



**Mid-term Review:**

## **Clearing for Results II Project**

**Commissioned by:**

**the Cambodian Mine Action and Victim Assistance Authority  
in partnership with  
the UN Development Programme**



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## Executive Summary

Cambodia's mine action programme is one of the oldest<sup>1</sup> and largest<sup>2</sup> mine action programmes. The contamination from mines and other Explosive Remnants of War (ERW) has extensively crippled the country's rural areas and left a reported 64,203<sup>3</sup> casualties (19,903 deaths and 44,300 injured) from 1979 until 2012. Contamination has been found in all of Cambodia's 24 provinces and municipalities, with three of the most affected provinces being Battambang, Banteay Meanchey and Pailin.

In view of the impact of mines in the country, the Royal Government of Cambodia (RGC) has made mine action a national priority, highlighting its importance for peace and stability, as well as for balanced economic development focused on agriculture. This commitment is demonstrated by the RGC's unique decision to add a 9<sup>th</sup> Cambodian Millennium Development Goal (CMDG) related to mine action. The fact that the RGC has placed such a high priority on the issue, and that it is raised in the country's key development frameworks, has led to the identification of the issue as an area of focus for the United Nations Development Programme (UNDP) support to Cambodia through the Country Programme Action Plan (CPAP).

The Cambodia Mine Action and Victim Assistance Authority (CMAA) was established as the regulatory authority for mine action by the RGC in 2000. CMAA and UNDP established a multi-year project in 2006 called Clearing for Results (2006-2010) to assist the CMAA's coordination and regulation capacity and to help implement the RGC's mine and ERW clearance objectives. Given the numerous challenges to be faced during the implementation of the National Mine Action Strategy (2010-2019) and Cambodia's obligations under the AP Mine Ban Convention, a continuation of this project was requested by the CMAA. Under this new phase of the project, Clearing for Results II (2011-2015), the project's implementation was carried out by the CMAA directly, with technical support from UNDP. It was partly due to the capacity development gains during the first phase of the project that this national implementation could be realised.

The CFR II project attempts to build on the progress of the first phase of CFR by ensuring its output that: ***National structures and mechanisms ensure demining resources are effectively allocated promoting the release of land for productive use by the poor.*** By achieving this output, the project aims to contribute to the CPAP outcome of ***strengthening national and sub-national capacities to develop a more diversified, sustainable and equitable economy.***

CFR II has been organised around four key deliverables<sup>4</sup> defined by the project as follows:

1. Mine action policy and strategic frameworks ensure most resources are effectively allocated onto national priorities as defined by the local planning processes and maximize the land available for local development.
2. The CMAA is equipped with the technical and functional capacities required to manage, coordinate, regulate and monitor the sector within an evolving environment.
3. At least 35 sq km of contaminated land mapped through Baseline Survey, cleared and

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<sup>1</sup> Afghanistan's mine action programme, established in 1989 is generally considered to be the first, however, humanitarian mine clearance in Cambodia began shortly afterward in 1992.

<sup>2</sup> In 2011-12, Cambodia's mine action programme, along with Afghanistan's, Croatia's and Sri Lanka's account for 80% of recorded clearance globally according to the estimates of the International Campaign to Ban Landmines Landmine Monitor.

<sup>3</sup> Data from CMAA's victim database (CMVIS).

<sup>4</sup> A 4th deliverable was added to the project as a temporary measure to support Cambodia's decision to host the 11th Meeting of States Parties (11SMP) to the Anti-personnel Mine Ban Convention. The objectives under this deliverable were completed with the execution of the 11MSP (28 Nov to 2 Dec, 2011).

released for productive use through local planning and that promote efficiency and transparency. (Demining contracts are to be allocated by the CMAA by using competitive procurement mechanisms).

4. Cambodia successfully presides over the Anti-Personnel Mine Ban Convention (APMBC) in 2012

This last 4<sup>th</sup> Deliverable was not included in the Review, due to the fact it was introduced as a temporary element and the objectives under this deliverable were completed with the execution of the 11MSP (28 Nov to 2 Dec, 2011).

As in the case of the first phase of the CFR, a Mid-term Review (MTR) was scheduled to assess the progress of the project and highlight any risks to the full achievement of the project's outputs and overall outcome. The aim of the MTR was to provide "relevant stakeholders and members of the Project Board with an independent mid-term review on the implementation of the CFR II project." The following assessment is the realisation of the MTR by an external consultant<sup>5</sup> contracted by UNDP through an international tender, on behalf of the CMAA.

As a result, the various deliverables in the project will be analysed, one by one, to evaluate their contributions to the project output along the following lines:

- **relevance** in achieving the overall output of the project;
- **effectiveness** of the activities in generating the deliverable;
- **efficiency** of the activities carried out;
- **impact** of the deliverable; and
- **sustainability** of the deliverable in terms of its contribution to the overall output.

The results of this analysis were used to frame conclusions related to the 11 points of inquiry established by the Terms of Reference (ToR) of the MTR.<sup>6</sup>

### Key Findings/Conclusions

#### **Relevance:**

Both the support that CFRII provides to national structures and CMAA capacity through deliverables

1 and 2, and the provision of coordinated clearance operations, are extremely relevant to the continued effective release of land for Cambodia's humanitarian and national development goals. The project is key to ensuring that the NMA is implemented effectively and efficiently over the coming six to seven years. Good practice in mine action has documented the relevance of strong national structures to ensure that mine action standards for operations remain high and that mine action activities are contributing effectively and efficiently to national policy goals and objectives.<sup>7</sup>

In addition, Deliverable 3 provides efficient mine clearance services to the most mine-affected provinces in Cambodia. This element of the project that provides cleared land to poor mine-affected communities goes to the heart of the project's outcome of providing a "more diversified, sustainable and equitable economy." According to fieldwork carried out for the MTR, clearance of land under CFRII provided the beneficiaries of the project important additional resources in the form of the ability to make use of previously unused or partially used land. In some cases beneficiaries gained the ability to grow food for the subsistence of their own family. In other cases clearance of the land promoted new or more productive income generation through the growing of cash crops or the

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<sup>5</sup> See Annex 1 for a description of the external consultant chosen through this competitive process.

<sup>6</sup> See Annex 2 for the complete ToR text, with the 11 points found on p.2-3 of the ToR).

<sup>7</sup> For a more in-depth discussion of this issue see Vanna M., Study on Enhancing Aid Effectiveness and Harmonization in Mine Action, CRDB/CDC, April 2010.

transportation of goods. In general, clearance was vital in raising the family income beyond subsistence and allowing some accumulation of goods or investment toward future income generation.

**Effectiveness:**

It is clear is that the CFRII has made considerable progress, however, there are a number of areas that need more focused work over the remaining three years of the project, if it is to deliver all the planned outputs and contribute fully to the Country Programme outcome of *“National and sub national capacities strengthened to develop more diversified, sustainable and equitable economy”* in the way that was planned.

Although much progress has been made in terms of fortifying national structures and contributing to CMAA capacity, the component where these two elements have not advanced is related to the “Coordination<sup>8</sup>” role of a national authority. The CMAA has not yet played an effective role as the key organisation for coordination and planning at the national sector-wide level, despite making progress on a number of fronts<sup>9</sup>. A number of useful coordination mechanisms have been put in place with the support of the CFRII project, such as the Technical Working Group for Mine Action and Technical Reference Groups dealing with a number of mine action activities (such as clearance, survey and MRE). However, the establishment of these structures alone has not allowed the CMAA to consolidate its influence in the sector, which has led to the fact that some operators and certain development partners do not see the CMAA as their primary interlocutor<sup>10</sup>. As a result, processes like the central approval of mine action projects have not achieved the results that were expected. Significant bilateral project development and financing is taking place and the CMAA has not carved out its niche in coordinating this process and verifying that projects in the sector are meeting Cambodia’s national goals and objectives for mine action – in particular those identified in the NMAS.

However, where mine clearance operations are concerned (Deliverable 3) it is clear that work being carried out in the heavily-affected provinces of Banteay Meanchey, Battambang and Pailin has effectively contributed to the outputs of the CFRII and its overall output related to the release of land through national mechanisms.

**Efficiency:**

Overall, the efficiency of the CFRII should be judged as very high. In terms of the promotion of effective Coordination<sup>11</sup> and the building of capacity (CFRII Deliverables 1 and 2), the project is working through national government structures where CMAA is increasingly taking charge of the various elements of the project, including the overall management of the project through National Implementation. Cambodian civil servants on national salaries established by the RGC are executing the majority of coordination functions, with expensive international personnel serving as advisors gradually being phased out. Limitations to the efficiency of this model, however, are related to the fact that technically qualified people are not always being recruited<sup>12</sup> and those highly qualified individuals carry a very heavy burden of responsibility for a broad range of activities.

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<sup>8</sup> For the purposes of this Review, the term Coordination will be defined to include the planning function.

<sup>9</sup> Some mechanisms have been established for coordination purposes. A functioning technical working group for mine action (TWG-MA) and Technical Reference Groups (TRGs) have been meeting and addressing issues relating to the functioning of the sector.

<sup>10</sup> This conclusion is based both on interviews with operators and development partners, as well as the analysis of the various coordination structures in place and the objectives and deliverables contained in the CFRII project itself.

<sup>11</sup> Coordination, in the context of this MTR has been defined as being the ensemble of functional responsibilities of the



coordination body including: regulation, planning, information management, monitoring and resource mobilisation.

<sup>12</sup> According to interviews conducted and previous assessments and evaluations, recruitment of technically competent

personnel is sometimes limited by the fact that the recruitment is limited to a pool of existing civil servants within the

Regarding the efficiency of clearance efforts, the allocation of clearance services has turned around two key issues: 1) a tendering model that encourages competition between operators; and 2) the implementation of a comprehensive “Land Release” model. Both these elements have aimed to achieve greater efficiency within the sector. Data for land release rates show that efficiency has indeed increased, with rates as low USD 0.19 per meter of land released<sup>13</sup> under the CFRII project. This is a remarkable achievement that no doubt deserves some additional investigation to document

lessons learned. It is also important, however, to ensure that as costs are cut, QA/QC activities are guaranteeing the quality of clearance operations and MAPU post clearance monitoring is confirming that land release has indeed been carried out on the areas prioritised by the provincial clearance plan and that this land is being used for the intended purpose.

**Impact:**

What is clear is that the CFRII has made considerable progress, however, there are a few key areas that need continued work over the remaining three years of the project, if it is to deliver all the planned outputs and have the intended impact. With some key adjustments to the implementation of activities under Deliverables 1 and 2, the complete impact of the project could certainly be achieved by 2015.

A significant impact is now occurring within Deliverable 3 with the clearance of an average of 11.7 km<sup>2</sup> during 2011 and 2012 under the CFRII project alone. According to information collected during the most recent Post-Clearance Monitoring Consolidated Report, 93% of land was being when used in the aftermath of clearance<sup>14</sup>. This impact will be more precisely documented with the realisation of the CMAA’s joint initiative with the National Institute of Statistics (NIS), but clearing mine-contaminated areas is without question contributing to rural incomes of the poorest groups of subsistence and small land-hold farmers is having a substantial impact. More importantly, this impact is being felt in an area where Cambodia has been having difficulty moving forward – that is, balanced growth that includes rural areas and equity between economic classes<sup>15</sup>. Income gaps are tending to widen as Cambodia’s economic growth accelerates and mine clearance is one of the key areas where this trend is being offset.

In order to capitalise on the considerable investments made in national structures and capacity-building through the CFRII project, some modifications to project activities should be undertaken in areas where gaps have been found. The CMAA’s ability to play the central role it has been given as per Cambodia’s national mine action legislation, is an extremely important factor in terms guaranteeing the long-term quality of the national mine action programme – not only in the area of mine/ERW clearance but in terms of promoting quality in the overall implementation of the NMAS.

**Sustainability:**

The key aspect of the CFR project is related to its overall outcome, which highlights the need to ensure that “*National and sub national capacities are strengthened to develop a more diversified, sustainable and equitable economy*”. The intention is that the CMAA will no longer require international assistance in the future and will succeed in effectively managing the mine action sector

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government bureaucracy. Equally important is the fact that civil servant salaries are so low that qualified candidates are frequently not willing to work for such salaries.

<sup>13</sup> It should be noted that this cost is for land release and not for full clearance of land using manual, mechanical or mine detection dogs. As an efficiency measure, it is limited in terms of effectiveness by the fact that it represents a number of

elements working together and not the efficiency of one process.

<sup>14</sup> This result is taken from the Post-Clearance Monitoring Consolidated Report, 2012. However it should be noted that the figures obtained in this report are from land cleared in 2010.

<sup>15</sup> These two challenges in terms of economic development have been cited explicitly in the 2013 Human Development Report for Cambodia as needing further attention.

autonomously over the medium to long term to ensure maximum impact from mine action activities in terms of economic development. Therefore in order to accomplish a sustainable solution, support to RGC structures that will coordinate mine action efforts autonomously is imperative. These structures remain in need of support, however, with some adjustments to the CFRII project, the project outcome should persist over the long term.

The largest mine clearance capacity in Cambodia is a national capacity. It currently includes both civilian and military elements.<sup>16</sup> At the moment the standards of clearance have remained high in the national humanitarian mine action programme (where quality is monitored by CMAA). CMAC is a professional organisation with internationally-recognised reputation, however, it is impossible to know what other organisations – commercial or NGO – could eventually find their way into the mine clearance component. Without the a strong and functioning CMAA that ensures accreditation procedures to guarantee professionalism, quality in the sector could be in jeopardy over the long term.

### Main Conclusions and Recommendations

- **There is no question that the project is promoting both the efficient release of land and supporting local prioritisation mechanisms to ensure that this land has been selected in a transparent manner. However, the absence of key planning documents and policy direction has limited the effectiveness of the project and compromised a strong role for CMAA as the national coordinating authority.**

#### Recommendations:

- a. A sector-wide mine action plan for 2014 should be prepared by the CMAA, in conjunction with the MAPU process, and in consultation with mine action operators, and development partners. A suggested framework for this process, which works in conjunction with existing coordination mechanisms, has been included in Annexes 9 and 10.
  - b. An annual concept of operations and plan for the individual components of mine action (mine/ERW clearance, Mine/ERW Risk Education (MRE) and Victim Assistance) should be prepared as part of the overall sector-wide planning process. These component plans should reflect the analysis carried out by stakeholders within each component.
  - c. The UNDP technical advisors place a priority on support to the planning process and should orient a portion of their work plan to mentoring and facilitating the process for developing and implementing this planning process.
  - d. All resource mobilisation (by the CMAA and by operators) should be linked to the sector-wide plan and the CMAA should lobby development partners to fund projects linked to the sector-wide plan.
- The cost-effectiveness for land release as determined through the calculated price of releasing a square metre of land within the CFRII project (roughly .19/m<sup>2</sup> for 2012) is very competitive globally.

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<sup>16</sup> The Cambodia Mine Action Centre (CMAC) is currently the largest civilian mine clearance organisation in Cambodia. The

Royal Cambodian Armed Forces (RCAF) conducts clearance for Cambodia's development needs, but unregulated by the CMAA, and has a Humanitarian clearance arm that does clearance for UN Peacekeeping Missions abroad and under CMAA contracts in Cambodia.

#### Recommendations:

- a. Data being collected on mine clearance within the mine action database<sup>17</sup> should capture how much time is spent on each methodology of clearance and how much land is released under each methodology, as well as the overall statistic for “land release”.
  - b. Subsequently, expected rates of productivity per method of clearance should be established based on experimental evidence and organisations should be monitored to ensure that they are not proceeding too slow OR too quickly as clearance advances.
  - c. Standardised productivity reports by method of land release should be developed in order to assist the monitoring process.
- Mine clearance in the targeted provinces of Battambang, Banteay Meanchey and Pailin is unquestionably contributing to the CFRII goal of promoting the release of land for productive use by the poor. The rural poor are, to a great extent, farmers. This direct infusion of income at the grass-roots level is working to maximise family revenues and create a stable and peaceful existence for the rural poor. Unfortunately, PCM data is very slow to be released. This fact can limit the ability to use this data for donor reporting and resource mobilisation.

#### Recommendations:

- a. Regular post-clearance monitoring information regarding land use and the economic impact should be reported by CMAA as soon as possible after the information becomes available – on a quarterly basis if possible. This should be the case not only for clearance carried out as part of the CFRII project, but also for directly-funded clearance.
  - b. Data collection regarding land use should aim for more detailed information collection on the use of land. For example, if agricultural land has been cleared, what is the crop being grown and what are the yields being achieved by beneficiaries on the land could be included without additional time investments by PCM officers.
  - c. IMSMA forms should avoid combined categories such as “agriculture and housing” to identify land use. If more than one use is occurring on a given cleared area, PCM officers should ensure that they have estimated the area used for each type of land instead of creating aggregated categories.
- Considerable capacity development has taken place within CMAA. Certain limitations to the effectiveness of the CMAA Capacity Development Plan exist as a result of a lack of focus on institutional or sector-wide capacity issues that were raised in the Capacity Assessment of CMAA and a decrease in motivation on the part of staff whose remuneration was reduced through an end to additional payments through the Priority Operating Cost (POC) system.

#### Recommendations:

- a. Issues of motivation need to be addressed with CMAA staff members that are less engaged since the loss of the Priority Operating Cost (POC) salary incentives formerly paid by the CFRII project (and other UN projects). A system of non-monetary incentives should be explored in an effort to motivate CMAA staff.
- b. Staff evaluations should endeavour to document the progress of motivated staff and to address shortfalls in performance with those staff members whose motivation has dropped in the aftermath of POC.

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<sup>17</sup> The CMAA has made the management decision to transition to the current version of the New Generation of the

Information Management System for Mine Action (IMSMA) software. The CMAA has been supported in the set-up and management of this new database by Norwegian Peoples Aid.

- c. The Capacity Development Plan should be reviewed and re-focused on developing “coordination” skills for the sector (including planning, leadership and facilitation skills) for CMAA Senior Staff. This focus on coordination and planning should be supported through mentoring by the UNDP Technical Advisory Team.
- The expenditures planned for 2013 to 2015 are significantly in excess of those envisaged in the original CFRII project document. Some excesses can be justified as a result of the need to carry out CMAA capacity development initiatives and enhancements of the regulation and monitoring structures that prepare the way for their effective and transparent coordination of sector. However, this situation risks alienating future donors to the project and compromising the sustainability of the project over the long term, according to interviews with donors.

Recommendations:

- a. Spending excesses for Deliverables 1 and 2 within the CFR project should be brought back into line as close as possible for 2014 and 2015,
- b. An integrated budget document for the operation of the CMAA should be developed jointly with UNDP and other contributors, such as NPA, so that donors have transparency regarding funding gaps, and a clear picture of the funding levels necessary to ensure sustainability over the long term. This overall budget should include a transparent presentation of spending carried out by UNDP within the framework of the project.
- c. Given its growing level of national income, the RGC should increasingly move towards taking charge of the complete budget for costs related to the running of the CMAA.
- d. Efforts should be made by CMAA and UNDP project staff to highlight to donors the gains in productivity and in terms of the project’s sustainability and impact as a result of investments in Deliverables 1 and 2.
- As per the conclusions and recommendations developed in this MTR, a change of direction is needed in terms of fostering a more prominent role for the CMAA in the coordination of the sector. A more pro-active role with regards to leading the existing coordination structures is required for the CMAA to be seen as the key coordination body for mine action in Cambodia. A “Team Approach” to mine action is currently missing in the programme, with several organisations working more individually than as part of an established national vision or joint concept of operations for the country, as well as the authority of a coordination body that ensures that mine action projects are in-keeping with national policies and strategies. In order to reach the full effectiveness, impact and sustainability of the project, the CMAA must take on this enhanced leadership role and succeed in attracting stakeholders to its overall vision.

