, particularly gender, HIV/AIDS and resettlement. AusAID appointed an additional development specialist to oversee the infrastructure portfolio in 2011 and recruited a full-time resettlement expert within the Phnom Penh office to further support this work (commenced 2012).

In early 2011, it was expected that civil works on 15 kilometres of the Southern Coastal road, and construction of cross-border facilities in Prek Chak and Koh Kong, would commence. The Koh Kong facility was removed from the project at Cambodia's request, but other elements of this milestone have been met. It was also expected that rehabilitation of the Southern Line railway (phase 1) would be complete and rehabilitation of the Northern Line would begin. However, only about 67 per cent of the Southern Line has been finished and the expected date for full completion has now been moved to December 2012. Rehabilitation of the Northern Line has begun with about 30 kilometres completed. Periodic maintenance of the total 950 kilometres of national roads commenced and 183 kilometres have been maintained. While



AusAID financing processes for rural electrification<sup>11</sup> proceeded as planned, the Asian Development Bank board approval process was delayed due to staffing constraints. The bank is expected to approve the electrification project for commencement in the second half of 2012.

## Objective 4: Improved management of courts, prisons, police and crime prevention activities (particularly for vulnerable groups)

Cambodia development goal: Increased individual rights and responsibilities in the justice system for juveniles and vulnerable groups

Objective	Current rating
Objective 4 Improved management of courts, prisons, police and crime prevention activities (particularly for vulnerable groups)	■ (green)

### Annual milestone targets 2011

- Crime data and court register implemented nationally (achieved).
- Crime reduced in targeted areas (achieved).
- Legal information disseminated (achieved).
- Policy support provided to implement alternative sentencing pilot project in two provinces (partially achieved).
- Expand access to legal aid service in four courts (partially achieved).

In 2011 the law and justice sector was rated as ‘improved’ due to the government’s significant shift to implement laws and policies relevant to our shared development objectives. In 2011, there were achievements in areas of long-term policy engagement by Australia: a corrections law was passed, a juvenile justice law was sent to the Council of Ministers, prakhas (government issued instructions) were introduced to integrate community policing with the work of village and safety committees to prevent crime, a national crime data base was rolled out by the Cambodian National Police, and a national court register was also rolled out across the country. With help from an embedded Australian Federal Police officer, the Cambodia Criminal Justice Assistance Project supported the introduction of a national system for collecting crime statistics. A positive indicator of government ownership is efforts by the Cambodian National Police to take this pilot to a national scale, using its own resources. An inter-ministerial committee was established by the Ministry of Justice to oversee the introduction of non-custodial sentencing. Through the third phase of our investments in the Criminal Justice Assistance Project, Australia supported these processes and funded new infrastructure in national prisons to improve human rights for prisoners. All AusAID funded infrastructure was completed on-time and on-budget, with high level openings used to explain and promote community based justice reforms and human rights.

During 2011 in the law and justice sector, 883 (199 women) law enforcement officials were trained (Comprehensive Aid Policy Framework indicator 25), 395 (149 women) government officials were trained (Comprehensive Aid Policy Framework

<sup>11</sup> A project moved to the Asian Development Bank at the request of the World Bank and Royal Government of Cambodia following the end of World Bank lending to Cambodia in 2011.



indicator 27), and five civil society organisation were supported to track service delivery (Comprehensive Aid Policy Framework indicator 28) in prisons and community crime prevention. Australian interventions through the Criminal Justice Assistance Project for safer communities influenced a general decline in most crime types in the targeted districts between 2010 and 2011. The households victim to violent crime ratio decreased by 2.7 per cent, households reporting theft decreased by 13.6 per cent, endangerment declined by 8 per cent, acts of threatening behaviour declined by a small margin of 0.9 per cent, experiences of fraudulent crime also decreased by 1.9 per cent, and property damage was reported to have decreased by 3.1 per cent. The community safety mean score (where 1 = very unsafe and 10 = very safe) in target districts increased from 6.79 in 2007 to 7.57 in 2011. However high levels of violence against women persisted, despite a reduction in other forms of crime at the community level.

With Australian-supported improvement of prison management, 21 out of 22 provincial and municipal prisons accessed at least one non-government organisation's services, and the number of civil society groups supporting prisons increased from 15 in 2010 to 18. This resulted in an increase of prisoner access to rehabilitation programs from 3217 in 2010, to 4555 in 2011 (29.6 per cent of the total prison population). In addition, Australian-funded improvements to prison infrastructure helped increase daily time out of cells: up to 5.30 hours for low security, 3.30 hours for medium security and one hour for high security prisoners on average. Based on approaches modelled with Australian funding, the Cambodian Government invested its own funds in some national and provincial prisons to improve infrastructure for human rights.