Recommendations:

- a. The terms of reference for each type coordination framework should be examined by CMAA/UNDP to ensure that coordination meetings are achieving the desired outcomes.
- b. A consultation should be initiated with operators and other stakeholders regarding their expectations from coordination structures, so that meetings can increasingly target the needs of stakeholders from coordination mechanisms.
- c. Strategic analysis the current approach to mine action operations should be carried out by CMAA, supported by UNDP, for each component of mine action, with a view to initiating the coordinated planning process with operators and other stakeholders under each component (see suggested structure of planning meetings in Annex 9).
- d. Leadership of the planning process should include a request for the key elements of



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p component of the planning framework (an example of a project outline form is included in  
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Annex 10) and a method of operationalising the Partnership Principles for mine action projects.

## Introduction

UNDP established a multi-year project in 2006 in called Clearing for Results (2006-2010) to assist the Royal Government of Cambodia (RGC) in enhancing its coordination and regulation capacity for the mine clearance activities, and to help implement the RGC's objectives regarding clearance of land contaminated with mines. Clearing for Results Phase II (2011-2015) was designed to bring the CMAA to a higher level where it effectively leads the implementation of the National Mine Action Strategy (2010-2019). CFR II aims to promote policy frameworks that support efficient land release to rural communities and the direct contracting of clearance services from operators. Under this new phase of the project, the implementation was carried out by the CMAA directly, with the UNDP taking on a support role as opposed to an implementation role. It was due to the capacity development gains during the first phase of the project that this national implementation could be realised.

The second phase of the project, CFR II, attempts to build on the progress of the first phase of the project and continue the UNDP's support to the CMAA. The CFR II output is:

- ***National structures and mechanisms ensure demining resources are effectively allocated promoting the release of land for productive use by the poor.***

By achieving this output, the project aims to contribute to the UNDP Country Programme Action Plan (CPAP) outcome of:

***National and sub national capacities strengthened to develop more diversified, sustainable and equitable economy.***

On a broader scale, CFR II's overall output is aimed at creating the UNDAF outcome that:

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

In order to achieve the CFR II output, and contribute to CP and UNDAF outcomes, the CFR II project has been organised around three key deliverables – and a fourth special deliverable added later. These deliverables are defined by the project as follows:

1. Mine action policy and strategic frameworks ensure most resources are effectively allocated onto national priorities as defined by the local planning processes and maximize the land available for local development.
2. The CMAA is equipped with the technical and functional capacities required to manage, coordinate, regulate and monitor the sector within an evolving environment.
3. At least 35 sq km of contaminated land mapped through Baseline Survey, cleared and released for productive use through local planning and that promote efficiency and transparency. (Demining contracts are to be allocated by the CMAA by using competitive procurement mechanisms).

From 2011 to 2012, the CFR supported the following special deliverable:

4. Cambodia successfully presides over the Anti-Personnel Mine Ban Treaty<sup>18</sup>

A review of the project CFR II project was planned at its inception for 2013, as had been the case for the first phase of the CFR project. The execution of the review was the subject of a tender for

<sup>18</sup> The fact that this was a special deliverable added to the project in the aftermath of its development, and as a result of the fact that the activities under this deliverable were completed, led to the decision to exclude it from the MTR.

services carried out by UNDP. A consultant was identified in order to carry out the Terms of Reference that was approved by the Project Board for the Mid-term Review (MTR) of the project. The following report reflects the MTR carried out by the independent consultant.

### Intervention

The MTR was designed to serve as a management tool to guide future implementation of the CFR II project. It has the overall objective of providing “relevant stakeholders and members of the Project Board with an independent mid-term review on the implementation of the CFR II project.” As a result, the various deliverables in the project will be analysed, one by one, to evaluate their contribution to the project output. The evaluation will be structured around the following criteria:

- relevance in achieving the overall output of the project;
- effectiveness of the activities in generating the deliverable;
- efficiency of the activities carried out;
- impact of the deliverable; and
- sustainability of the deliverable in terms of its contribution to the overall output.

As per the ToR of the MTR, the following particular points will be addressed in the evaluation of the contribution of the various deliverables:

1. Identify the extent to which the expected output of the project was delivered by the Implementing Partner during the period under review;
2. Identify the comparative cost-effectiveness of the mine clearance services supported under the project in comparison with alternative mine action / clearance programmes with the same intended results in Cambodia and other countries;
3. Determine the extent to which the delivery of the project output has thus far contributed to the achievement of the project outcome and poverty reduction and economic growth;
4. Identify limitations and restrictions to the implementation of the project, which affected its performance and measures taken by the Implementing Partner to overcome those difficulties;
5. Identify the extent to which gender and disability perspectives were integrated into the project by the Implementing Partner in view of the United Nations Gender Guidelines for Mine Action Programmes;
6. Identify the extent to which Capacity Development Plan was implemented by the Implementing Partner, especially in the areas of administration, finance and procurement, and recommend future capacity development activities;
7. Analyze the actual costs of deliverables in comparison with those initially envisaged in the project document;
8. Assess measures taken by the Implementing Partner to ensure visibility of the development partners’ contributions to the project.
9. Recommend revisions and/or adjustments to the contents of the project document including the key result chain and Monitoring and Evaluation framework, as deemed necessary;
10. Recommend corrective measures and measures for the maximization of the delivery of the project output that may be implemented by the Implementing Partner for the remaining period of the project; and
11. Draw on lessons learnt from the implementation of the project and best practices that maybe shared by the Implementing Partner with other programmes in the global mine action community.

The above specific points will serve as the structure for detailed conclusions and recommendations.

The MTR was designed to be carried out by the independent consultant simultaneously with review of the National Mine Action Strategy (NMAS). Both the CFR II and the NMAS are in the process of implementing their monitoring frameworks, and these two reviews will contribute to that process, as well as the orientation of future resource mobilisation strategies and sector-wide national planning documents.

### Methodology

The MTR was tailored to the general and specific objectives of the *Terms of Reference (ToR) for Individual Contractor* for the CFR II project and was guided in normative and practical terms by relevant mine action standards and recognised documentation specific to the execution of evaluation activities<sup>19</sup>.

In its execution the consultant made use of both quantitative and qualitative data. Quantitative data was taken from CFR II project reports, CMAA reporting for the sector, reports provided within the framework of the AP Mine Ban Convention, and the detailed data available from the CMAA's Database Unit. Qualitative data was gathered through previous evaluations and reviews, as well as through semi-structured interviews with stakeholders (UNDP and CMAA personnel, mine clearance operators, development partners, provincial-level mine action staff (MAPU), and beneficiaries on location in Cambodia.

The MTR was conducted over the following three phases over a period of five weeks (25 working days)<sup>20</sup>:

#### Phase I (1 week)

- Review of documents/reports provided
- Analysis of quantitative data requested
- Comparison of quantitative results with Cambodia averages and other country programmes

#### Phase II (2 weeks)

- Interviews in with: CMAA decision-makers, UNDP, organisations supporting mine action, development partners and relevant government ministries;
- Field research/discussions with all operators based on results of desk review of documents;
- Observation and analysis of CMAA information management, analysis and quality management (in particular the Monitoring and Evaluation Framework and the Guidelines on Planning and Prioritisation)
- interviews with beneficiaries and/or local representatives (men, women, girls, et boys) of
- Compilation of initial report based on field visit

#### Phase III (1 week)

- Submission of draft and final reports, with feedback from the Reference Group.

### **Limitations**

A number of limitations affected the execution of the MTR by the independent consultant.

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<sup>19</sup> These documents include the following: International Mine Action Standards (IMAS) "Guide for the Evaluation of Mine Action Interventions" (IMAS 14.10), the Evaluation Policy of UNDP, The Development Assistance Committee: Principles for Evaluation of Development Assistance, OECD, 1991 and the UN Gender Guidelines for Mine Action Programmes, March 2010.

<sup>20</sup> See Annex 4 for the complete work plan document.

The first limitation was the fact that only one consultant was selected for a very broad review process. The scope of the CFR II project is quite broad, since it deals with coordination and capacity-building as well as mine clearance. The range of issues to be evaluated were therefore extremely diverse. More interviews and analysis could have been carried out with more than one evaluator. Also the sheer scale of Cambodia's mine action sector provided a challenge to the evaluator in terms of assessing such a large programme within the time allotted.

The other element that limited the analysis was the fact that the CMAA is currently putting their new Information Management System for Mine Action (IMSMA) database on line. This had the consequence of occupying key Database Unit personnel and the process of transition to IMSMA resulted in the fact that not all data was easily available for analysis. This data should be available before the end of the year; however, significant data analysis will likely not be possible for several months.

In addition, geographic dimensions had a consequence on the number of beneficiaries and stakeholders that could be interviewed in areas of operation. Due to time and travel limitations, a representative sample of clearance sites, cleared areas and of beneficiaries could not be accessed during the field portion of the MTR. However, all three provinces where the CFR II project is operating were visited and a group of beneficiaries were interviewed in each village where cleared sites were reviewed.

The fact that the consultant was carrying out MTR of the CFR II project at the same time as a review of the National Mine Action Strategy meant that time had to be shared between considerations for each evaluation. This was a challenge and it limited the time available for research on each topic.

Finally, the fact that certain development partners were not available to be interviewed reduced the number of responses received from donors on key subjects such as budget allocation. Every effort was made to gather responses from development partners that were not available for interview.



## Overall assessment

As noted above, the CFRII is designed to contribute to the outcome that “*National and sub national capacities strengthened to develop more diversified, sustainable and equitable economy*”.

The CFRII works to achieve the above outcome through the project’s overall output defined as: *National structures and mechanisms ensure demining resources are effectively allocated promoting the release of land for productive use by the poor*. This aim is promoted through the achievement of three main deliverables. Each of these deliverables builds on the first phase of the project and contributes to the

project’s output<sup>21</sup>. By assessing the contribution of each of the three long-term deliverables to the

CFRII’s overall output and the subsequent project outcome, the efficiency, effectiveness, impact and sustainability of the project at this mid-term juncture will be assessed. Recommended modifications to the project implementations are provided based on the following overall assessment.

### Deliverable 1:

**Mine Action policy and strategic frameworks ensure most resources are effectively allocated onto national priorities as defined by local planning processes and maximise the land available for local development**

**Implementation strategy:** The CFR II project was designed not only to support clearance, but also to integrate considerations related to the implementation of the RGC’s overall policy frameworks for mine action. In particular, outputs within this deliverable are related to the following key policy and strategy frameworks: the National Mine Action Strategy (NMAS), the AP Mine Ban Convention, the 9<sup>th</sup> Millennium Development Goal (MDG) for landmine and victim assistance, the RGC’s Rectangular Strategy of Growth, Employment, Equity and Efficiency, as well as the Country Programme Action Plan (CPAP) that governs UNDP’s overall relationship with the RGC.

In order to ensure that mine clearance efforts are contributing to these broader government goals and frameworks, the CFR II has emphasised the need to work through the RGC’s mandated coordination structure for mine clearance and mine/ERW risk education — the CMAA. In this regard the project seeks to deliver a situation where the CMAA has the capacity to “develop and promote policy and strategic frameworks to ensure most resources are effectively allocated into national priorities as defined by local planning processes”.

**Relevance:** The strategy contained in Deliverable 1 — of focusing not only on clearance as an activity, but also on the structures and policies that frame this activity in a national context — is extremely important for the long-term success of clearance in a heavily mine-affected country such as Cambodia. The Government’s development of clear and well-structured policies and strategies is an issue that is highly relevant to achieving the RGC’s key goals for mine action. Without this clear direction from the RGC, mine action activities risk being disconnected and haphazard, and resource gaps can develop. In addition, international good practice indicates these united strategies should serve to coordinate donors and facilitate the monitoring and evaluation of progress against government objectives.

**Effectiveness:** Although many of the pieces of the policy and strategic framework puzzle are in place, the aim to “provide the CMAA with the capacity required to effectively lead strategic development and policy dialogue and to ascertain its ownership and leadership of the sector” is

not currently being addressed as effectively as possible by the activities being undertaken under this

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<sup>21</sup> A temporary 4th deliverable has been removed from consideration since these activities (related to Cambodia's hosting of the 11th Meeting of States Parties to the AP Mine Ban Convention 28 Nov-2 Dec, 2011) are now completed).

deliverable. The main strategy document, the NMAS, was completed under the first phase of the CFR project. Since this development, there has been limited evolution in terms of the CMAA's leadership of the mine action sector as a whole through strategic development and policy dialogue.

The various activities outlined in the 2012 Annual Work Plan for **Deliverable 1** include:

- Building further the stage for a Programme-Based Approach in the Mine Action Sector by holding 2 TWGs.
- Implementing a TWG Work Plan and Joint Monitoring Indicators
- Promoting the signing of the Partnership Principles and joint programme formulation with development partners.
- Finalising and applying a new process for programmes and projects.
- Enhance national cross-sector coordination for the implementation of the NMAS through quarterly workshops with operators and line ministries and an annual Mine Action Conference.
- Strengthening coordination between MAPU and CMVIS at sub-national levels
- Conducting cross-departments joint-missions to assess priorities and gaps.
- Strengthen mine action planning by compiling a mine clearance work plan.
- Formulating in a consultative manner, a 3-year rolling plan for MOP
- Enhancing CMAA's capacities to monitor and disseminate progress on JMI, CMDG and NMAS

Although most of the items have been executed, the ensemble of the activities have not come together in a way that has created significant progress on the intended deliverable; this has left a gap at the level of sector-wide coordination<sup>22</sup>.

One example regarding the CMAA's efforts to play a central role in the allocation and approval of projects and the allocation of financial resources within the mine action sector is the effort to institute structured approvals of mine clearance projects. In this regard Partnership Principles<sup>23</sup> have been developed and a few donors have signed on to this document. Implementation of this type of agreement without an existing process for coordination and annual planning mechanism has not led to a constructive "team approach" that facilitates centralised planning. This type of approach instead lends itself to the view that it is solely an attempt to force or "regulate" organisations into compliance.

In addition, project documents are currently not being submitted by operators for consideration in a systematic manner. Based on interviews with stakeholders, the project approval process that has been established to accompany the document seems to be impeded by the following perceptions: 1) that the process is unclear in terms of what type of format is required for projects; 2) that it is too administratively heavy for operators to invest their time without a sense of the objective or a real return on that time investment, and 3) that bilateral donors do not require this process for donor funding to be approved<sup>24</sup>. Unfortunately, this centralised project approval approach to coordination and planning is unlikely to yield substantial results that build the CMAA's position as the key institution for mine action coordination for the sector, without a fresh approach.

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<sup>22</sup> See Annex 7 for a list of activities and gaps in progress in this regard.

<sup>23</sup> This document, entitled *Partnership Principles for the Implementation of the National Mine Action Strategy 2010-2019 as a Single Framework for Mine Action Related Assistance*, has been signed by Australia, Canada, Germany, Ireland, Norway, and the United Kingdom. The document contains principles of: Ownership and Leadership, Alignment, Harmonization, Management for Results, and Mutual accountability.

<sup>24</sup> The lack of systematic coordination on the part of many mine action donors with the CMAA runs contrary to the principles of the Paris Declaration on Aid Effectiveness. Gaps in national planning (also a feature of the Declaration), however, have clearly not fostered a more coordinated approach on the part of donors.

The CMAA has set up a series of coordination mechanisms that responded to the need to have consultations and dialogue with stakeholders. The key elements of this coordination process is a Mine Action Working Group that meets twice per year and Technical Reference Groups that meet as often as required. These mechanisms have paved the way for a certain level of coordination and consultation and have certainly moved the CMAA's role as the Mine Action Authority forward.

However, the on-going consultative coordination dialogue with operators that planning is based upon is missing in the above model. A planning framework needs therefore to be added to the current list of coordination meetings that are currently being carried out. The current absence of an annual mine clearance plan and sector-wide plan<sup>25</sup>, not only mean these documents are missing from the sector's management structures, but that the coordination process that develops them is missing. This process of back-and-forth dialogue that creates a mutual understanding of strategic

perspectives on an on-going basis is what constructs the relationship between the coordination body and the organisations it regulates. In this regard, a process that sets out a series of consultative meetings with operators, outside the framework of other technical consultations, would provide a better structure for project review and approval. Activities being carried out by operators are not new to Cambodia. They have been occurring prior to the establishment of the CMAA. Of interest for planning purposes is: how operator activities are being implemented, where they are being implemented, and how many resources are being dedicated to each activity in each place. It should be highlighted that operators (at least in the area of clearance operations) are already being accredited for each activity they are executing and detailed Standard Operational Procedures (SOPs) are approved by CMAA during the accreditation process. In view of this situation, basic information gathering forms could be used to collect the relevant information that would not be onerous for operators. This information could be gathered, collated, analysed and framed into a national planning document with a series of brief consultations (see below). The resulting operational planning document, linked to the NMAS outcomes, would hopefully be seen as a product of value for resource mobilisation. The inclusive process would also go a long way to improving the "Team Perspective" among the various operators in Cambodia<sup>26</sup>.

Below is a proposed calendar for a planning process that could be added to the current CMAA coordination framework (a summary of all key coordination meetings, along with proposed additional planning meetings is included in Annex 9). It is recommended that the planning framework would be organised as a separate coordination structure at least the first year. Once a set of component plans and a sector-wide plan has been produced once or twice, this planning structure could be folded into the regular mechanisms for CMAA coordination. However, at the outset the process will receive much better attention and focus if it is the subject of dedicated meetings at the outset.

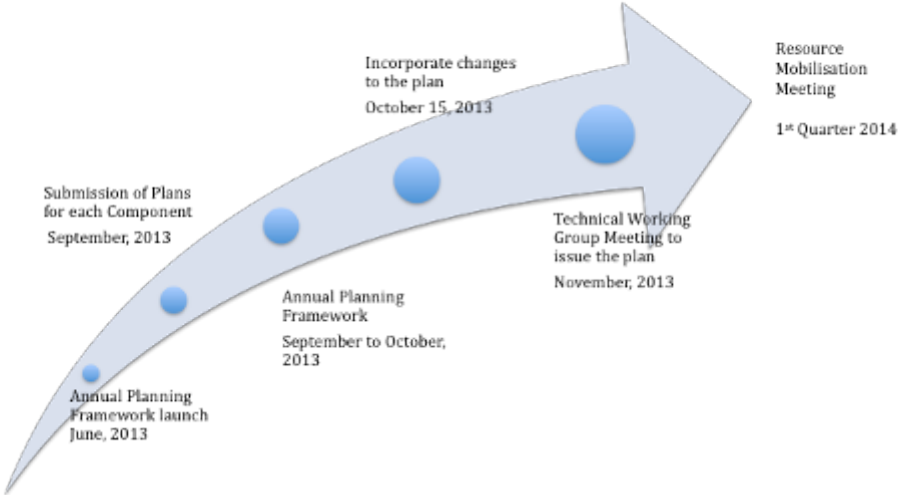
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<sup>25</sup> 'Annual mine clearance plan' in this case refers to an operational plan for mine/ERW clearance that is coordinated by the

national mine action authority. It describes the mine problem and challenges faced, the operational strategy/activities adopted by the programme to reach the highest rate of efficiency/effectiveness possible and the resources that will be brought to bear on the problem. This plan is time-bound over a one year period and very specific about what will be accomplished with all mine clearance operations nationally. An "annual plan for the mine action sector" addresses the same points as the mine clearance plan; however, it describes and outlines all mine action initiatives from all pillars and their expected outputs. The development of this plan for Cambodia would obviously entail coordination with other government departments, notably MoSVY.

<sup>26</sup> See annex x for a suggested planning form for the collection of project information, and a sample outline of an annual mine clearance planning document.

**Figure 1-- Proposed Planning Cycle for the Annual Mine Action Plan (AMAP)**



Another example of the insufficient dialogue is the fact that Technical Reference Group (TRG) meetings do not always address fundamental strategic issues that would address various differences of opinion on operational issues. In discussions several operators referred to these meeting as having relatively little content. While the holding of these meetings is a sound addition to the CMAA’s coordination structures, the lack of engagement is missing the chance foster more leadership in the sector and create more of a team approach to the programme. Not all operators expressed their agreement with the content of all the CMAS. In particular, one operator was quite open about not being in agreement with the land release model. The contention with a principle operator around such a key issue demonstrates that the gaps in on-going dialogue are significant on some issues.

When examining the barriers that may be impeding movement forward on these structural issues, one important area is the time and focus that the CMAA’s top management places on the management of the CFRII project itself. The danger is that the CFRII project has taken some of the focus on coordination of the sector away from the CMAA in favour of a detailed focus on the project alone — where clearance services are contracted through a central fund. It is without question that under the CFRII model, the CMAA staff has advanced its experience in terms of project management, monitoring and coordination on a number of fronts. This arrangement has allowed them to carve out a space for themselves as a coordinating authority — but until now, only for a small portion of clearance activities. It is essential that the range of activities carried out by the CMAA as the over-arching authority for the mine action sector, grows to encompass all operators relevant to all mine action activities and not simply those attached to the CFRII project. This growth has occurred in the areas of Quality Assurance and Quality Control and Information Management (with the support of NPA). In order to establish the CMAA’s central authority, the difficult and complex task of strategic coordination and annual mine clearance planning must also be taken on board in a comprehensive fashion. If the CMAA does not cement its position as the key interlocutor for development partners and provide value in terms of centralised analysis and planning for the sector, resource mobilisation for the CFRII

project and for the mine action sector could eventually be hindered. Coordinated



central planning and monitoring is seen as the norm by the global mine action community – especially in major mine action programmes such as Cambodia’s.

**Efficiency:** If we examine the expenditures for activities under Deliverable 1, the project is charged a 7% service charge for managing the funds through UNDP. In addition to this management fee, the project design included the support of several Technical Advisors that are attached to the programme: Project Adviser, Technical Adviser (has now been phased out), Communications Adviser, Senior Project Officer, and Operations Adviser. The salaries of these advisers were spread across Deliverables 1 and 2. While the CMAA is building their capacity, this is an efficient model, as long as the need for advisers are evaluated on a yearly basis. In addition, if notable progress cannot be made under Deliverable 1 on the key area of the CMAA’s sector-wide coordination, with annual planning documents developed for the sector, then the compliment of advisers paid for under the project should be reconsidered and hopefully reduced. These salaries are raising the cost of the project’s support, therefore it is essential to ensure that they are contributing to the realisation of the project output in a direct way. It should be noted, however, that the advisory capacity is also an inherent element of the transparent monitoring and evaluation function that CFRII project represents. This element will require the on-going support of one or more project-based mine action advisers to ensure that this element of UNDP’s support remains intact and attractive to donors.

For other line items, the CMAA is taking on an increasing level of responsibility in terms of execution. This fact should be making the project less expensive over all and it should mean the avoidance of costly charges for service. Obviously, the more elements of the budget under this deliverable that can be executed by national government staff, the more efficient in terms of cost the project will become.

**Impact:** This first key deliverable has been realised only in part, therefore the impact of the project will be limited in this areas, unless the gaps that have been highlighted are addressed by the CMAA. There is scope for considerable impact under this deliverable if the various activities planned for 2011 and 2012 were executed in full. To this point, the most substantial impact of the CFRII on strategic and policy frameworks was felt within the context of work with the MAPU process with post-clearance monitoring and the creation of MAPU guidelines. This work has raised the transparency and accountability level of the clearance prioritisation process. If this process is working effectively, it will ensure that a majority of poor rural families whose livelihoods depend on agriculture are benefitting from clearance being carried out – not only through the CFRII project but for sector-wide clearance operations.

**Sustainability:** If the CMAA’s coordination role remains limited, to a large extent, to the CFRII project, the CMAA’s role may not prove sustainable over the long term. As per the project’s intended strategy, key sector-wide planning documents such as a national mine clearance plan and sector-wide work plan need to be developed through an inclusive process, to carve out the CMAA’s position as the national coordination focal for mine action in Cambodia. If the CMAA does not assume a broader coordination role, it will risk losing its relevance over the longer term and funding will be less, not more likely to be contributed to this centralised mechanism through CFRII or another future mechanism post-2015. If this occurs, progress made in areas such as quality management and prioritisation could risk being eroded.



## Deliverable 2:

**Output:** The CMAA is equipped with the technical and functional capacities required to manage, regulate, coordinate and monitor the sector within an evolving environment

**Implementation strategy:** As in Deliverable 1, the implementation strategy of the project is related to the need to create enhanced capacity within the CMAA to “enable the CMAA to fulfil its role and mandate and to provide technical support to the implementation of NMAS specific activities.” As noted in the 2009 Capacity Assessment of the CMAA, it is essential that the staff of the CMAA possess the skills to be able to fulfil the organisation’s overall mandate.

Three key areas are cited by the CFRII project as cornerstones of future CMAA capacity: 1) socio-economic management; 2) regulation and monitoring; and, 3) project management. These areas are CFRII’s focus in terms of capacity development. The CFRII’s 2012 work plan translated these focus areas into a number of activities for the year that were intended to move the CMAA closer to mastering the three key areas highlighted in the project. These activities address capacity in the following areas: the implementation and monitoring of a CMAA capacity development plan; improvements in the CMAA’s ability to manage projects (and in particular areas key to the CFRII’s management); the implementation of MAPU guidelines to ensure that clearance priorities are effectively determined and clearance plans are properly monitored; implementation of gender and disability considerations within the sector; and the ability of the Regulation and Monitoring Department to maintain a system to monitor quality within the sector.

Capacity development for the CMAA within CFRII has been broken down along the above lines and implemented in a gradual fashion – first within the clear confines of the CFRII and gradually extended to the sector. In this framework, the Capacity Development Plan should provide the structure for monitoring the totality of this transition towards mastery of the core competencies that have been outlined in the project.

**Relevance:** It is clear that the mine action sector in Cambodia will still be required to operate for a significant period – at least another decade of operation at intensive levels and subsequently at levels related to a lower density of contamination, and residual contamination over the long term. The national capacity to manage the sector is therefore an important piece of the mine action puzzle in order to instil effectiveness and efficiency within the sector over the long term. For this reason the CMAA’s capacity at this stage is both relevant and important. This capacity will set the stage for maintaining long-term effectiveness in the sector.

**Effectiveness:** A significant emphasis of capacity development efforts— and certainly the emphasis of the Capacity Development Plan — has been project management, and specific skills development. These are useful and worthwhile capacities to support as they do move the CMAA further down the road of being able to coordinate the sector. The question at hand, however, is whether capacity development activities carried out thus far have substantially improved the CMAA’s capacity in areas relevant to the overall coordination, planning, regulation and monitoring of mine action that are the key focus of CFRII.

The 2009 Capacity Assessment<sup>27</sup> highlighted a number of perceptions regarding the CMAA’s capacity and assessments of the current structures that characterised the mine action sector. Some of these areas have shown great improvements while other perceptions and frameworks have not shown

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<sup>27</sup> The *Cambodian Mine Action Authority Capacity Assessment – 2009*, Under was financed by UNDP on behalf of CMAA and was carried out by Elayne Gallagher in November, 2009.

progress. The Assessment laid out a number of issues for consideration. Some of the most fundamental were:

1. CMAA is needed to build consensus around strategic directions of the NMAS and plans based on the BLS
2. Insufficient analysis of the role, responsibilities, capacities or resource requirements
3. All demining proposals should be channelled through the CMAA
4. CMAA needs a strong planning department or function to ensure that planning between local and national levels are linked
5. Clarity is needed regarding the CMAA's internal structure
6. Regular meetings with a clear agenda between CMAA and its partners are needed to discuss issues and build consensus on priorities for mine action linked with development.
7. Strengthened TWG-MA mechanism is needed to include action taken based on recommendations emanating from meetings
8. Capacity building of CMAA staff through technical and management training is required through international study tours, workshops and on-site training

Although the CMAA's Capacity Development Plan 2011-2012 does address a number of the points raised in the 2009, some of the most fundamental – those that go to the heart of the role of CMAA remain unaddressed.

One of the areas that emerged clearly from the Assessment was the limited technical expertise of certain CMAA staff. This reportedly limited the respect of stakeholders for the CMAA mandate and their desire to work closely with the CMAA. The areas that have arguably advanced most in terms of capacity are Quality Management and Prioritisation<sup>28</sup>. Administrative functions inside the CMAA have also evolved considerably, evidenced in the CMAA's increasing role as the principal administrators of the CFRII project. Recent audit evidence has demonstrated the ability of the CMAA's administration function to take on this role and elements such as a administrative procedures manual that adapts RGC procedures to fit UNDP requirements has been developed to guide this administrative management of the CFRII project.

A focus on building Quality Management capacity for mine clearance has also been tackled in a comprehensive manner. A concerted and directed effort was made to build a specific technical capacity through the temporary use of focused technical advisers. The need to enhance the support for QA/QC for the CFRII, but also for the sector, was highlighted in previous evaluations and reviews. The follow-through on this point demonstrates the benefit of a continuous and sustained support on the part of UNDP through CFR I and II. Numbers of QA/QC teams have been increased to address the enhanced capacity needed to visit mine clearance sites across the sector, they have been equipped to function properly, and their role has been changed to full service QA/QC teams instead of one or the other. The international technical adviser position was phased out and a national Quality Management Monitor (QMM) who is continuing to work with the teams to increase their effectiveness, was hired to fill the continuing gap in expertise inside CMAA. However, the requirements of this position are scheduled to be carried out by a permanent CMAA civil servant. Given the very recent changes to the functioning of the QA/QC teams, and some operator complaints about the skills and the effectiveness of their interventions in the past, the QMM's role is essential. The risk in this transition, however, is that the permanent QMM will not have the required skills and

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<sup>28</sup> The area of Information management has also made extensive gains in terms of the expertise and performance of CMAA staff, however, this has been achieved outside the Framework of the CFRII, through a bilateral initiative with Norwegian Peoples Aid (NPA). Although this project is an excellent example of what can be achieved by capable national staff trained to a high standard, it is not building this capacity within the CMAA's management structure. Approaching other issues of

capacity development in this way would work against creating the sustainable capacity that the CFRII project is attempting to build.

expertise to carry out his/her function due to concerns over the low salaries of civil servants. Contract employees are not subject to the same salary grid, therefore there is a very real concern that the expertise in this position could be lost. This risk will have to be managed by the R&M department<sup>29</sup>.

In terms of prioritisation, there has been a consistent follow-up in terms of capacity-building with the MAPU teams and the development of guidelines in order to harmonise their lines of action. Capacity development has been conducted with MAPU staff by both UNDP and CMAA personnel that has no doubt raised the quality of their interventions. Issues raised in the Assessment and other evaluations regarding a lack of equipment and resources remain<sup>30</sup>, however, according to the interviews

conducted, there is certainly a consensus from stakeholders that MAPUs are carrying out their roles in a more professional fashion than in the past<sup>31</sup>. The fact that operators are working within the framework of provincial mine clearance plans to much a greater extent than before also signals an improvement in the MAPU's ability to interface with the operator planning process. A new phase of

work regarding the evaluation of the socio-economic benefits is currently being initiated that will attempt to improve the measurement of the benefits of mine clearance to poor communities. Although limited capacity-building is planned, this initiative could provide an important opportunity to integrate enhanced information collection and increased analysis on the part of MAPU staff conducting post clearance monitoring.

Despite the obvious success of the CFRII's capacity-development strategy on some important fronts, there are also substantial gaps in the CMAA's Capacity Development Plan. The majority of the Plan focuses on the development of individual technical skills and certain professional qualifications such as project management<sup>32</sup>. Most of the staff interviewed, for example, was taking English lessons, and a number of those interviewed had taken project management courses. The fostering of overall

management skills through this component of the project are certainly important for national government managers, however, the creation of many of the essential core competencies inside the CMAA have been ignored within the Plan. In terms of the institutional capacity – the vital "coordination" capacity is not reflected in the plan. Top-down planning considerations are also not represented. The Plan is primarily inward looking. The development of broader coordination and planning skills that would see the CMAA reach out to operators, development partners, and other government ministries are hardly represented<sup>33</sup>.

If we review the capacity concerns highlighted during the 2009 Assessment (see above) many of the issues raised were institutional in nature. Of the "institutional" issues raised in this list, only the 2nd and 3rd points have been addressed in the Plan. In those cases the results were partial or

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<sup>29</sup> An additional issue to be considered in terms of Quality Management capacity relates to the use of monitoring efficiency and effectiveness of clearance operations from a desk-review perspective. This will be facilitated by having better reporting and statistics available. As the new IMSMA database becomes functional, some clear effort should be placed on looking at the data needed by the Regulation and Monitoring Department of CMAA to monitor the effectiveness of mine clearance organisations and even individual teams within those organisations. Given that the international advisor previously supporting Quality Management has been phased out, some thought should be given to providing support for this function from other outside sources.

<sup>30</sup> During a visit to the MAPU in Pailin province, the MAPU database focal point revealed that the MAPU did not possess a computer in order to record information collected. He was making use of his own private laptop computer in order to carry out his function. A number of old and apparently non-functioning computers littered the floor of the office.

<sup>31</sup> It should be noted that MAPU offices visited were in the provinces of Battambang, Banteay Meanchey and Pailin only. Stakeholders commented that newer MAPU offices have not reached the level of quality that has been achieved in these early-established offices that have had the benefit of capacity development through CFR.

<sup>32</sup> See monitoring table of the CMAA Capacity Development Plan 2011-2012.

<sup>33</sup> For example, in terms of the activities in the Plan, 3 out of 23 activities are at the institutional level, while more than half (12) of the 23 are limited to the organisation itself and roughly one third (8) of the 23 are focused on the individual.



superficial.<sup>34</sup> But the key issue of a capacity to build consensus among implementing partners on national plans for clearance and the sector as a whole have been ignored. The issue here is one of priority. It is certain that many useful skills are being cultivated by the CMAA's capacity development plan. But the fact that a vital capacity – that of providing policy direction based on government strategy – is absent from the capacity development planning documents, and from the concrete outputs produced by the CMAA, is of concern. This obvious omission creates the impression that the CMAA is more focused on the management of the CFRII project than on the overall management of the sector. However, CMAA managers have seemingly preferred to focus on the CFRII's centralised funding pool that provides a straight-forward contracting mechanism for coordination. This is a much simpler context for a national authority to ensure the coordination of operators, but would be very difficult to achieve on a broad scale for Cambodia.

Clearly, progress in terms of the CMAA's capacity in the "institutional" realm is linked to a number of interrelated issues that are providing barriers to the organisation's progress. Key among them seems to be the reticence to engage outwardly in actively (and not passively) leading the sector in a clear and united direction. Some progress has certainly been achieved in terms of the CMAA's coordination of the sector – in organising regular Technical Working Group meetings for Mine Action (TWG-MA) and Technical Reference Group (TRG) meetings. However, based on interviews with stakeholders as well as recent reviews,<sup>35</sup> there is little tendency for these coordination mechanisms to be used to as mechanisms for exerting policy leadership and plotting clear directions for the sector based on CMAA analysis and RGC policies. Instead these mechanisms are based principally on information exchange about what has happened, not on proactive debate about what "should" be happening in the sector and charting common directions.

As outlined, the process of putting together the core mine action planning documents – an annual clearance plan and a sector-wide annual plan for mine action – can begin the process of acquiring this capacity, however, competent staff will have to be entrusted with many of the elements in this process. And, CMAA staff will have to engage with the process, despite the absence of the Priority Operating Cost (POC) to financially motivate their performance.

The good work that has been carried out during the CFRII thus far at the organisational and individual level will surely assist in the CMAA's efforts to broaden the scope of coordination. However, it will be important for the CMAA to make capacity development in the area of strategic leadership and effective coordination of the sector a priority in order to function effectively as the national coordination body for the sector.

**Efficiency:** Capacity development initiatives that have been undertaken by the CFRII, have often promoted local solutions that are less costly and more easily accessed. The Capacity Development Plan has made use of local classes and programmes that offer training in areas such as English or Project Management at lower cost than mounting a specific "mine action management" course. In addition, costs have been reduced by reviewing the need for international advisers and replacing them by experienced national advisers, capable of further enhancing the structures that have been put in place.

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<sup>34</sup> In the case of a clarification of the CMAA's role and responsibilities vis a vis CMAC, the Plan called for draft legislation to be prepared, however, "draft" legislation alone will certainly not serve this purpose. Likewise, the Plan addresses the need for a more centralised approval process regarding mine action projects, but does not address the capacity to coordinate operators within a planning framework, instead focusing on the existence of a document that addresses the issue.

<sup>35</sup> Two of the most recent in this regard were: "Review and Recommendations for Action for the Mine/ERW Risk Education Programme in Cambodia", Ruth Bottomly and Chan Vicheth, May, 2012 and the "Review Of The Cambodian Mine Action

And "Victim Assistance Authority (CMAA) 2011-2013 Bidding Processes", March 2013.

This approach regarding the replacement of international with qualified national advisers should continue to operate, especially as cost pressures for CMAA capacity development are pushing these capacity-related deliverables beyond the original envelope that was intended. The process of reducing the number of technical advisers will be a difficult one for the CMAA to manage. Key capacity development issues remain regarding planning and leadership of the mine action sector. These issues will require focused support from the UNDP Project Support Team. Capacity development with MAPU teams is also on-going, which is a major aspect of the CFRII's support to prioritisation and impact monitoring. On the administrative front – in the areas of financial administration, human resources and procurement – significant progress has been made. The CMAA implements the CFRII project directly and this role has been relatively problem free.

The MTR views the Finance and Procurement Adviser as the position that would have the least impact on the project outcome if eliminated. In addition, the Finance and Procurement Adviser position brings with it the risk that CMAA staff will become dependent on having an adviser to carry out the more difficult elements of the administration process. The CMAA will only truly be implementing the CFRII when the staff of CMAA can carry out all tasks without the aid of an adviser working directly with them.

However, CMAA senior management has been very vocal about the fact that this administrative assistance role should not be phased out. They feel it is essential until the end of the project. With budget shortfalls and donors exerting pressure to reduce costs under Deliverables 1 and 2 of the project, the number of advisers will certainly need to be curtailed before the end of the project. An effort should be made to identify the areas where administrative capacity is weak among CMAA staff, so that a plan can be put in place to support this capacity and eliminate the cost of the adviser. Likewise, once planning structures are in place (2014 or early 2015), remaining advisers should be drawn down as soon as possible.

In some cases, motivation may be a bigger problem than technical capacity when evaluating performance in all areas of the CMAA, however, this problem cannot be solved by indefinitely extending project advisers. Each advisor position's work plan should of course have a clear end date established that is linked to the achievement of the capacity-building area they are supporting. The CMAA has been working with UNDP project staff in an attempt to reduce advisory costs where possible, however, this process may need to be accelerated if project funding is reduced over the medium term.

**Impact:** There is no question that the CFRII project has made a positive impact in terms of the capacity of the CMAA staff to execute its role as the national authority for the mine action sector. This impact has been partly realised due to the CMAA's role in implementing CFRII and a significant proportion of resources for capacity development have been directed at this narrow objective.