Corruption remains the binding constraint to development in general, and especially to reform in the justice sector. The Anti-Corruption Unit now reports directly to Cambodia's prime minister. It has control of its own budget and pursued a number of high priority corruption cases in 2011. The Extraordinary Chambers of the Courts in Cambodia completed case 001 and commenced prosecution of case 002 of the Khmer Rouge Trials. Thousands of Cambodians have participated in court proceedings since the start of these trials.

The Cambodia program successfully completed its law and justice delivery strategy in 2011, outlining investment priorities until 2015. The strategy was informed by significant analytical work funded by AusAID in 2010–11, including an Office of Development Effectiveness review of law and justice (2011), an International Committee of the Red Cross assessment of prison overcrowding (2010), a political economy analysis of prospects for introducing non-custodial sentencing (2011), and research by the Asia Foundation into the implementation of the Cambodian Government's safer communities policy (2011). This analysis, and the ongoing lack of progress towards higher-level justice reforms related to the independence, oversight and discipline of the judiciary, validated our strategic decision to focus on building increased access to justice.

To promote transparency and ownership, government monitoring and evaluation systems have formed the basis for sector monitoring in 2011, with complementary and regular independent and local analysis undertaken on the impact of community



safety and community policing initiatives supported by the Criminal Justice Assistance Project. Our focus has been on prioritising interventions that impact on people at the community level and that can be implemented and sustained by the Cambodian Government. Leadership and implementation by sub-national level counterparts has been particularly encouraging over the period. The Asia Foundation analysis funded by AusAID in 2011 concluded that the two most significant interventions to improve access to justice are knowledge of the law and access to legal aid. In 2011, we complemented Criminal Justice Assistance Project support with Community Development Fund funding to non-government organisations for legal aid (which now covers 13 of 19 provinces) and to non-government organisations working in prisons on rehabilitation programs.

Australia remains the largest of a dwindling pool of donors in this sector, and plans to exit the sector at the end of the current country strategy period in 2015. USAID has already left the sector and Denmark's DANIDA will leave at the end of 2012 as part of a phase out of its assistance in Cambodia. The only remaining bilateral donor, Japan, also saw progress in its long-term goals in 2011, with the adoption of a new criminal code. The United Nations Office of the High Commissioner for Human Rights recently gained some traction in the Ministry of Justice—a possible signal that the government is now more amenable to dialogue and engagement on human rights issues. The Australian Attorney-General's Department and the Australian Federal Police provided valuable technical input in 2011, including into the draft Police Act, laws on people smuggling, community policing and forensics training. The political economy of police reform will likely necessitate internal compromises to get an acceptable Police Act through the parliament.

## Program quality

Almost all of the 2011 Performance Assessment Framework result indicators were met or exceeded. AusAID's Program Effectiveness and Performance Division moderated the 2011 Quality at Implementation round. Quality assessments categorised seven of the 13 Cambodia program initiatives as 'high quality', five as 'acceptable/moderate quality' and one—the Rehabilitation of Railway in Cambodia Project—as 'needs improvement'. Assessments demonstrated that systems are now in place to identify and manage issues across the program. Improvements were seen across all monitoring categories on a rating of 1 to 6, where 1 is the lowest and 6 is the highest (except relevance which remained constant). Table 3 provides comparative quality ratings for 2010 and 2011.

Table 3: Average quality rating 2010 and 2011

	Relevance	Effectiveness	Efficiency	Monitoring and evaluation	Sustainability	Gender equality
Rating 2010	5.0	3.9	3.9	3.9	3.8	4.1
Rating 2011	5.0	4.2	4.1	4.1	4.0	4.3



Cambodia program monitoring and evaluation was identified as a key area for further improvement in the 2010 APPR. In 2011, the average monitoring and evaluation score improved across the program as a result of additional resources and new monitoring plans. The program has built partner capacity in managing for results. The Criminal Justice Assistance Project transition phase has supported partner government counterparts to improve their monitoring and evaluation systems, and to use joint monitoring and evaluation indicators in measuring the progress and success of the program. Further attention is planned in 2012 for activities where monitoring and evaluation relies on multilateral and joint-government monitoring and evaluation systems.

The 2010 APPR identified program consolidation as a priority for 2011. According to analysis undertaken by AusAID's Program Effectiveness and Performance Division, in 2011, the Cambodia program demonstrated a high level of consolidation, with 90 per cent of the program's total value (approximately 74 per cent of active initiatives and 67 per cent of activities) within the four country strategy priority sectors (governance, health, infrastructure and rural development). Consistent with country strategy planning, in 2011 the sector with the highest total value was health (\$67.9 million or 26 per cent of the program's total value). Development of delivery strategies for key thematic areas—an important measure for further program consolidation—began in 2011. Priority was given to progressing design of the initiatives requiring policy decisions in 2012, including the justice and health sectors (current programs of support in these sectors are finishing in 2012). The program completed a delivery strategy for the justice sector in 2011. The delivery strategy for health is currently being developed, and those for agriculture and rural development are scheduled for 2012–13.