However, in order for the CMAA to take a responsible and respected position as the sole coordinator of the mine action sector, the skills investments in areas such as English and management skills that have been made need to be transferred into the activities of policy coordination, planning and monitoring for the entire sector. Frequent and on-going dialogue with operators and development partners needs be organised – in particular to develop the key planning documents that continue to be missing (an annual national mine/ERW clearance plan and a sector-wide annual plan tied to the NMAS). Many of the comments regarding the CMAA's role and capacity that are highlighted in the Capacity Assessment, were reiterated during interviews with operators. The real impact of capacity development will only be felt once this level of coordination is achieved.

**Sustainability:** Although the focus on building the capacity of the national authority can only be seen as a sound effort to gain sustainability over the long term, certain aspects of this deliverable must be

seen as temporary measures that will not be sustainable if the CMAA is not able to step in with a complete budget for the cost of running CMAA. In order to carry out a sustainable capacity development effort, personnel that are being trained and occupying key posts, such as the QMM, and MAPU costs need to be engaged through the CMAA regular budget without the danger of having funding cut. In this regard, the fact that the project is supporting certain piecemeal elements of the CMAA's core structure is not sustainable for the future. This type of support was not envisioned in the initial project design and has in part unbalanced the original mix of outputs for the project. In the short and medium term, this has the risk of undermining resource mobilisation for the project and in the long term creating a structure that the CMAA cannot support with current levels of national government funding. In order to address this issue in the short term, a consolidated budget for CMAA should be prepared, including all human resources costs now being paid from outside sources. Only through examining the total budget for the CMAA is it possible to determine what compliment of staff can realistically be financed by the RGC over the medium to long term. Capacity development should then focus on those positions.

### Deliverable 3:

**At least 35 sq km of contaminated land mapped through Baseline Survey, cleared and released for productive use through local planning and that promote efficiency and transparency**

**Implementation strategy:** The third component of the project is designed around the premise that returning land to the rural poor is a key component of RGC policy and the UNDP's partnership with the RGC (in support of the NMAS, CPAP, MDG9, and the Rectangular Strategy). In addition, this deliverable has reinforced other elements of the project, including policy frameworks and capacity development aspects, through the CMAA's administration of a central pool of funding for clearance.

In terms of executing land release, the project focus has been twofold: 1) on the implementation of a Baseline Survey to determine current mine contamination with credible evidence; and, 2) on operator clearance of land to enable the final release of areas. Collecting vital data is presented by the project as essential for the implementation of Article 5 under the AP Mine Ban Convention as well as for the monitoring of clearance activities to ensure that they are as efficient as possible. Clearance for the return of land to rural families and communities obviously goes directly to the heart of the overall project output.

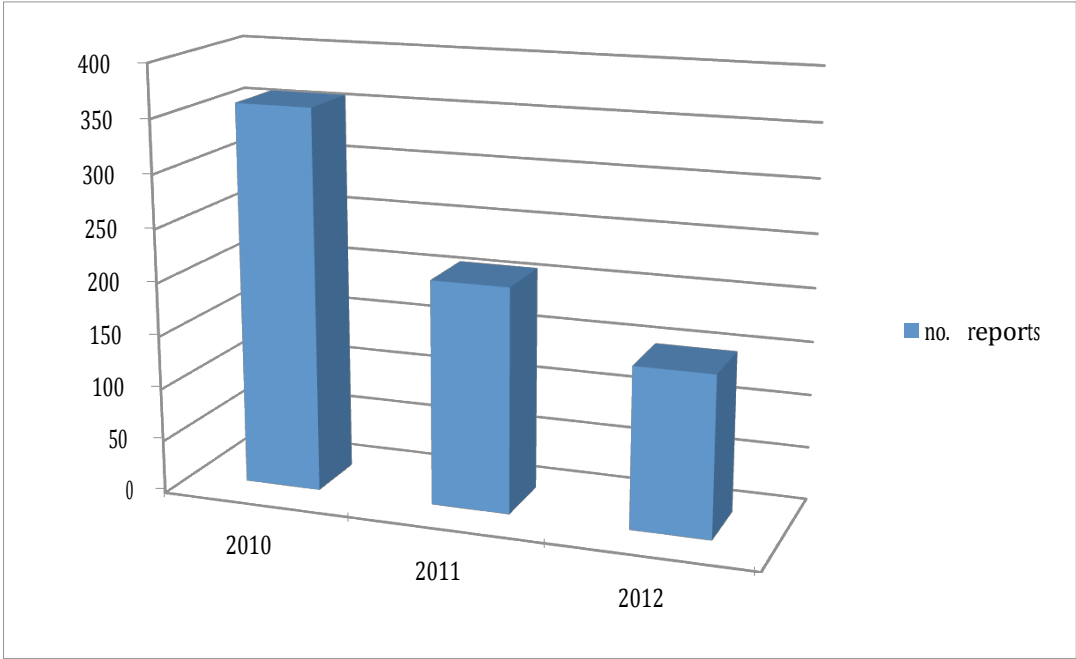
**Relevance:** This deliverable goes to the heart of the RGC's policy orientation through key documents such as the NMAS, the CMDG, and the Rectangular Strategy II, in addition to the overall CFRII output and outcome. Two simultaneous goals of reducing casualties and contributing to economic opportunities for the poor are highlighted in the NMAS in terms of mine/ERW clearance. The RGC policy documents generally raise the issue of mine clearance as a means to promote balanced economic development since clearance is carried out on land occupied by the rural poor who have been particularly victimised by episodes of conflict. In this regard, the mine clearance component of the project is the most directly relevant to the RGC's overall mine action objectives, and the expected output and outcome of the project.

**Effectiveness:** The effectiveness of the project approach and its implementation turns on whether the prioritisation model operates as it should and guarantees that Provincial work plans for clearance developed by MAPU are being developed in a transparent and inclusive manner. If large land-owners, or mine clearance operators are allowed to circumvent the system then the clearance of land that contributes the most to the rural poor or to the safety of communities will not necessarily be given the priority. Work to strengthen the MAPU system to allocate priorities effectively has therefore been vital to ensure the effectiveness of the CFRII clearance programme,

according to interviews with MAPU teams and operators.

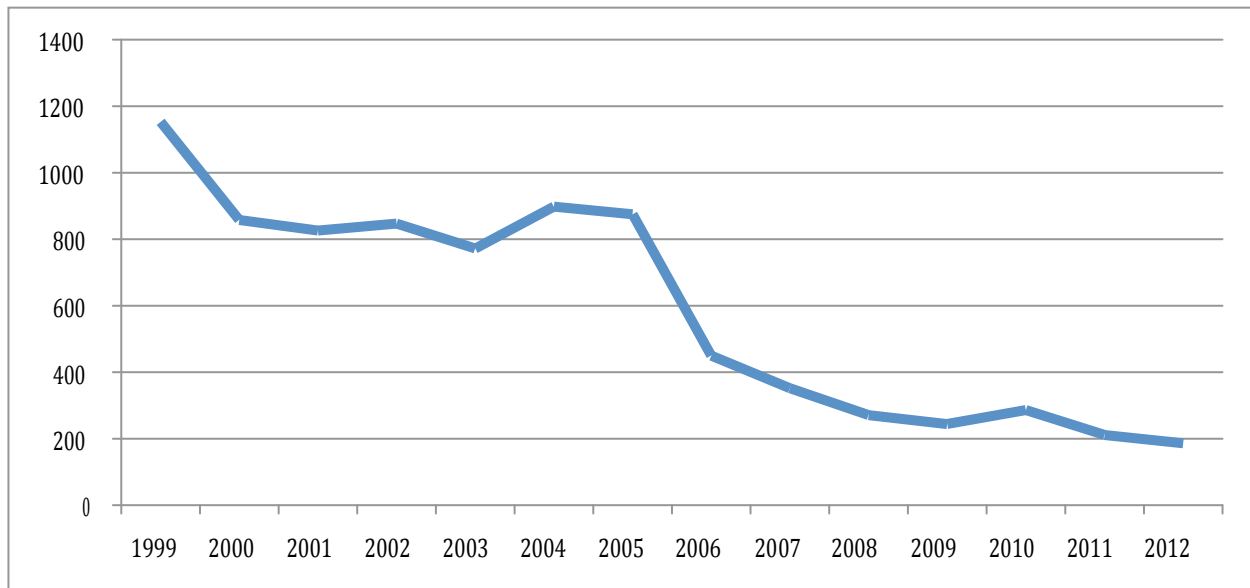
In terms of empirical evidence, the number of areas cleared where zero mines are found is another indicator of whether mine clearance has been effectively targeting mined areas, or clearing land that was never contaminated at all while contaminated land goes uncleared and victims continue to be injured. If we examine the incidence of “zero mine” results for clearance, there is a definite reduction in the instances of zero mines during clearance. As survey improves, and effective prioritisation is in place, the instances of zero mines should be reduced.

**Figure 2 - Number of Areas Cleared with Zero Mines**



Although it is difficult to make a definitive causal link, the reduction of casualties from mines is an important indicator to monitor in terms of the effectiveness of clearance operations. If clearance is targeting the highest priority and highest risk areas, there should be a reduction. Overall clearance has declined drastically in Cambodia since the high of over one thousand in 1999 (see table below).

**Figure 3 - Number of Mine/ERW Casualties per Year**



source: CMAA casualty data

If we examine the casualties in the three provinces represented by the CFRII project, we see a drastic trend downwards in terms of the casualties. In the case of overall mine and ERW casualties, the drop between 2010 and 2012 is 43%. If we look at the mine casualties only for each of the 3 CFRII provinces we see substantially higher drops in casualties. According to CMAA data, in Banteay Mean Chey mine casualties dropped 69%, in Battambang they dropped 65%, and in Pailin a drastic 86% fewer casualties occurred. These are striking statistics and it is hard to argue that well-targeted mine clearance does not have an important role to play.

Finally, whereas in the past, significant amounts of clearance was being carried out by operators without reference to the MAPU mechanism, all clearance in 2013 will be included in the Provincial Clearance Plan developed by MAPU's consultative process<sup>36</sup>. In addition, the latest post-clearance monitoring report for 2012 has indicated that only 7% of all the cleared land was unused within the year following clearance<sup>37</sup>. The other key element to examine is the need to ensure that the land cleared has met the highest standards of quality, through a thorough quality management (QM) scheme.

This is of special concern in the context of a tendering system for clearance where organisations are under pressure to meet clearance targets and where there could be an incentive to cut corners. The CFRII work to establish a working QM system with QA/QC teams to verify methodologies and conduct spot checks, is extremely important in this regards. These elements are key inputs that ensure a high level of confidence in the effectiveness of mine and ERW clearance.

**Efficiency:** The allocation of clearance services has turned around two key issues: 1) a tendering model that encourages competition between operators; and 2) the implementation of a comprehensive "Land Release" model. Both these elements have aimed to achieve greater efficiency within the sector. Data for clearance rates show that efficiency has indeed increased. CMAC, the largest clearance organisation, clearly stated that its productivity had increased substantially since

<sup>36</sup> Information provided by UNDP advisor Tong Try.



<sup>37</sup> This information has been recorded in the Post-Clearance Monitoring Consolidated Report, Conducted by Mine Action Planning Units from October 2011 to February 2012, p.10.

adopting a comprehensive land release model. The organisation also noted that competition had forced the organisation to improve cost-effectiveness. Battambang's Demining Unit (DU)2, for example, noted that with the same number of teams, the Unit was able to double its output<sup>38</sup>. This is a remarkable achievement that no doubt deserves some additional investigation to document lessons learned. It is also important, however, to ensure that as costs are cut QA/QC activities are guaranteeing the quality of clearance operations and MAPU post clearance monitoring is confirming that areas have been effectively released and are in use.

In terms of the efficiency of the management of the clearance funds and cost-effectiveness of this model for donors, it is clear that the UNDP charge of 7% on the entirety of the contribution must be calculated as a reduction of the resources that are available for clearance. However, this overhead provides value to donors. In the absence of this management function, donors would certainly have to incur increased costs to manage a direct contribution to any given clearance organisation. A rate of 7% is consistent with this type of overhead cost for management of funding and providing transparency and reporting regarding outcomes. In addition to this amount, some small amounts for training and fees for services are charged by UNDP to the project, however, this amount should in theory be disappearing as the CMAA gains the administrative capacity to carry out its own administrative and logistical activities (such as procurement, or event organisation). Where the future efficiency of the overall project turns is the ability of the capacity development staff related to project management to be reduced to a minimum over the next year or two and that CMAA staff or staff contracted by CMAA through the government budget can manage the project within a less costly oversight structure.

Clearly, the more money contributed to the central pool, the more efficient the administration of the clearance services become since the capacity development activities being undertaken are amortised across a larger pool of funding. Therefore the risk becomes that contributions to this central pool will diminish and there will be a greater pressure on remaining funding to finance both capacity development and clearance. If contributions are not forthcoming, the CMAA and UNDP may have to re-think the structure of the project.

**Impact:** Clearance carried out by operators has had a major impact on the lives of those who are using the land that has been cleared (see Annex 6 for a description of the beneficiaries that were interviewed regarding contribution of clearance to their lives). According to the CMAA's current policy, at least 75% of land cleared should be from the priority communes established by the CMAA and the remaining 25% can be allocated to non-priority communes. But all land cleared must be included in Provincial Clearance Plans, approved by the Provincial Mine Action Committee (PMAC). Clear progress has been shown in terms of ensuring that this decentralised accountability in terms of prioritisation is respected. In 2011, roughly 80% of the land cleared was from the MAPU prioritisation process, and in 2009 the CMAA's baseline was only 50%<sup>39</sup>. The other vital element to consider from an impact point of view is whether land that has been cleared is in fact being used. Cambodia's unique post-clearance monitoring allows this question to be answered easily. According to MAPU personnel, virtually all land that has been cleared is being used for the intended purpose, based on the post-clearance surveys. As noted above, a very small percentage (roughly 7%) is unused and this identified as "shared among all land use categories".

**Sustainability:** Once again the sustainability of clearance services executed through this comprehensive development project will depend on the ability of the MAPU process to ensure that land has been prioritised correctly and that it is in use after release for the intended purposes. In this way, the intended contribution to rural economies will be achieved and rural incomes should be

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<sup>38</sup> Interview with DU2 Manager Pring Panharith, Battambang, 19 February

<sup>39</sup> Statistics provided by CFRII monitoring matrix, 2012.

positively affected. In addition, dropping casualty rates due to the clearance of mines and ERW will ensure that Cambodia's health and social infrastructure has fewer mine/ERW survivors to support over the long term.

**Project Outcome:** By 2015, national and sub-national capacities strengthened to develop more diversified, sustainable and equitable economy.

The overall outcome of the CFRII project links it directly with Cambodia's Country Programme Action Plan (CPAP) with UNDP. Within the CPAP, **Output 2** relates specifically to mine action its the indicators are directly related to the CFRII's three key deliverables or outputs, as well as to cross-cutting issues such as gender equity, capacity development and the fight against corruption. The CPAP is also integrally related to the implementation of the CMDGs and the RGC's National Strategic Development Plan. As such this desired outcome is also in support of CMDGs and the Government's wider development objectives.

The questions remaining, as we complete the mid-term review of CFRII implementation, relate to the project's proposed outcome above, namely:

- Is the project making the most efficient use of public funds?
- Has the project thus far produced the desired results to contribute to the project outcome?
- Is the project generating the greatest possible impact?

### Is the project making the most efficient use of public funds?

As noted under **Output 3**, when taken as an isolated activity, the **efficiency of clearance operations under CFRII** is extremely high. **More difficult to ascertain is the level of efficiency within the national coordination structures, represented by Outputs 1 and 2.** As noted above, it is clear that many aspects of the implementation of the CFRII have been carried out in an efficient manner – using local resources and attempting to discontinue expensive international advisors as soon as possible so that either contracted national staff or civil servants within CMAA’s structure can take on these roles. However, what gets in the way of a thorough analysis of the efficiency of support to the CMAA’s coordination function is manner that this support relates to the overall CMAA budget. The CFRII’s punctual support, oriented to support small components of the overall coordination structure does not allow a holistic analysis of efficiency to take place. It is clear that support being provided to CMAA through CFRII for support to QA/QC teams and MAPU support has paid dividends in terms of establishing valuable monitoring functions in the system. However, the fact that the overall budget for the coordination capacity is unclear obscures the overall efficiency and sustainability of the coordination entity. As such, an analysis of the efficiency of this component as part of the structure is impossible. In order to ensure that support to the CMAA under Deliverables 1 and 2 is as efficient as possible it will be important for the CMAA to provide a global budget that CFRII is supporting.

### Has the project thus far produced the desired results to contribute to the project outcome?

The project’s results under Deliverables 1 and Deliverable 3 have clearly produced very positive results in terms of contributing to a more “diversified, sustainable and equitable economy” in Cambodia. These results can be seen and measured. Capacity Development under Deliverable 2 is certainly more complex to implement and the results are definitely more challenging to assess and measure. However, examination of results under this variable lead to the conclusion that results under this Deliverable have been partial, but could be improved with a few changes of emphasis and approach.

As discussed above, the CFRII’s targeting of the MAPU process under **Deliverable 1** for support and maintenance was key in generating positive results that contribute to the outcome. Two important aspects are at work in this regard: 1) a decentralised, sub-national approach to prioritisation and planning is strengthened and more firmly integrated into the national mine action planning process generally, and 2) a local assessment and monitoring framework that links directly into local decision-making structures (such as Commune Investment Planning (CIP) meetings). The Post-clearance Monitoring (PCM) is the opportunity to ensure that the decentralised nature of the MAPU system does not open itself up to the grassroots abuse of the system by local power brokers that manage to circumvent normal planning.

In terms of quantifiable elements, we can see that MAPU planning was at one time a component of overall planning only. This situation has changed gradually so that all humanitarian clearance is being carried out within the framework of MAPU planning. Clearance for large-scale development projects remains outside the MAPU structure, however, prioritisation and planning for this purpose could not be carried out at the grassroots level. In terms of clearance for development, it should be highlighted that there is a gap in terms of information management and monitoring for these projects<sup>40</sup>.

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<sup>40</sup> This issue of low standards for clearance in relation to some development projects was raised by stakeholders during

interviews. This clearance is not currently subject to the CMAA's quality assurance monitoring, or another external monitoring mechanism.

Less successful in terms of contributing to the CFRII's outcome were the coordination and planning mechanisms put in place by the CMAA to lead the NMAS. The leadership on strategic directions and planning is generally a weak point. This is true across the various components of Cambodia's mine action programme. Some key planning documents are not in place, which has an effect in terms of monitoring and evaluation. It also has an impact on how the CMAA is viewed as providing valuable leadership to the sector as a whole and capable of orienting the contributions of development partners toward projects that support Cambodia's policy frameworks.

Under **Deliverable 3** clearance operations have been contracted. This component of the project has worked in conjunction with the other project Deliverables to produce concrete results in terms of clearance that benefits economic and social development in poor rural areas. New procedures were implemented through the CFRII project, under a controlled environment that could later be widened to all humanitarian mine clearance projects. However, simply looking at the drop in mine casualties in the provinces where mine clearance has taken place under CFRII is one important indicator.

Finally, under Deliverable 2 capacity development has significantly improved the manner in which the CMAA works in terms of its management role, and this has been reflected in the reputation of the institution. Based on interviews conducted with stakeholders, impressions of the CMAA's competence have improved substantially. During interviews, various operators noted an improvement in the competence of CMAA QA/QC teams, for example. However, some concerns remained regarding the leadership capacity within the CMAA. Questions about the CMAA's capacity to provide strategic direction, analysis and lead resource mobilisation for the sector were raised by some stakeholders. Although the positive contribution of the project is clear in terms of fostering capacity, significant work remains to be done in this area.

#### Is the project generating the greatest possible impact?

There are three key elements to the CFRII Outcome:

- 1) strengthening national and sub-national capacities
- 2) developing a more diversified and stable economy
- 3) promoting economic equity

In this regard the project's focus on outputs that support national capacity and enable the productive use of land for agriculture in rural areas is a sound basis to achieve this outcome.

The support for both CMAA's coordination capacity and the MAPU process, supports effective use of resources, and the RGC's decentralisation policy. This approach should promote democratic development, by locating decision-making closer to the level of end-users and should also promote responsible and effective planning by government structures.

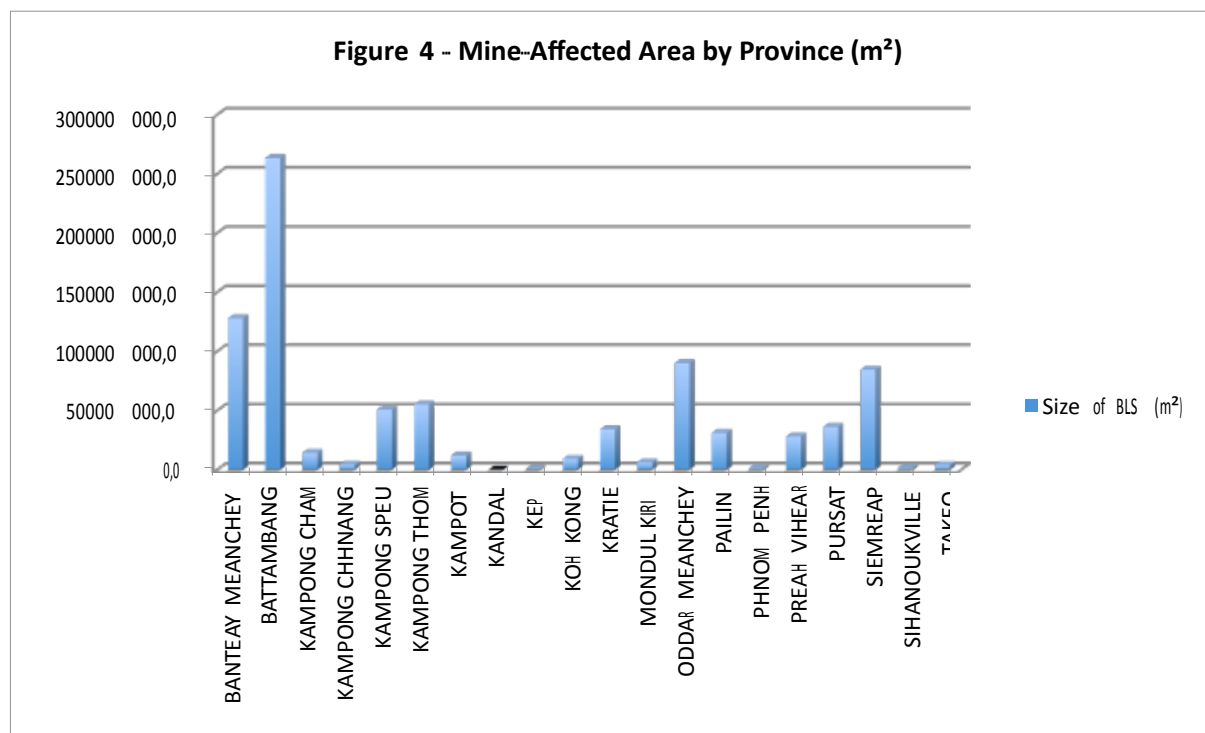
In terms of promoting sustainable economic development and equity in growth, the emphasis on releasing land for agriculture has the potential for a very high impact given the wide variety of factors that promote economic and social development among poorer elements of Cambodian society. These include the following considerations:

- Growth in Cambodia has been uneven, with rural areas suffering behind urban areas (especially the capital, Phnom Penh)<sup>41</sup>
- Poverty reduction has been closely associated with the growth of agriculture<sup>42</sup>

<sup>41</sup> See Hill and Menon's discussion of the risks of rising inequalities in Cambodia: Rapid Growth with Institutional Constraints, ADB Economics Working Paper Series, No. 331 January 2013



- Key policy challenges in Cambodia, such as combating child malnutrition, have been linked to the improving local food production<sup>43</sup>
- 75% of women's wage employment is in agriculture<sup>44</sup>
- The provinces of Battambang, Banteay Meanchey and Pailin are heavily mine-affected. Of 20 provinces survey during the BLS, they ranked numbers 1, 2 and 9 respectively (see table below). These provinces also have high poverty indicators such as that of malnourished children<sup>45</sup>



The structural design of the project is therefore sound, however, the project's impact must also be assessed in terms of achieving the various project outputs. Using the CFRII Monitoring and Evaluation Table, four of the total seven targets for output indicators have been met by the project (based on available information). Two of the three target indicators that have not been met relate to CMAA coordination issues ("percentage of mine action that is endorsed by the CMAA" and "capacity to lead the implementation of the NMAS annually")<sup>46</sup>

<sup>42</sup> The *Asian Development Outlook 2013* (p.220) highlights the estimated reduction in poverty to a rate below 20% had been obtained through sustained economic growth, with particularly good performance in agriculture.

<sup>43</sup> This fact has been cited by the 2012 Copenhagen Consensus, an expert panel of economist that met in May 2012, <http://www.copenhagenconsensus.com/projects/copenhagen-consensus-2012>.

<sup>44</sup> This fact is highlighted in the RGC's *Achieving Cambodia Millennium Development Goals Update 2010*, March 2011 (p.20). Women are generally disadvantaged in economic terms in Cambodia. Targeting areas where they have the possibility of local income generation is works to improve such inequalities.

<sup>45</sup> The *Achieving Cambodia Millennium Development Goals Update 2010* also records the fact that Battambang and Pailin are tied for the 5<sup>th</sup> highest rates of malnourished children and Banteay Meanchey is number 9 (p.14)

<sup>46</sup> See Monitoring and Evaluation Framework for the CFRII Project, Annex 11

However, this impact could be enhanced with some key changes to the way in which the Deliverables are implemented. Recommendations in this regard fall into three main categories:

- 1) Process
- 2) Capacity
- 3) Frameworks

- 1) The processes for coordinating the overall mine action sector are in need of re-assessment and reforms. There needs to be a greater emphasis of meeting with relevant stakeholders and various levels in a timely manner. It is imperative that this process encourages discussion and debate that will eventually lead to an improved and more coherent approach to the implementation of mine action in Cambodia. As discussed above under Deliverable 1, a common viewpoint needs to be placed in the framework of an Annual Mine Action Plan that will be linked to achieving the NMAS Goals at the end of the 10-year period (2019). In addition the process of PCM needs to be adjusted to ensure that MAPUs are carrying out verifications as soon as possible and collected additional data to provide better economic impact data. Also, additional coordination with CMVIS and QA/QC teams at the provincial level will help to improve the analysis of areas to be cleared, as well as the PCM data.
- 2) Capacity development (as discussed under Deliverable 2) is in need of a re-orientation away from an administrative focus on running the CFRII project and individual elements of the wider mine action sector (such as Quality Management), to a focus on the skills and expertise require to carry out the analysis, strategic planning and coordination of the mine action sector (including resource mobilisation). These are not skills that will be learned in a generic management course, since many aspects require an orientation towards specific mine action planning and coordination. Coaching and mentoring through the various stages of new processes will need to be a key feature of the Capacity Development Plan as opposed to classroom learning.
- 3) The framework of the CFRII project has been stretched by including support for important additional elements such as QA/QC teams and capacity development for the MAPU system of decentralised prioritisation and monitoring. The investment in these areas has unquestionably raised the level of effectiveness of land release outputs under the 3<sup>rd</sup> Deliverable and this contribution should be welcomed. However, in order to maintain integrity of the project's framework over the longer term – that is, support for effective coordination and capacity, while the majority of the budget is allocated toward land release – some corrective measures need to be invoked. A rebalancing of CFRII resources away from financing elements of the regular CMAA budget such as staff and operating costs needs to take place so that support is limited to elements of a temporary nature<sup>47</sup>. In order to guarantee a sustainable future for mine action coordination, the national government budget must be able to finance human resources and operating costs for fundamental elements such as QA/QC teams and CFRII would then provide targeted support to this capacity.

<sup>47</sup> An excellent initiative in this regard is the current coopération between the CMAA and the NIS regarding calculating the impact of land release on development.

## Conclusions and Recommendations<sup>48</sup>

### Conclusion 1.1

Output 1 of the CFRII is partially delivered. The value added that the project has contributed to the MAPU process as a prioritisation and monitoring tool is a vital component of achieving the overall project outcome. At the level of CMAA's internal coordination, and coordination with operators and development partners participating in the CFRII framework, the coordination has improved markedly through related capacity development initiatives (under Deliverable 2). However, the coordination of the overall mine action sector through the mechanisms that have been put in place by the CMAA is lacking in cohesion. In this regard, the absence of an effective coordination mechanism for the sector and an Annual Mine Action Plan that is linked to the NMAS, is a key omission that has limited the impact of the CMAA's coordination and their position as the relevant coordinating authority and focal point for operators and development partner, not simply in legal terms. Also, policy direction regarding strategic issues such as the clearance of mines versus battlefield areas affected by other ERW, has limited the effectiveness of the project and compromised a strong role for CMAA as the national coordinating authority (see Annex x CFRII Monitoring Matrix).

### Conclusion 1.2

Output 2 of the CFRII is partially delivered. Capacity development within the CMAA has advanced significantly since the beginning of the CFRII project. The challenge of directly implementing the project through National Implementation (NIM) has been met thus far by the CMAA, with the support of the UNDP CFRII team. This is a notable accomplishment for a relatively new government institution. Moreover, advances in project management skills and technical areas such as mine clearance quality management have been highlighted by several operators as a positive evolution. However, where the output has not fully been realised is in the areas of coordination, management, and monitoring the sector (notably in the case of MRE). Several of the key areas targeted as necessary for capacity development in the assessment carried out of CMAA capacity were not addressed by the Capacity Development Plan. (see Annex 11 CFRII Monitoring Matrix).

### Conclusion 1.3

Output 3 has been fully realised and exceeded at this mid-term point, with 23.5 million square meters released during 2011 and 2012. Given rates of productivity achieved within the CFRII's contracting process, there is every reason to assume that the project will reach the goal of 7 million square meters per year (for a total of 35 million square meters during CFRII). CFRII is not only promoting both the efficient release of land, but also supporting local prioritisation mechanisms to ensure that this land has been selected in a transparent manner that favours the rural development of agriculture. (see Annex 11 CFRII Monitoring Matrix).

### *Findings:*

There is no question that national structures and mechanisms are ensuring that demining resources are reaching the poor. The project is releasing in the area of 15km<sup>2</sup> of surveyed land per year<sup>49</sup> – the majority of it agricultural land. This is due to the accountability mechanisms built into the clearance process and the fact that prioritising is decentralised to a great extent. In addition, the fact that the poor in the highly contaminated areas of Battambang, Banteay Meanchey and Pailin, are primarily

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<sup>48</sup> Conclusions and recommendations have been organised around the objectives of the MTR, outlined in the Terms of

Reference for the MTR (Annex p.2)

<sup>49</sup> Based on figures found in the 2012 CFRII Annual Report, p.8

small-hold farmers (see Annex 6 for examples) reinforces the impact of clearance in these areas. As soon as their land is cleared, those who have access to this land are immediately using it and this has a dramatic effect on their earning potential.

At the same time, it is important to note that the effectiveness of the prioritisation process is hindered by the fact that the MAPU staff are under-equipped and that they are extremely dependent on clearance operators for things such as transportation. The role of the MAPUs within prioritisation has improved markedly from earlier times when MAPU's were seen as a rubber stamp only, according to operators and the MAPU teams themselves. However, the system still allows clearance operators some flexibility to influence decisions on which land gets cleared in a given year. There is significant scope for more input at the level of MAPU regarding priority risk and development concerns when establishing the list of clearance sites.

Unfortunately, the overall output of the project is somewhat limited related to the leadership exerted by CMAA within the mine action sector (Deliverables 1 and 2). Although the clearance work that is being carried out within the project is unquestionably generating an important impact at the level of releasing land for productive use by the poor, the lack of strong strategic direction for the sector is limiting the level of overall coordination between organisations and activities. More direction and structured debate with operators and development partners on key issues, such as the resources that should be allocated to mine clearance versus ERW clearance, should be carried out by the CMAA on an annual basis. The fact that the CMAA is not taking a more prominent role in this regard is diminishing its credibility within the mine action sector and making the organisation less relevant to donors and operators. Management of the sector attached to the NMAS is sub-optimal, and the tracking and monitoring of the plan has not been executed according to the timelines provided. The fact that there is no annual sector-wide mine action plan coordinated by the CMAA is the most serious gap under Deliverables 1 and 2. This apparent limitation in terms of strategic direction may also eventually have an effect on the resources that are mobilised for the programme. This issue will likely have an effective on the attractiveness and relevance of the CFRII project to donors.

### Recommendation 1

- 1a An annual clearance plan and Annual Mine Action Plan for the mine action sector should be prepared by the CMAA for 2014, in conjunction with the MAPU process, and in consultation with mine action operators, and development partners. The process should be participative and the plan should be designed to feed into the implementation and tracking of the NMAS document, as well as national obligations such as the AP Mine Ban Convention and Convention on Persons with Disabilities. (
- 1b The UNDP CFR project team should orient a portion of their work plan, in a focused way, to mentoring and facilitating the process for developing the Annual Mine Action Plan. The CTA should work on helping CMAA management design the planning framework (see suggested outline of meetings for this framework in Annex 9)
- 1c The Capacity Development Plan should be re-assessed and re-adjusted to target the capabilities that have been highlighted in the Capacity Assessment document. In particular, there needs to be a focus on: 1) strategic planning, 2) statistical analysis, 3) coordination of diverse actors, and 4) meeting chairing and facilitation skills.

In this regard, the following elements from the Capacity Development Assessment still need to be addressed:

- CMAA is needed to build consensus around strategic directions of the NMAS and plans based on the BLS
- Insufficient analysis of the role, responsibilities, capacities or resource requirements
- All demining proposals should be channelled through the CMAA
- CMAA needs a strong planning department or function to ensure that planning between local and national levels are linked
- Regular meetings with a clear agenda between CMAA and its partners are needed to discuss issues and build consensus on priorities for mine action linked with development.
- Strengthened TWG-MA mechanism is needed to include action taken based on recommendations emanating from meetings
- Capacity building of CMAA staff through technical training is required through international study tours, workshops and on-site training

### Conclusion 2.1

The cost-effectiveness for land release as calculated by the price of releasing a square metre of land has been decreasing through the implementation of the CFRII project. While the price for land release in 2010 was equal to roughly USD .40/m<sup>2</sup>, in 2011 under CFRII it was about USD .25/m<sup>2</sup> and most recently it dropped to an estimated USD .19/m<sup>2</sup>. The CFRII competitive bidding process was in part responsible for establishing this competitive price. However, such a low price could not have been realised without implementing a comprehensive approach to land release that makes maximum use of non-technical survey and technical survey.

### Conclusion 2.2

The cost estimate for mine clearance per square meter is not possible to calculate at this time with the available data through IMSMA. Data being collected and entered into the IMSMA system is recording total land release for each area (BLS polygon) that is cleared. The area released from the polygon by method, and the time spent on each area, is not being recorded at the moment in the IMSMA database. This means that the efficiency of each method (i.e. manual clearance, mechanical clearance, MDD clearance) cannot be calculated from IMSMA data. Excel tables are being kept for CFRII contracts, however, it is a time-consuming endeavour to track in this manner when there is a parallel database. As a result it is impossible to make accurate estimations of efficiency between operators, since the total "Land Released" figure recorded in IMSMA will always depend on the conditions of the particular area that has been released. Some areas will lend themselves to significant land release through survey, while others will require full clearance. It would be unfair to say that an organisation that released significant portions of a polygon through survey is more efficient than an organisation working on a different polygon that was required to do full manual clearance over the whole area for safety reasons. Both courses of action may have been the correct manner in which to proceed, despite the fact that one was much quicker than the other. The true comparison would be the calculation of average clearance rates and cost for each clearance method. As a result, Cambodia's extremely cost effective "land release" rates would be impossible, if not unsafe, to achieve if they were truly "manual mine clearance" rates.

### Conclusion 2.3

Valid cost comparisons between organisations in Cambodia and with outside organisations are not possible to achieve with the current data available. Not only are figures for the costs of the various methodologies of clearance absent, but such elements as lack of reliable figures for subsidies of equipment or technical advisers in the case of CMAC and NPMEC make fair comparisons with other clearance entities in Cambodia impossible. The same can be said for

outside organisations, or international organisations operating in other countries. However, the fact that operators in Cambodia have categorically said that they cannot complete with the low prices for work established under CFRII leads to the conclusion that the work of CFRII bid winners has been extremely cost-effective. A recent analysis of the competitive tendering process under CFRII concluded that a competitive price for land release had been established and that international bidders were unlikely to be able to compete with this rate. This is a very clear indicator that land release under CFRII is competitively priced.

*Findings:*

Simple cost indicators are easy to calculate, however, they do not provide an accurate or sophisticated notion of efficiency. The data for clearance in Cambodia is not disaggregated to give productivity and cost by clearance method. Instead, it is often grouped together as “land release” which may be full clearance, but might also be a combination of technical and non-technical survey along with full clearance. As a result, a figure such as that calculated for NPMEC’s clearance under the CFRII project in 2012 – .19/m<sup>2</sup> – cannot be equated to the cost of full clearance. The full clearance will be something greater than .19/m<sup>2</sup>, but without statistics delineating how much time was spent on each activity, the exact cost cannot be calculated. In addition, an accurate value for cost/m<sup>2</sup> is also hindered by the lack of detailed information for the value of donated equipment and other resources by donors that has contributed to the resources allocated to the given tasks.

In spite of this lack of information, if we examine *table 4* below on manual clearance costs in a study by the Geneva International Centre for Humanitarian Demining (GICHD), these costs far exceed the costs that have been calculated for land release under the CFRII. The fact that Cambodia is a relatively low-cost environment within which to operate must be taken into account, however, the cost of manual clearance in Cambodia is clearly very competitive on the international stage – likely one of the lowest in the world.

In order to calculate a comparison between different organisations carrying out clearance operations in Cambodia, it would be necessary to have detailed project information about their costs and to have productivity data regarding the polygons they have cleared. The competitive bidding process has, however, established prices per m<sup>2</sup> on the part of successful bidders NPMEC and CMAC that other organisations say they cannot beat.

A note of caution is warranted as well, however, when the productivity per platoon m<sup>2</sup>/month is calculated for NPMEC at 43,571 for 2012 and the target for 2013 is 47,142. Again the calculation is for land release and not full clearance, although the rate of clearance recorded by NPMEC is almost 5 times greater than the fastest productivity on the chart below (see column e). This could denote a methodology that is moving too quickly to be in compliance with the CMAS/IMAS. Once again, a well-functioning QA/QC function is required to maintain safety and quality assurance.