In 2011, the majority (58 per cent) of the program was delivered through agreements with multilaterals, with a further 28 per cent delivered by commercial suppliers. Seven per cent of the program was delivered through civil society (3.5 per cent through non-government organisations and 4 per cent through academic institutions), with expansion of non-government organisation programs identified for 2012. The Cambodian Government was not used for program delivery during the year. An assessment of national systems (a pre-requisite for partner government delivery) is scheduled for completion in 2012.

To ensure ongoing program quality, further staff support is required to engage effectively in delivering the Comprehensive Aid Policy Framework (including a staff development strategy identifying career development opportunities). A staff salary survey for the Phnom Penh Post is overdue and needs to be undertaken in 2012, along with finalisation of a new staff structure to take account of new positions and changed workloads. A key risk to program quality in 2012 and 2013 is poor transition planning. A large turnover of staff is anticipated over the next two years (three of the four A-based staff will change and at least three new O-based staff will commence).

## Scholarships

In 2011, 50 Australian Development Scholarships were provided for students to study in Australia (Comprehensive Aid Policy Framework Indicator 16), meeting our goal



to increase the number of placements to 50 by 2013. Twenty candidates (40 per cent) were women, with many of these applying from the private sector and non-government organisations. Thirty placements were offered to private sector and civil society candidates, which is an increase from five in 2009. In 2011, two out of five Australian Leadership Awards PhDs were awarded to women and one to a candidate with disability (unfortunately this candidate was not released from his employment to take up the scholarship). Australian scholarships continued to be well regarded, attract high quality candidates and align with partner government and country strategy priorities.

According to a review of the Australian Development Scholarships undertaken in 2011, Cambodian scholars have an average completion rate of around 94 per cent (higher than the AusAID average), and 90 per cent of scholars return to Cambodia. Graduates hold a range of senior government positions, including one secretary of state, and multiple under-secretaries, directors general and private sector leaders. Key factors in the success of the program included strong engagement by AusAID's Post (including the Australian Ambassador who has helped maintain the high profile of Australia Awards), a strong and active alumni association (the largest in Cambodia), additional English language training for women in government, and targeted information sessions in the provinces which have included a focus on women and people with disability.

## Gender

Safeguards and cross-cutting issues are being progressively integrated and included in the aid program. Monitoring assessments showed that gender mainstreaming and empowerment were seriously considered in all initiatives. A gender focal point was established at Post in 2011 drawing greater attention to program-wide efforts to address gender equity issues in Cambodia, and a draft gender action plan was developed to link all initiatives to AusAID and partner government gender policies.

High rates of gender-based violence persist in Cambodia and 2011 saw the conclusion of concerted efforts by AusAID within the law and justice program to raise the profile of, and opportunities for, women. During the year, 23 women officers were appointed provincial deputy commissioners (the first time such a large number of women have been promoted to senior positions), 70 judges, prosecutors and court clerks (including from provincial areas) were trained to improve the processing of cases related to women, 705 convicted women prisoners received access to rehabilitation programs and vocational training, standards (supported by Australia) to separate women and juveniles from men in detention were used across all new corrections facilities, and 350 copies of a gender manual were printed and distributed for use by prison staff (including in provincial and municipal prisons). Another key success was a commitment from Cambodia's Ministry of Health to develop a clinical guideline for gender-based violence medical interventions, including medical treatment, forensic examination and counselling. In 2012, the program will pursue more opportunities to reduce violence against women and increase services such as counselling for survivors (Comprehensive Aid Policy Framework Indicator 15).



## Disability inclusive development


Despite staffing constraints, disability-focused programs continued to make a difference. Major policy achievements in 2011 included development of a new partnership with the Disability Action Council and support for Cambodia's plans to ratify the Convention on the Rights of Persons with a Disability (expected to occur in 2012). Australia also supported 18 076 people to access disability services, including the provision of prosthetics and orthotics, wheelchairs, other assistive devices, and physical therapy (Comprehensive Aid Policy Framework Indicator 13). Twelve landmine and explosive remnants of war survivors received emergency assistance in the form of transport, rehabilitation or household items, and 69 young people (26 women) with disability were included in the Cambodian Red Cross volunteer network following an inclusive road safety program funded by AusAID. The Australian Red Cross – one of the program implementing partners – agreed to recruit a disability inclusion officer to support mainstreaming of disability across the organisation. Innovations in program reporting (for example, allowing organisations to submit photos of achievements with a descriptive paragraph along with financial reports) have increased inclusiveness as well as transparency and information flows about program achievements. In addition, new partnerships were developed with civil society organisations.