**Table 1 – Clearance Rates Table from Study of Manual Mine Clearance**

<b>Table 4: Manual mine clearance trials – cost-effectiveness analysis</b>						
Technique	Average rate					Cost/m2
	m2/hr	m2/day	m2/month	Platoon m2/month	Platoon ha/month	
(a)	(b)	(c)	(d)	(e)	(f)	(g)
1 <sup>a)</sup>	1.26	7.56	158.76	2857.68	0.29	<b>7.35</b>
2	3.42	20.52	430.92	7756.56	0.78	<b>2.73</b>
3	4.44	26.64	559.44	10069.92	1.01	<b>2.11</b>
4	4.56	27.36	574.56	10342.08	1.03	<b>2.07</b>
5	0.6	3.6	75.6	1360.8	0.14	<b>14.67</b>
6	1.38	8.28	173.88	3129.84	0.31	<b>6.62</b>
7	0.48	2.88	60.48	1088.64	0.11	<b>18.67</b>
8	1.56	9.36	196.56	3538.08	0.35	<b>5.87</b>

a) Cost range for 7 hour day.

source: A Study of Manual Mine Clearance, Chapter 5, August 2005, p.27

**Recommendation 2**

2a. Data being collected on mine clearance within the IMSMA system should capture how much time is spent on each methodology of clearance and how much land is released under each methodology. This information should be easily available and printable in table form to allow a calculation of productivity by method.

2b. Expected rates of productivity per method of clearance should be included in the CFRII’s contracts and/or organisations should be monitored to ensure that they are not proceeding too slowly OR too quickly as clearance advances.

2c. The Regulation and Monitoring Department should track the clearance (not simply land release) rates for each task, to ensure that the productivity falls into the norms of best practice. This needs to be carried out through IMSMA in order to centralise the information and make it accessible to those outside the R&M Department.

2d. Terminology such as “land release” and “clearance” need to be used very carefully and accurately, so as not to be misleading about what has been accomplished. References to “clearance” in the CFRII Annual Reports were often incorrect, since the terminology used should have been “released”. The statistics collected by the CFRII primarily consist of calculations for total land released, since survey is also included in these figures and this is not clearance.

2e. IMSMA data entered currently has inconsistencies in the way that land release is recorded. Some areas where there was certainly some area released through survey, has been recorded as “full clearance” for the entire area, whereas others have been listed as “multiple”. This issue should be addressed, perhaps by carrying out follow-up refresher training for operators entering data into the IMSMA system and for the R&M department to recognise the benefits of having this data in a form that can be accessed centrally from the IMSMA system.

### Conclusion 3.1

A very direct link can be drawn between the CFRII's release of agricultural land in rural areas as identified through the decentralised MAPU process and the development promotion of sustainable and equitable development. This link has been discussed in the analysis of the project outcome above, however, it rests on the fact that agriculture has historically been and continues to be one of the most stable elements of the economy and one in which rural residents can benefit disproportionately over urban residents. This fact promotes a more equitable model of growth than has been the case from gains in the service sector or industrial growth. It consists of an infusion of income at the grassroots level of the population. The CMAA's upcoming assessment of economic benefits of clearance, undertaken jointly with the National Institute of Statistics through CFRII, will be an important element in providing specific and well-documented proof of the contribution of the project to the Output.

### Conclusion 3.2

Mine clearance in the heavily mine-affected CFRII provinces of Battambang, Banteay Meanchey and Pailin where land is exceedingly fertile ensure that small landowners have a secure income and food at home, so that they are not forced to travel to Thailand as migrant workers. (Examples of this phenomenon are documented in field case studies in Annex 8.) These three provinces all have high poverty indicators, where mine clearance and the infusion of productive land into their economies can make a substantial difference to these rural populations.

### Conclusion 3.3

The significant drop in mine casualty rates in all three provinces is an important fact to highlight when examining the benefits accrued to the Cambodian economy. The results in this regard far exceeded predicted reductions. The rates fell an average of 32% in 2011 and 43% in 2012, with the biggest improvement shown in Pailin. Prevention of accidents not only supports the humanitarian principles that mine action is built upon, it all prevents the health and welfare system from having to spend significant resources over the lifetime of a mine survivor to treat his/her physical and emotional trauma. Cambodia's ratification of Convention on the Rights of Persons with Disabilities requires States Parties to provide care to persons with disabilities and this can be an extremely costly outlay for countries with high numbers of mine and ERW survivors, such as Cambodia.

### Conclusion 3.4

Unfortunately, not all project targets for indicators were met for the project output and this fact demonstrates a less than optimal result. The most concerning in this regard is the fact that the "% of land cleared from mines annually through local planning processes used for agriculture" is substantially lower than the target. Data collected from the PCM indicates that agriculture was just 29.2%, and not the targeted 60% for 2011. This is a difficult case to analyse, however, since another category of that mixed "resettlement and agriculture" was 36.91% of the land cleared. Unfortunately the uncertainty regarding how much of this figure was resettlement and how much was agriculture, prevents the two numbers from being added to achieve the target. The manner that data collection for the MAPU PCM is problematic in this case. Moreover, data for land use should be analysed on a provincial basis in order to get a better picture regarding economic impact, and the CFRII project impact.

### Conclusion 3.5

The indicator regarding beneficiaries of clearance was also not met in its entirety. Women beneficiaries number almost half of the total (48.8%), which is only very slightly below the

target

for 2011 and 2012. More problematic, however, is the fact that only .3% of beneficiaries were persons with disabilities (whereas 4% were targeted). Given this broad difference, the target for persons with disabilities may be unrealistic.

### Conclusion 3.6

Significant time lags in terms of PCM data collection is not only impeding meaningful reporting of results, but it is also limiting the ability to be rapidly reactive about addressing any difficulties the project is facing in terms of its results chain. In addition, development partners may find it difficult to justify further contributions without more timely results for output and impact indicators.

#### *Findings:*

Once again, the available data hampers a detailed calculation of the project outcome of poverty reduction and economic growth. The post-clearance monitoring being carried out by the MAPU provide a verification that land is being used and record the type of land use, but these indicators are not specific enough to be able to calculate the overall contribution to poverty reduction and economic growth.

What we do know is that clearance of land in highly contaminated areas is enhancing the lives of the rural poor in an extremely direct manner. Most land that is being cleared as a result of the MAPU process is land that will be used for agriculture. The CFRII target provinces of Battambang, Banteay Meanchey and Pailin are fertile areas where a great deal of the population lives based on subsistence agriculture or from cash crops. Unlike major development projects where benefits would have to “trickle down” to the poor, mine clearance is a direct infusion to their income – not once but on a continual basis.

The MAPU post-clearance surveys tell us that almost all the land that has been cleared is being used. Where there are exceptional cases of land not being used, this is virtually always land related to a development project that has lost its funding or housing that is no longer relevant. In the case of agriculture, the owners or users of the land are cultivating it as soon as possible. From interviews with beneficiaries (see Annex 6) it is clear that there is a notable increase in revenues and an improvement in quality of life. Clearance typically benefits more than one family (those visited benefitted between 1 and 7 families). In one of the sites visited 5 families benefitted from the clearance. In two of those cases, specific information on harvests and agricultural prices were provided. Two of the farmers explained that the income they would gain off the land would be in the range of \$3,000 to \$4,500 per year respectively (for sweet melons and cassava). Rice growers interviewed appeared to have lower incomes from the land. When the annual income per capita in Cambodia is roughly \$820 in 2011<sup>50</sup>, the additional income going to farmers is a huge infusion of cash into families and communities – especially in low-income rural settings.

In addition, recent innovation in these rural areas has brought small cassava processing plants where Cambodians can benefit from processing the cassava into noodles. Increased cassava production and more cash available for investment is clearly promoting innovation and diversification of the economy. All Village Chiefs interviewed confirmed that mine clearance had made a notable difference to the incomes of village residents.

It is important to note that the CMAA has entered into an MOU with the National Institute of Statistics (NIS), in order to document the contribution that mine clearance has made to economic growth and poverty reduction. This is an excellent development that should be linked back to the regular MAPU process in terms of enhancing regular data gathering to facilitate on-

-going calculation of economic benefits from mine clearance.

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<sup>50</sup> Source : World Bank Data.

### Recommendation 3

- 3a. Data gathering regarding land use should aim for more detailed information collection on the use of land. For example, if agricultural land has been cleared, the crop being grown and what are the yields being achieved by beneficiaries on the land could be recorded.
- 3b. IMSMA forms should avoid categories such as “agriculture and housing” in terms of use of land. Where there is more than one use for the land, MAPU PCM Officers should be estimating the area used for each activity, so that aggregated data on land returned for agriculture, for example, is more accurate. Categories such as agriculture and housing impede any real analysis since there is no way to know how much of the land was used for housing and how much for agriculture.
- 3c. Regular post-clearance monitoring reports should be disseminated by the CMAA semi-annually or quarterly, as data becomes available regarding the economic impact of clearance in the CFRII project, but also for directly-funded clearance.
- 3d. PCM data should be more widely available in published reports and in electronic form (on the CMAA web site if possible). Also, data should be presented in a more disaggregated way – for example by province. This would enhance the CMAA monitoring and evaluation procedures by providing a more specific picture of the dynamics taking place at province level in particular. This would also allow the CFRII to get a more precise measure of the project outcome of the CFRII project.

### Conclusion 4

Minor administrative difficulties have been cited in the CFRII Annual Reports for 2011 and 2012, but these were overcome through cooperative work between CMAA and UNDP to allow progress to be relatively uninterrupted. However two noteworthy limitations to the realisation of the project outcome have occurred: 1) mobilisation of sufficient resources to cover additional elements and, 2) weaknesses found in the MAPU process.

#### Conclusion 4.1

The first notable limitation is linked to resource mobilisation and budget shortfalls. The re-balancing of funding from Deliverable 3 was carried out to address the desire to increase the budget for Deliverables 1 and 2 of the project. This meant that less funding was channelled towards clearance and moved into the CMAA’s coordination function. Increases in productivity on the part of clearance operators carrying out land release for CFRII (CMAC and NPMEC) allowed land release targets to be met, however, the reduction in funding for this budget line has limited any increased output that may have resulted from these productivity increases.

#### Conclusion 4.2

Additionally, the MAPU process that the entire prioritisation system is based was found to be weak in a variety of areas, but was much improved in CFRII-supported provinces according to stakeholder interviews (from what had been previously seen as an automatic approval process to a functioning monitoring mechanism). The response was to carry out significant training and monitoring to target this issue and work to improve MAPU guidelines and resources. MAPU resources were still found to be limited during the MTR field research (for example, in the case of computer and transportation equipment) therefore this should continue to be an area of focus to ensure the best possible contribution to the project Outcome.

### *Findings:*

In terms of restrictions to the performance of the project, resource mobilisation is certainly one of the key areas where the project has seen risks to its performance. Limited funding, and the news that certain donors (such as Canada) will no longer be contributing to mine action in Cambodia, has reduced funding that can be allocated for clearance as an overall percentage of project funding. This is compounded by overspending in the areas of support to national policies and capacity building that further risk reducing the clearance envelope. Thus far the reaction to the funding issue is simply to re-allocate funding to support CMAA, but this solution may have the longer-term effect of discouraging other donors to fund clearance through the programme. Resource mobilisation efforts have been carried out by the CMAA, supported by UNDP, but these efforts have yielded limited interest in this difficult economic climate.

Related to the funding issue, are concerns of sustainability of the CMAA's coordination structure. At the moment, certain core elements of the CMAA's budget are being supported through the CFRII. Supported elements include vital capacities such as the QA/QC component – which is extremely costly to run due to onerous equipment and transport costs. This fact is a risk to the project since it raises the eventual sustainability of the CMAA if the CFRII project was not supporting staff costs and running costs in some areas.

A minor area of difficulty was related to managing the contracting of consultancy services, according to the 2012 Annual Report. Certain tendering processes were difficult for the CMAA to carry out, due to the fact that they were international in nature. In another case, a national government entity, the NIS, could not be contracted by UNDP therefore CMAA carried out agreements directly. These issues represent some administrative difficulties, but they were easily solved through the coordinated efforts of CMAA and UNDP. It is positive, however, that CMAA and UNDP can jointly find solutions to this type of difficulty by working together.

Finally, blockages to producing major planning documents have led to the postponement of these activities. While very important documents have indeed been put in place, the absence of the two key documents: 1) the annual national clearance plan; and, 2) a sector-wide plan for mine action linked to a resource mobilisation strategy, limit the CMAA's execution of its role as National Authority for Mine Action in Cambodia. This role does not lie on paper alone and the process required to bring about these two documents requires CMAA leadership within the sector.

### Recommendation 4

**4a. CMAA and UNDP project management staff should look closely at ways for the CMAA's national budget to cover shortfalls to Deliverables 1 and 2, showing commitment on the part of the RGC to fund additional mine action commitments.**

**4b. A consolidated budget document should be produced for the running of CMAA, so that the global budget required should be clear and the RGC can analyse their ability to cover the entirety of the CMAA's budget prior to the project's end in 2015. This would also be an act of transparency for donors that are contributing to the CFRII project.**

**4c. CMAA should request the assistance of UNDP to begin organising a planning process for mine clearance (in conjunction with the MAPU process) and subsequently for the mine action sector as a whole, so that these key planning documents can be complete for 2014.**

## Conclusion 5

Gender considerations are being addressed in a comprehensive manner by the CMAA, despite some areas where improvements can be made. The issue of gender and the promotion of women's rights has been highlighted by the RGC as a priority area for action, as has disability rights more generally. This commitment is evidenced by the development of its Gender Mainstreaming in Mine Action Plan (2013-2015) that establishes a roadmap for integrating gender considerations into the sector. On the disability side, the RGC's decision to enact legislation to protect persons with disabilities (PwD)<sup>51</sup>, is also evidence of this commitment. Unfortunately, issues surrounding PwD often occupies a lower profile than gender issues. Information on disabled beneficiaries has improved significantly but hiring imperatives are not necessarily well-integrated into the practices of mine action organisations.

### *Findings:*

The focus on gender within the Cambodian programme, dates back to the early work of mine action operators in the areas of mine clearance, mine/ERW education and survivor assistance. Since the UN's *Gender Guidelines for Mine Action Programmes*, Cambodia's profile on the issue of gender has become increasingly institutionalised.

Due to these long-term efforts, the mine action sector in Cambodia is highly sensitised regarding the need to incorporate gender considerations. One of the most difficult issues to tackle has been the issue of gender balance in hiring for male-dominated and high-risk fields such as demining and explosive ordnance disposal. Cambodia certainly sits among the most gender-balanced mine clearance programmes in the world – possibly the most successful in this regard. The UK NGO MAG has a demining force which is more than half women. Even the military clearance organisation (NPMEC) is aware of the need to promote gender considerations and is trying to work towards integrating female deminers within their ranks, although they currently have no female deminers.

Organisations	Female deminers	Male deminers	% Female deminers
Cambodian Mine Action Center (CMAC)	76	1406	5.4%
HALO TRUST	109	528	20.6%
Mine Advisory Group-Cambodia	46	88	52.3%
CSHD	7	24	29.2%
<b>Total</b>	<b>238</b>	<b>2046</b>	<b>11.6%</b>

source: CMAA Gender Advisor

However, gender considerations are more complex than simple hiring practices. For this reason, CMAA has just developed its Gender Mainstreaming in Mine Action Plan (2013-2015) – a period of time that dovetails with the CFRII project. As per the *UN Gender Guidelines for Mine Action Programmes*, this plan addresses gender not only in terms of gender balance, but also in the integration of gender considerations within programme design. This approach takes into account the imperatives of: collecting information available from women and men; ensuring the fair distribution of the benefits of mine action programmes; and the design of programmes around the different needs, based on gender and age considerations. Implementation of this plan is intended to accompany work at the data collection and programme planning levels to ensure that the views of women and girls are included in mine action programme design and especially in the process of assigning clearance priorities at the grassroots. Unfortunately, data collection is not highlighted as a specific object, but has been included in the implementation of the plan's 5 objectives.



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<sup>51</sup> The *Law on the Protection and the Promotion of the Rights of Persons with Disabilities* of July 2009 contains a number of provisions for promoting disability rights.

A brief look at the progress to date shows that the CMAA has recently established a gender focal point in March 2012, as well as a gender team to identify inequalities – such as the staff imbalance of men, and the fact that the CMAA’s women staff are less likely to attend training sessions.

A significant effort is being made in terms of gathering gender disaggregated data. For example, according to the Head of the Database Unit at CMAA, the IMSMA transition project paid special attention to this issue when designing forms.

In terms of addressing gender considerations in the prioritisation of clearance efforts, MAPU teams have recorded that women are less frequent participants than men at all levels of meetings to establish a provincial mine clearance plan – Commune (16% women participants), District (20.5% women participants) and Provincial (26% women participants). There was considerable variance between some Provinces, however.

Regarding the issue of the beneficiaries of mine clearance (including CFRII), 47% of direct beneficiaries of clearance were women, and 49% of indirect beneficiaries were women. There is almost parity in terms of the benefits of clearance, which is an ideal situation.

As in most mine clearance programmes globally, disaggregated casualty data indicates that men and boys are the most frequent mine/ERW accident victims. Together, men and boys account for 77.5% of casualties. This is a striking statistic and it will be essential for the CMAA to integrate this type of analysis into their MRE programme for example, where currently no such tailored MRE initiatives are being addressed by CMAA.

Where gender disaggregated data tends to be less available is regarding survivor assistance statistics. The fact that issues related to survivor assistance are coordinated through MoSVY is a complicating factor. Although the CMAA is responsible for managing data regarding assistance to mine/ERW survivors, MoSVY has the responsibility to collect this data. The dual responsibility for survivor assistance has complicated efficient and effective solutions to problems such as data gathering.

On the other hand, advocacy for the rights and participation of landmine survivors and other Persons with Disabilities is relatively weak, and does not seem to be occurring on the same level of priority for the RGC as the integration of gender considerations. The issue is less visible in documentation and was addressed very superficially by operators during interviews. Since the national focal point for disability issues is the MoSVY and not the CMAA, the CFRII has little control over the issue or input into its implementation. Except in terms of information collection related to mine/ERW accidents and victims, the CMAA has a more limited role to play.

A Quality of Life Survey is has collected data from 2,790 PwD as part of a joint effort by the Cambodian Campaign to Ban Landmines and the CMAA. This initiative is an attempt to promote this issue through the CMAA’s mandate related to information collection. However, for this issue to progress seriously, the MoSVY will have to take on a stronger coordination role regarding the implementation of the *Convention on the Rights of Persons with Disabilities* and *Cambodia’s Law on the Protection of the Promotion of the Rights of Persons with Disabilities*.

#### Recommendation 5

- a. Progress in the implementation of the Gender Mainstreaming in Mine Action Plan should be closely monitored by the designated Gender Focal Point and relevant departments and organisations should be given clear targets to meet.
- b. The CMAA should lead by example and promote training for female members of staff to encourage more opportunity for women’s advancement in the organisation.

- c. Recently-established IMSMA forms for data collection should be re-examined to ensure that disaggregated information is collected for all relevant areas and that data for standardised reports can be printed in a disaggregated format.
- d. CMAA should work with MoSVY to ensure that gender disaggregated data is being collected regarding assistance to mine/ERW survivors. Cooperation with the already-established CMVIS should be explored to determine if this structure could be modified to collect disaggregated survivor assistance data on behalf of MoSVY.
- e. Efforts should be made to collect data on hiring of PWD within the mine action sector, and subsequently in other sectors through MoSVY

### Conclusion 6

Considerable capacity development has taken place within CMAA. Training needs that were identified by the Training Needs Assessment are being addressed by the CFRII project through courses based on organisational concerns and the individual staff-person's skill level. Limitations to the effectiveness of the CMAA Capacity Development Plan exist as a result of a lack of motivation on the part of staff whose remuneration was reduced, and a lack of focus on institutional or sector-wide capacity issues that were raised in the Capacity Assessment of CMAA.

#### *Findings:*

The CMAA has been working to implement the Capacity Development Plan, and a good deal of progress has been achieved. CMAA staff members have been moving forward on skills training in

2012. 41 staff members have been taking English language training; 14 have taken project management training, 16 staff are studying on report writing, and 23 are taking focused classes on budget planning. These are all excellent skills to study, however, there must be knowledge transfer to the functional responsibilities of staff in the work place that is less clear.

Departments have also established basic roadmaps for their work, however, these are generally focused on producing documents and not on establishing processes for coordination and policy planning that are missing. The Roadmaps are also to a great extent stand-alone documents that do not bring the CMAA to the logical goal of a coordinated sector-wide work plan – a goal clearly stated in the CFRII project under Deliverable 1.

Finally, those interviewed within CMAA and UNDP highlighted issues related to motivation as a result of the removal of the POC that was paid to CMAA civil servants at the start of the CFRII project. This was a substantial supplement to their regular salaries and in some cases 50% of the civil servant's revenue was taken away with the removal of this benefit. Since the discontinuation of POC by the UN Country Team was based on a policy directive by the RGC, the CFRII project does not have the flexibility to re-instate this benefit. It has, however, created a distinctive motivational hurdle, where staff members are apparently not always arriving at work during normal hours, or are refusing to do certain tasks due to their low level of salary. This has also created tensions between the UNDP advisors who are on different conditions and salary scales, national contract staff who also have different salary scales, and CMAA civil servants. This will be a long-term issue for the RGC to resolve in terms of public sector reform, however, it is clear that the issue must be addressed in some way by the CMAA's leadership in an attempt to motivate their staff.

### Recommendation 6

- a. Issues of motivation need to be addressed with staff that are less engaged since the loss of the POC salary incentives formerly paid by the CFRII project.

- b. A re-focusing on coordination skills through the establishment of a clear process to develop a sector-wide coordination process that includes the development of key planning**

documents should be put in place for relevant senior CMAA personnel. A suggested structure for this process is included in Annex 9 and Annex 10.

- c. The development of this new coordination and planning process should be supported through mentoring by the UNDP Technical Advisory Team and/or a qualified consultancy capacity, until the mechanisms are established and operational – that is after the first series of planning documents are produced.

### Conclusion 7

The expenditures planned for 2013 to 2015 are significantly in excess of those envisaged in the original CFRII project document. Some excesses can be justified as a result of the need to carry out CMAA capacity development initiatives and enhancements of the regulation and monitoring structures that prepare the way for their effective and transparent coordination of sector. However, this situation risks alienating future donors to the project and compromising the sustainability of the project over the long term and must be addressed, according to interviews with donors.

#### *Findings:*

The cost of deliverables to date, and projected costs until the end of the project differ to a notable degree with the originally projected costs for each deliverable. The first two deliverables have exceeded their costs, where the third deliverable, mine clearance and survey has been under-spent. This has been particularly concerning to some development partners due to the perception that clearance resources meant for poor sectors of the population have been swallowed up by overhead and headquarters costs. Unfortunately, this fact does nothing to increase the credibility of the project in the eyes of outsiders.

The amounts are fairly small when considering the scope of the project in Cambodia, however the cumulative effect is to over-spend on deliverables 1 and 2 by 152% and 173% respectively over the entire 5-year period (see table below). For 2011 and 2012 however, spending has stayed inside the limits outlined by the project document, with slight under-spends in fact in these two lines taken together (in 2011 deliverable 1 was over-spent by 6% and deliverable 2 was under-spent by 7%, and in 2012 deliverable 1 was also overspent by 6% and under-spent by 15%). Based on the current CFRII budget, projected increases begin in the subsequent years between 2013 and 2015. According to the UNDP project staff, this is in part due to the fact that basic costs, such as the MTR and a review of clearance bidding procedures, were not factored into the original project document, or simply that costs have risen since initial budget projections.

**Table 2 – Budget Planning and Projections for CFRII Spending**

Deliverable	Budget planning							Difference b/w ProDoc + Planning	
	2011 (Exp)	2012 (Exp)	2013	2014	2015	Total		Amount	%
<b>1</b>	313 097,78	351 991,14	537 298,08	428 661,55	523 661,55	2 154 710,10	<b>1 415 557,00</b>	739 153,10	152
<b>2</b>	800 248,70	633 210,17	761 168,95	624 809,57	610 479,21	3 429 916,60	<b>1 979 083,00</b>	1 450 833,60	173
<b>3 (BLS+LR)</b>	2 754 613,12	3 787 193,31	3 113 700,00	3 504 183,42	3 504 183,42	16 663 873,27	<b>20 758 000,00</b>	(4 094 126,73)	80
BLS	385 200,00	651 831,16				1 037 031,16			
LR	2 369 413,12	3 135 362,15	3 113 700,00	3 504 183,42	3 504 183,42	15 626 842,11			
<b>Total 1+2+3</b>	<b>3 867 959,60</b>	<b>4 772 394,62</b>	<b>4 412 167,03</b>	<b>4 557 654,54</b>	<b>4 638 324,18</b>	<b>22 248 499,97</b>	<b>24 152 640,00</b>	(1 904 140,03)	92

*\*Note that expenditure figures for the temporary deliverable 4 have been removed to simplify the presentation of the situation for the standard 3 deliverables.*

It is clear that the capacity development work done under the first two deliverables have paved the way for a strengthening of the MAPU system, external QA/QC of clearance, and increases in efficiency brought about by the land release model and the contracting process. Some excesses can therefore be justified both from the point of view of ensuring that groundwork done under the first CFR project and the first two years of CFRII is not lost in areas such as Quality Management and operator efficiency.

At the same time, the fact that many of the excesses in this extra budget expenditures are coming from the addition of elements that would normally be part of the CMAA's regular operating budget is the most important issue. If RGC funding cannot sustain the basic salary and running costs of the CMAA, then its future sustainability is put into question. Given the increasing level of national income in Cambodia, the RGC's contribution to mine action should certainly include the basic costs of its coordination authority – even if outside technical assistance through UNDP or other organisations is provided to the CMAA. This is all the more notable since the recent declaration by H.E Prime Minister Hun Sen that “from 2013, we will move towards graduation from a low- income to a lower-middle-income country because the GDP per capita will be 1,080 US dollars at the end of this year.”<sup>52</sup>

At the global level, national governments are under increasing pressure to cover the costs related to their own Mine Action Coordination Centres and Mine Action Authorities and many countries now do so. Cambodia's close proximity to middle level income status will certainly influence donors in their funding decisions. There is a danger that donors may discontinue funding support to the CMAA's structures and capacity, or tie their funding more closely to operational elements that provide a direct benefit to the poor, due to the rising level of economic development in Cambodia.

Given the substantial resources being allocated towards demining for large-scale development projects, the CMAA should have an information management role as the National Authority for the sector. Mandatory reporting from infrastructure projects is a global best practice for mine clearance,

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52 March 4th, 2013, [Global Post](#), [Business & Commercial Development](#), [Economics](#), [International Relations](#), [News](#)

even in cases where development clearance remains outside the monitoring control of the National Authority.

#### Recommendation 7

- a. Spending excesses for Deliverables 1 and 2 within the CFR project should be brought back into line as close as possible for 2014 and 2015,
- b. An assessment of capacity development to date should be carried out by CMAA and UNDP, in the aim of reducing budget expenditure on international and national UNDP advisers, while ensuring the realisation of CFRII outputs/outcomes and maximum transparency.
- c. An integrated budget document for the operation of the CMAA should be developed jointly with UNDP and other contributors, such as NPA, so that donors have transparency regarding funding gaps, and a clear picture of the funding levels necessary to ensure sustainability over the long term. This overall budget should include a transparent presentation of spending carried out by UNDP within the framework of the project.
- d. Given its growing level of national income, the RGC should increasingly move towards taking charge of the complete budget for costs related to the running of the CMAA.
- e. Efforts should be made by CMAA and UNDP project staff to highlight to donors the gains in productivity and in terms of the project's sustainability and impact as a result of investments in Deliverables 1 and 2.

#### Conclusion 8

Although the association between UNDP and the CFRII has very clearly been communicated, other donors to the project are somewhat lost in the communications materials that are produced. Donors to CFRII need to have a greater connection to the implementing organisations, so that they receive the same level of visibility or more, than donors contributing bilaterally. Otherwise incentives to contribute through common funding mechanisms are somewhat diminished. Some additional work should be focused on engaging donors to the sector as part of an overall national mine action strategy and to creating enhanced visibility for CFRII donors within project materials.

#### *Findings:*

Although the CMAA has begun to forge positive relationships with development partners, the role of the CMAA and the national authority has often been over-shadowed by operators in terms of dialogue with donors. As a result, more efforts to engage donors about the National Strategy and policy framework are required in order to be taken as a relevant actor within the mine action sector, and not simply the manager of a defined project.

Visibility for development for CFRII partners should be a key component for the project's resource mobilisation strategy, since the project's donors must be given the opportunity to be identified with the outcomes of the CFR II project, and not simply allow it to be identified with CMAA/UNDP and the relevant operators. In this regard, programme materials could certainly be improved. Web site materials and publications for the project should highlight the contributions of donors in opening pages if possible and not simply at the back of materials. Acknowledgement of special roles that are being played and the organisation of media events are ways that enhanced coverage could be sought for donors.





### Recommendation 8

- a. Develop a visibility strategy for each individual CFRII donor, looking at that donor's particular interests and needs. This should be discussed as one component of on-going interaction and reporting with individual donors.
- b. Engage bilateral donors, both in Phnom Penh and in Geneva, in discussions related to the overall mine action strategy promoted by CMAA and how that particular donor fits into that strategy. Not everything needs to be about money and contributions, instead their needs to be an initial focus on building relationships in order for the CMAA to ensure that it is the key focal point for development partners regarding mine action in Cambodia.

### Conclusion 9.1

The CFRII project document is well-structured and provides good justifications regarding how and why the project has been structured the way it has. Linkages are clearly made to the RGC's wider mine action policy frameworks.

### Conclusion 9.2

Many of the Monitoring and Evaluation Framework indicators are sound, but monitoring could be enhanced to have a more complex picture of the contribution to the project output. In addition, some indicators are difficult or impossible to calculate at the present time.

### Conclusion 9.3

Monitoring of the Outcome/Output 1 indicator “ % of land cleared from mines annually through local planning processes used for agriculture” is currently carried out with a two-year lag.

### Recommendation 9

9a. The outcome indicator “number of countries that benefit from Cambodia on demining” does not address the project outcome. The outcome is purely national in nature and this indicator relates to other countries. It should be removed.

9b. Given that post-clearance use of land should in general be able to be determined 6-8 months after clearance (especially for agricultural sites) and MAPU teams could to prioritise visits to areas planned for agriculture, some initial reporting could start to be submitted on a quarterly basis. If the report could include projected land use figures for the current year.

9c. The above Outcome/Output indicator should be revised to specify “in provinces where PCM is carried out” since not all clearance is verified by PCM. Representing that the % calculated is representative of all clearance is misleading.

9d. Additional tracking of accidents, comparing the 3 CFRII provinces to the other provinces, or an average could be added

- An additional indicator on resource mobilisation by CMAA, or by the programme as a whole could be added
- Post-clearance monitoring of what % of land remains unused would be useful
- Looking separately at survey and clearance for targets would be more informative
- Dividing clearance into manual mine clearance, mechanical clearance and technical survey
- Mine-free districts (as that occurs) should be tracked – and then verified by QA/QC teams

- . Adding a measure of economic development (such as income added to villages through demining) would be an interesting measure, given the focus of the CFRII on economic development
- . Percentage and not just number of BLS polygons cleared (to track APMBC progress)

#### Conclusion 10

As per the conclusions and recommendations developed in this MTR, a change of direction is needed in terms of fostering a more prominent role for the CMAA in the coordination of the sector. A more pro-active role with regards to leading the existing coordination structures is required for the CMAA to be seen as the key coordination body for mine action in Cambodia. A “Team Approach” to mine action is currently missing in the programme, with several organisations working more individually than as part of an established national vision or joint concept of operations for the country. In order to reach the full effectiveness, impact and sustainability of the project, the CMAA must take on this enhanced leadership role and succeed in attracting stakeholders to its overall vision and convincing them of the need to support the RGC policy frameworks.

#### Recommendation 10

- a. The terms of reference for each type coordination framework should be examined by CMAA/UNDP to ensure that coordination meetings are achieving the desired outcomes.
- b. An informal consultation should be initiated with operators and other stakeholders regarding their expectations from coordination structures, so that meetings can increasingly target the needs of stakeholders from coordination mechanisms.
- c. Strategic analysis of the current approach to mine action operations should be carried out by CMAA, supported by UNDP, for each component of mine action, with a view to initiating the coordinated planning process with operators and other stakeholders under each component (see suggested structure of planning meetings in Annex 9).
- d. Leadership of the planning process should include a request for the key elements of operator projects. These project outlines should be approved by the CMAA as part of the planning framework (an example of a project outline form is included in Annex 10) and a method of operationalising the Partnership Principles for mine action projects established by the CMAA.

#### Conclusion 11

Cambodia’s status as a major and long-standing mine action programme (since the early nineties), means it has passed through many stages and achieved significant learning on how to organise mine clearance operations to achieve the greatest efficiency. The programme has also benefitted from the input of many international and national technical advisors, as well as new equipment, in an effort to help Cambodia find speedier and lower cost solutions to clearing its mine/ERW contamination. There are a number of lessons that the Cambodia can usefully share with the international community.

Findings:

- 1) Cambodia’s experience with Land Release is one of the most comprehensive applications of the Land Release model in a major mine action programme. The detailed nature of the manner in which CMAC is applying the concept, for example, is worthy of some comprehensive documentation regarding the efficiency gains it has produced. Such a study of gains in productivity should also focus on the need for Quality Management and the manner in which the Cambodia programme has ensured that no mines are being left behind during the application of land release.

2) Prioritisation can be carried out from the bottom up in a bid to empower local communities to take charge of their own economic development needs. This process does imply close coordination with local and provincial authorities, as well as a network of individuals to facilitate and coordinate the process at local levels, however, there appear to be significant gains in terms of perceptions of fairness and transparency with the process.

3) Post-clearance survey is a valuable quality management tool to ensure the impact of clearance and to measure that impact in terms of economic development when applied systematically. The resources that Cambodia and development partners have invested in establishing a follow-up mechanism for clearance carried out, has been a key element in avoiding the type of scandal seen in other mine action environments where clearance is carried out and land is not used, or clearance is carried out on land other than that which was prioritised. Verification by the MAPU is performed on 100% of land. The challenge at this point will be in terms of developing relevant indicators to measure the economic development achieved. The new partnership with the NIS should be an interesting step in this regard and one well worth documenting for the international community.

4) Cambodia has been at the forefront of incorporating gender considerations into the mainstream of mine action programmes. Although very quick progress can be achieved in terms of incorporating gender considerations into mine action programme documentation, implementing procedures to mainstream those considerations, and achieving gender balance is a slower incremental process.

A look at the different stages of the progress in Cambodia demonstrates where some of the barriers lie:

- National organisations often have more difficulties in adopting new ways of working (that may run against traditional culture) than international organisations.
- The more sophisticated the programme is in terms of information management, the easier it will be to incorporate gender considerations and monitor them. Cambodia's considerable data collection mechanism has been able to move toward collecting disaggregated data in all aspects of the programme, with the exception of survivor assistance.
- Finally, the Cambodian example demonstrates that mine action programmes are designed to respond quickly to changes in standards and guidelines at the global level but this is not necessarily the case for normal government departments, such as MoSVY that work with a more considerable bureaucracy and may find it difficult to build structures that respond effectively to integrating new approaches.

5) Related to land release is the Baseline Survey initiative that the CMAA managed. As in a number of countries this initiative has provided valuable information for prioritisation and planning by providing a much more accurate measure of the country's mine problem. This was a leap forward from the results provided by the LIS and helped to reduce the incidence of areas with no mines in them wasting valuable clearance resources.

The lag in terms of PCM means that the full benefits of clearance for 2011 and 2012 will not be recorded until 2013 and 2014.

## Annex 1

### Evaluation Consultant

Tammy Hall has been working in the field of mine action since 1998, when she joined the Mine Action Team at the Department of Foreign Affairs and International Trade Canada. Since that time she has worked for the United Nations in Afghanistan, Guinea Bissau and Western Sahara as a technical advisor and has worked at the UNMAS Headquarters in New York. In addition, she has served as a Programme Coordinator for the OAS in Colombia.

Most recently she has been working as a consultant for various organisations, including: the European Union, the Geneva International Centre for Humanitarian Demining, the Implementation Support Unit for the AP Mine Ban Convention and UNOPS.

She has recently completed case studies on strategic planning for the GICHD and a programme evaluation for the European Union.

## Annex 2

### **TERMS OF REFERENCE FOR INDIVIDUAL CONTRACTOR**

#### **1) Position Information**

Post Title:	<i>International Consultant to conduct Mid-term Review (MTR) of Clearing for Results (CFR) II project</i>
Practice Area:	<i>Poverty Reduction</i>
Duration of the Assignment:	<i>35 working days. 21 January 2013 to 15 March 2013 (2 weeks of Inception Phase, 3 weeks of Field Phase, and 2 weeks of Final Phase)</i>
Duty Station:	<i>Inception phase (2 weeks) home-based; Field phase (3 weeks) in Phnom Penh, Cambodia with travels to provinces; and Final phase (2 weeks) home-based</i>
Expected Places of Travel	<i>Expected travel to selected provinces of Battambang, Banteay Meanchey and Pailin (transportation to be provided by project)</i>
Cluster/Project:	<i>Poverty Reduction / Clearing for Results (CFR) II project</i>
Supervisor:	<i>Keita Sugimoto, Project Advisor</i>

#### **2) General Context**

Cambodia remains one of the countries in the world most affected by landmines and Unexploded Ordnance (UXO). The 2010-2019 National Mine Action Strategy (NMAS) aims to significantly address Cambodia's remaining mine and Explosive Remnants of War (ERW) problem through the achievement of the following four goals:

1. Reduce Mine/ERW casualties and other negative impacts;
2. Contribute to economic growth and poverty reduction;
3. Ensure sustainable national capacities to adequately address the residual mine/ERW contamination; and
4. Promote stability and regional and international disarmament.

As part of its request for a ten year extension of its Article 5 mine clearance deadline under the Anti-Personnel Mine Ban Treaty (APMBT), the Royal Government of Cambodia (RGC) has estimated that some 648.8 square kilometers would require clearance for the next ten years and some 1,097.8 square kilometers need to be released through baseline surveys and technical surveys.

The RGC has requested continued donor assistance for this purpose; including support for the implementation of UNDP's Clearing for Results (CFR) Phase II project (2011-2015). The project falls under UNDP's 2011-2015 Country Programme Action Plan (CPAP) Outcome 1, whereby Clearing for Results II is expected to contribute to the strengthening of national structures and mechanisms to develop a more diversified, sustainable and equitable economy by ensuring that demining resources are effectively allocated promoting the release of land for productive use.