In 2011, Cambodia hosted the 11<sup>th</sup> Meeting of the States Parties to the Mine Ban Treaty. Australia hosted a successful side event during the proceedings, which showcased our inclusive approach to development by demonstrating how Cambodians with disability can be supported to lead active, productive, fulfilling lives and contribute to Cambodia's national development. In 2011, 11 968 people attended mine risk education and awareness programs.

## Multilateral performance assessment

A high proportion (58 per cent) of the Cambodia program was delivered through multilateral partners in 2011, including the Asian Development Bank, World Bank and United Nations agencies. This reflects both the need for donor harmonisation in a relatively large donor pool, and requests from the Cambodian Government to finance its priority projects. During 2011, AusAID continued to engage effectively with multilaterals in the health sector, particularly the World Health Organization and the United Nations Population Fund, and worked with the United Nations Children's Fund to ensure programs in social protection were aligned with Cambodia's long-term goals and capacity. In infrastructure, AusAID engaged on implementation of social and environmental safeguards, including with the Asian Development Bank which responded to concerns we raised on social safeguards implementation. The Cambodian Government faced major constraints in its engagement with the World Bank and the Global Fund, with poor management of funding rounds by the latter putting additional pressure on AusAID to fund ad-hoc requests for operational shortfalls.

Overall, mixed implementation in environmental and social safeguards has been the major concern in multilateral financed projects over the period. Gender plans, specific resourcing and specialist supervision is often limited or non-existent in infrastructure



activities and gender disaggregated data has not been systematic in a number of multilateral programs. Analysis of risks related to trafficking and HIV/AIDS has generally been undertaken, however training has not always been targeted to specific community circumstances. Environmental monitoring has been mixed. Outcome monitoring is often limited and requires ongoing advocacy by AusAID. Branding of Australia's contributions remains mixed and also requires ongoing advocacy. Our resource intensive strategy of raising these issues at working level, policy level and in agency-to-agency communication will need to continue in 2012.

## Management consequences

Program management actions identified in the 2010 APPR related to fiduciary risk assessments, increased safeguards monitoring, gender analysis, expansion of the disability program, and greater analysis and staff resources to support increased activities, including development of delivery strategies and greater forward budget certainty. Policy objectives were focused on macro level health sector issues (particularly gaining buy-in on policy issues related to budgeting, sub-national funding and development of a civil society program), designing a new law and justice program, increasing policy effectiveness on the agriculture program and effective implementation of infrastructure projects (including Cambodian resettlement policies). These actions have largely been implemented:

- Fiduciary risk assessments were carried out in the health and disability sectors. An assessment of national systems is due for completion in 2012.
- A delivery strategy for law and justice was finalised, including planning and preparation for phased withdrawal from the sector by 2015.
- Through the Comprehensive Aid Policy Framework four-year budget planning process, allocations for Cambodia to 2015–16 now allow for greater certainty around planning, which is particularly important to strengthen mutual accountability and donor harmonisation.
- Additional A-based and O-based positions were approved in the infrastructure sector and safeguards monitoring was increased.
- Government and donors agreed to policy issues raised by Australia in the health sector and infrastructure portfolio, and government engagement with the agriculture program improved.
- Aspects of the expanded disability program were taken forward, including direct support for development and implementation of disability policy by the Cambodian Government, however the program was constrained due to limited staff resources.
- The Railway Rehabilitation Project (rated *red* in 2009 and 2010) moved to an *amber* rating in 2011, largely as a result of improvements in resettlement and completion of additional sections of the line. Additional staff resources and support, including through a Mekong safeguards network, and training was implemented.





Strategic priorities during 2012 are:

- Finalising the health sector delivery strategy and commencing a delivery strategy for the agriculture and rural development sector. This includes activities within existing portfolio areas to increase access to health and investigate possible responses to child nutrition issues.
  - The health strategy will also consider how to approach policy dialogue on inefficient procurement by the Ministry of Health (a political economy issue), the likely impact of the cancellation of donor salary supplements in June 2012, and opportunities to influence increased donor harmonisation.
- Developing and implementing new strategic partnerships with civil society organisations, including bringing government and civil society closer together to further reduce maternal and child deaths by 2015.
- Designing and tendering a new law and justice program.
- Designing and tendering a new scholarships program.
- Designing a new program to reduce violence against women.
- Responding to ongoing poor performance of the Railway Rehabilitation initiative.
- Further increasing policy engagement with multilateral organisations and the Cambodian Government on implementation of environmental and social safeguards (including gender and resettlement).
- Completing an assessment of national systems (national level risk assessment).
- Responding to key operational risks, including transition planning, staff recruitment and retention, and management of the disability portfolio.

High-level aid consultations were undertaken with the Cambodian Government in 2012 to assess progress against the joint country strategy, key policy constraints and opportunities.