Clearing for Results Phase II (2011-2015) is a multi-donor project implemented by the Cambodian Mine Action and Victim Assistance Authority (CMAA) with technical and financial support from UNDP and other donors. It builds on the successful implementation of the first phase of the project (Clearing for Results, 2006-2010) during which considerable gains were achieved in building CMAA's capacities in the areas of quality assurance, strategic and policy formulation as well as the socio-economic management of mine clearance. The CMAA however recognized that given the task ahead, more support is required to ensure that land is being cleared from the landmine threat in an effective and cost-efficient manner. To that extent, the CMAA has formulated a capacity development plan to equip the organization and its staff with the skills, tools and processes to

deliver on CMAA's mandate and to achieve the goals of the NMAS. In 2011, the CMAA hosted and presided over the 11<sup>th</sup> Meeting of States Parties of the APMBT, and successfully drew major attention to the scope of the remaining challenge in Cambodia.

The CFR II project is originally articulated around three key deliverables as follow (refer to Project Document, page 14):

- Mine action policy and strategic frameworks ensure most resources are effectively allocated onto national priorities as defined by the local planning processes and maximize the land available for local development.
- The CMAA is equipped with the technical and functional capacities required to manage, coordinate, regulate and monitor the sector within an evolving environment.
- At least 35 sq km of contaminated land mapped through Baseline Survey, cleared and released for productive use through local planning and that promote efficiency and transparency. (Demining contracts are to be allocated by the CMAA by using competitive procurement mechanisms).

From 2011 to 2012, the CFR II project also supports a special deliverable 4:

- Cambodia successfully presides over the Anti-Personnel Mine Ban Treaty (APMBT).

See ANNEX 1 Project Profile.

In 2012, six operators accredited by the CMAA contribute to the demining efforts of RGC in the country. These include the Cambodian Mine Action Center (CMAC), the Halo Trust, the Mine Advisory Group (MAG), the Cambodia Self Help Demining (CSHD), the National Center for Peacekeeping Forces and Mine/ERW Clearance (NPMEC) of the Royal Cambodian Armed Forces (RCAF) as well as a commercial operator, BACTEC.

In 2013, a review is planned for both the CFR II project and the 2010-2019 NMAS according to the approved project document and strategy document. Concurrently with this review, in 2013 another review is scheduled to be conducted on the 2011-2013 bidding processes managed by the CMAA under the project for the procurement of mine clearance and baseline survey services.

### 3) Scope of Work

This review will pursue **two objectives** in 2013.

**Objective 1** is to provide the relevant stakeholders i.e. the CMAA, UNDP and members of the Project Board with an independent mid-term review on the implementation of the CFR II project. In particular, the review aims to:

- 1) Identify the extent to which the expected output of the project was delivered by the Implementing Partner during the period under review;
- 2) Identify the comparative cost-effectiveness of the mine clearance services supported under the project in comparison with alternative mine action / clearance programmes with the same intended results in Cambodia and other countries;
- 3) Determine the extent to which the delivery of the project output has thus far contributed to the achievement of the project outcome and poverty reduction and economic growth;

- 4) Identify limitations and restrictions to the implementation of the project, which affected its performance and measures taken by the Implementing Partner to overcome those difficulties;
- 5) Identify the extent to which gender and disability perspectives were integrated into the project by the Implementing Partner in view of the *United Nations Gender Guidelines for Mine Action Programmes*;
- 6) Identify the extent to which Capacity Development Plan was implemented by the Implementing Partner, especially in the areas of administration, finance and procurement, and recommend future capacity development activities;
- 7) Analyze the actual costs of deliverables in comparison with those initially envisaged in the project document;
- 8) Assess measures taken by the Implementing Partner to ensure visibility of the development partners' contributions to the project;
- 9) Recommend revisions and/or adjustments to the contents of the project document including the key result chain and Monitoring and Evaluation framework, as deemed necessary;
- 10) Recommend corrective measures and measures for the maximization of the delivery of project output that may be implemented by the Implementing Partner for the remaining period of the project; and
- 11) Draw on lessons learnt from the implementation of the project and best practices that may be shared by the Implementing Partner with other programmes in the global mine action community.

**Objective 2** is to provide the relevant stakeholders i.e. the CMAA, UNDP, and members of the Technical Working Group on Mine Action (TWG-MA) with a first independent review on the implementation of the 2010-2019 National Mine Action Strategy. In particular, the review aims to:

- 1) Identify the extent to which the milestone targets and results established under the strategic goals were achieved during the period under review;
- 2) Identify the cost-effectiveness of the Cambodian Mine Action Programme in comparison with alternative mine action programmes with the same intended results in other countries;
- 3) Identify limitations and restrictions to the implementation of the 2010-2019 NMAS, which affected its performance and measures taken by the relevant partners to overcome those difficulties;
- 4) Identify the extent to which gender perspective was integrated into the implementation of the 2010-2019 NMAS by the relevant partners in view of the *United Nations Gender Guidelines for Mine Action Programmes*;
- 5) Recommend adjustments and/or revisions to the contents of the 2010-2019 NMAS and its Monitoring and Evaluation framework, as deemed necessary;
- 6) Recommend corrective measures and measures for the maximization of the achievement of milestone targets and results that may be implemented by the relevant partners for the remaining period of the strategy; and
- 7) Draw on lessons learnt from the implementation of the 2010-2019 NMAS and best practices that may be shared by the CMAA with other programmes in the global mine action community.

This review will be in principle guided by the five Principles for Evaluation of Development Assistance that was adopted by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD), namely *the relevance and fulfillment of objectives, developmental efficiency, effectiveness, impact and sustainability*. *The UNEG Norms and Standards for Evaluation and the UNEG Ethical Guidelines* will also provide for necessary principles.



*Gender equality* perspective will be an important guiding principle for this review. *The United Nations Gender Guidelines for Mine Action Programmes by the UNMAS* will provide detailed perspectives for assessment in this regard. Furthermore, in view of UNDP's capacity development mandate, *capacity development* perspective will also be particularly critical in this assessment.

The integration of the other cross cutting issues (disability, good governance, and human rights) into the activities will also be assessed as relevant.

Review activities will be undertaken through participatory and consultative approach, involving all relevant stakeholders, both *insiders* (managers, contributing development partners and operators) and *outsiders* (beneficiaries and other concerned development partners) and impartiality and independence of the review must be ensured by all the involved throughout the review process.

#### **4) Final Products or Deliverables/Outputs**

By 15 March 2013, the consultant is responsible to deliver **two outputs**:

- 1) A high-quality and result-oriented mid-term review report of the CFR II project; and
- 2) A high-quality and result-oriented first independent review report on the implementation of the National Mine Action Strategy 2010-2019.

**Before the end of the field phase**, the consultant will submit **the 1<sup>st</sup> draft reports** to the UNDP CFR team in Cambodia.

A high-quality and result-oriented mid-term review report of the CFR II project and a high-quality and result-oriented first independent review report on the implementation of the National Mine Action Strategy 2010-2019 will be prepared according to the format and content described below:

- 1) Cover page, containing project identification, entity evaluated, date and author;
- 2) Content;
- 3) Executive Summary – not more than 2 or 3 pages, wherein are presented the major points of analysis, major finding (relevance, impact, effectiveness, efficiency, sustainability, gender equality, capacity development, etc), major recommendations, lessons learnt and best practices, and the principal conclusion;
- 4) Introduction – shall explain the purpose, expected uses of evaluation results, and the structure contents of the report, etc;
- 5) Intervention: - shall include evaluation objectives, scope, coverage, criteria and methodology, and limitation;
- 6) Answered questions / findings;
- 7) Overall assessment – based on the evaluation criteria;
- 8) Conclusions and recommendations, including action item with responsible entity;
- 9) Lessons learnt and best practices; and
- 10) Annexes.

There should be a minimum of the following annexes:

- Evaluation consultant;
- Terms of Reference of the review;

- Glossary and Abbreviations;
- List of persons/organizations consulted;
- List of literature/documentation consulted;
- Evaluation work plan executed;
- Problems and adjustments table; and
- Findings synthesis table with performance rating.

Main text excluding annexes should be maximum **40 pages**.

### **5) Institutional Arrangement**

This review will be administered by the UNDP CFR II team in Cambodia with assistance of a Reference Group consisting of the CMAA, CIDA, AusAid, UNDP Country office and interested TWG-MA members under the coordination by the Evaluation Manager of the UNDP CFR II team.

The Reference Group member's main functions are:

- To ensure that the consultant has access to and has consulted all relevant information sources and documents related to the CFR II project and the 2010-2019 NMAS;
- To validate the evaluation questions developed by the consultant;
- To discuss and comment on notes and reports delivered by the consultant. As necessary, comments by individual group members may be compiled into a single document by the Evaluation Manager and subsequently transmitted to the consultant; and
- To assist in feedback of the findings, conclusions, lessons and recommendations from the review.

The consultant will bring his/her own personal computer to conduct this assessment and will also make his/her own travel arrangement by him/herself i.e. air tickets, accommodation etc.

As necessary, a driver along with a vehicle may be provided by the CFR project to support the consultant during the field phase.

### **6) Monitoring and Progress Controls**

The exact review process will be adjusted by the consultant upon arrival in Cambodia in consultation with the Reference Group. As a minimum the review process will include three phases as follows:

#### **1) Inception phase**

This phase includes review of relevant literature / documents and definition and development of appropriate review methodology and tools. The consultant will develop questionnaires with evaluation questions to be used as well as an interview formats that will be used in the course of the review. [See ANNEX 2 Documents recommended for literature review.](#)

By the end of the Inception Phase, the consultant will submit desk reports to the UNDP CFR II team in Cambodia and the reports will be shared with the Reference Group.

As a minimum the desk reports will:

- Describe the first finding of the study, the foreseen degree of difficulties in collecting data, other encountered and/or foreseen difficulties in addition to their work plans for the Field Phase.
- Present an indicative methodology to the overall assessment on the implementation of the CFR II project and the 2010-2019 NMAS.
- Present each evaluation question stating the information already gathered and their limitations and provide a first partial answer to the question, identify the issues still to be covered and the assumptions still to be tested, and describe a full method to answer the question.
- Identify and present the list of tools (questionnaires, interview formats etc) to be applied in the Field Phase.
- List all preparatory steps already taken for the Field Phase.

## 2) Field phase

This phase contains a briefing at the CMAA in Cambodia including meeting with the Evaluation Manager, and an introductory meeting with Reference Group members, to reconfirm evaluation objectives and issues and to validate evaluation questions and work plans prepared by the consultant.

The introductory meeting will be followed by data collection through surveys, consultations and interviews with the CMAA, UNDP, operators, development partners, beneficiaries and other relevant stakeholders. See [ANNEX 3 Provisional list of interviewees](#).

The consultant will conduct data collection in Phnom Penh and the selected most mine affected provinces i.e. Battambang, Banteay Meanchey and Pailin where CFR II project supports the demining and baseline survey activities.

At the end of field phase, the consultant will debrief on the findings and recommendations to the Reference Group members and receive initial comments / feedback from the Group members. Prior to the debriefing, **the 1<sup>st</sup> draft reports** will also be submitted by the consultant to the UNDP CFR II team in Cambodia.

## 3) Final phase

This phase is for the consultant to process data collected in the field and initial comments received from the Reference Group members during the debriefing at the end of the field phase and submit **the 2<sup>nd</sup> draft reports** to the UNDP CFR II team in Cambodia.

Upon receipt, the Evaluation Manager of the UNDP CFR II team will circulate the 2<sup>nd</sup> draft reports for comments to the Reference Group members.

On the basis of comments expressed by the Reference Group members and collected by the Evaluation Manager, the consultant will amend and revise the 2<sup>nd</sup> draft reports to prepare **the final draft reports**.

By UNDP evaluation principle, the decentralized evaluating report requires to be assessed of its quality by the Evaluation Office (EO), HQs.

Comments requesting methodological quality improvements should be taken into account, except where there is a demonstrated impossibility, in which case full justification should be

provided by the consultant. Comments on the substance of the reports may be either accepted or rejected. In the latter instance, the consultant is to explain the reasons in writing.

The proposed timeframe listed below will be adjusted through consultation between the consultant and the Reference Group.

<b>Timing</b>	<b>Activities</b>
<b>INCEPTION PHASE:</b>	<b>2 weeks (Mon. January 21 to Fri. February 1, 2013)</b>
Mon. Jan. 21, 2013	Receipt of relevant documents and start of literature review, and preparation of evaluation methodology and tools.
Fri. Feb. 1, 2013	Submission of desk reports to the UNDP CFR team and the reports to be shared with Reference Group members.
<b>FIELD PHASE:</b>	<b>3 weeks (Mon. February 11 to Fri. March 1, 2013)</b>
Mon. Feb. 11, 2013	Briefing at the CMAA, followed by an introductory Reference Group meeting, confirmation of evaluation objectives, issues and questions, adjustment of work plan, data collection and analysis, and preparation of <b>the 1<sup>st</sup> draft reports</b> .
Wed. Feb. 27, 2013 at 12:00 pm	Submission of <b>the 1<sup>st</sup> draft reports</b> to the UNDP CFR team and the reports to be shared with Reference Group members.
Fri. March 1, 2013	Debriefing to Reference Group in Cambodia, and receipt of initial comments from the Reference Group.
<b>FINAL PHASE:</b>	<b>2 weeks (Mon. March 4 to Fri. March 15, 2013)</b>
Wed. March 6, 2013	Submission of <b>the 2<sup>nd</sup> drafts</b> to the UNDP CFR team.
Tue. March 12, 2013	Receipt of final comments from Reference Group through the UNDP CFR team.
Fri. March 15, 2013	Submission of <b>the final draft reports</b> for approval by the UNDP CFR team.

### 7) Payment Milestones

Milestones	Payment
Upon submission of desk reports by the end of Inception Phase:	20 % of the total contract amount
Upon submission of the 1 <sup>st</sup> draft reports prior to the end of Field Phase:	40 % of the total contract amount
Upon approval of the final draft reports at the end of Final Phase:	40 % of the total contract amount

### 8) Minimum Qualifications Requirement

Education:	At least advanced university degree i.e. Masters Degree in the field of social science and other relevant fields of study. This requirement can be waived in lieu of the required degree with a first degree combined with the relevant work experience.
Experience:	<ul style="list-style-type: none"> <li>• At least 10 years of programme/project management and policy formulation experience in mine action and/or related field.</li> <li>• Prior projects/programmes/policies evaluation experience is a must. In particular the expert must be fully conversant with Project Cycle Management (PCM) based evaluation work.</li> <li>• Expertise in result-based management, gender equality, and capacity building are also important.</li> <li>• Prior experience with evaluation of projects commissioned by the UNDP and knowledge of Cambodia, in which this evaluation is to be carried out, would be an asset.</li> </ul>
Competencies:	<ul style="list-style-type: none"> <li>▪ Good facilitation and presentation skill.</li> <li>▪ Demonstrated ability to communicate effectively with various partners including the government, civil society, private sector, UN and other development donors and high quality liaison and representation at local and national levels.</li> <li>▪ Excellent organizational and time management skills.</li> <li>▪ Strong interpersonal skills, ability to work with people from different backgrounds to deliver quality products within short timeframe.</li> <li>▪ Be flexible and responsive to changes and demands.</li> <li>▪ Be client oriented and open to feedback.</li> </ul>
Language Requirements:	Full proficiency in English, and excellent report writing skills.

### 9) Criteria for Evaluation of Proposal

Consultants shall submit CV/P-11 together with a short note detailing the proposed approach and envisioned work plan.

<b>Evaluation Criteria</b>	<b>Obtainable Score</b>
Programme/project management and policy formulation experience in mine action and/or related field.	40 points
Prior projects/programmes/policies evaluation experience.	30 points
Expertise in result-based management, gender equality, and capacity building.	20 points
Knowledge on relevant sector development framework of the Royal Government of Cambodia.	10 points
<b>Total score</b>	<b>100 points</b>

## ANNEX 1 Project Profile

<b>Project ID:</b>	00076990
<b>Title of the project:</b>	Clearing for Results II (2011-2015)
<b>Type of the project:</b>	Multi-Donor project
<b>UNDP 2011-15 CPAP outcome:</b>	National and subnational capacities strengthened to develop a more diversified, sustainable and equitable economy (Outcome 1).
<b>UNDP 2011-15 CPAP output:</b>	National structures and mechanisms ensure demining resources are effectively allocated promoting the release of land for productive use by the poor.
<b>Project deliverables:</b>	<ol style="list-style-type: none"><li>1. Mine action policy and strategic frameworks ensure most resources are effectively allocated onto national priorities as defined by the local planning processes and maximize the land available for local development.</li><li>2. The CMAA is equipped with the technical and functional capacities required to manage, coordinate, regulate and monitor the sector within an evolving environment.</li><li>3. At least 35 sq km of contaminated land mapped through Baseline Survey, cleared and released for productive use through local planning and that promote efficiency and transparency.</li><li>4. Cambodia successfully presides over the Anti-Personnel Mine Ban Treaty (APMBT) from 2011 to 2012.</li></ol>
<b>UNDP implementation arrangement:</b>	National Implementation (NIM)
<b>Implementing partner:</b>	The Cambodian Mine Action and Victim Assistance Authority (CMAA)
<b>Other partners:</b>	United Nations Development Programme (UNDP)
<b>Original starting date of the project:</b>	January 1, 2011
<b>Effective starting date of the project:</b>	January 1, 2011
<b>Original ending date of the project:</b>	December 31, 2015
<b>Total resource required (deliverable 1-3)</b>	US\$ 24,152,640
<b>Total allocated resources (deliverable 1-3):</b>	US\$ 18,032,613
Canada:	US\$ 10,000,000
AusAid:	US\$ 6,212,425
TTF / DFID:	US\$ 432,591
Austria:	US\$ 387,597
UNDP:	US\$ 1,000,000
<b>Total unfunded:</b>	US\$ 6,120,027 (as of June 1, 2012)

<b>Total resource required (deliverable 4)</b>	US\$ 504,417
<b>Total allocated resources (deliverable 4):</b>	US\$ 504,417
Canada/DFITA:	US\$ 102,987
Norway	US\$ 219,700
France:	US\$ 42,796
Ireland:	US\$ 70,721
Belgium:	US\$ 68,213
<b>Total unfunded:</b>	US\$ 0 (as of June 1, 2012)



## **ANNEX 2 Documents recommended for literature review**

### **On CFR II 2011-2015 project:**

1. Project Document for the Clearing for Results II 2011-2015 by UNDP.
2. CFR II M & E framework by UNDP.
3. CFR II Annual Work Plan 2011.
4. CFR II Annual Work Plan 2012.
5. Quarterly project narrative reports of the Clearing for Results II (2011-2015) by CMAA.
6. Annual Project Report 2011 of the Clearing for Results II (2011-2015) by CMAA.
7. Annual Project Report 2012 of the Clearing for Results II (2011-2015) by CMAA.
8. Annual project report 2010 of the Clearing for Results I (2006-2010) by UNDP.
9. Final project report of the Clearing for Results I (2006-2010) by UNDP.
10. Evaluation report of the Clearing for Results I (2006-2010).
11. Country Programme Action Plan (CPAP 2011-2015)
12. CPAP 2011-2015 M&E Framework
13. UNDP Annual Report 2011
- 14.

### **On NMAS 2010-2019:**

1. The National Mine Action Strategy 2010-2019 by CMAA.
2. Article 5 Extension Request submitted by the Royal Government of Cambodia under the Anti-Personnel Mine Ban Treaty.
3. NMAS 2010-2019 M & E framework by CMAA.
4. Mine Action in Cambodia (January 2010 – June 2011) by CMAA.
- 5.

### **Additional documents:**

1. Evaluation Policy of UNDP <http://web.undp.org/evaluation/policy.htm>
2. Development Assistance Committee: Principles for Evaluation of Development Assistance, OECD, 1991 <http://www.oecd.org/dataoecd/secure/9/11/31779367.pdf>
3. The UNEG Norms and Standards for Evaluation, United Nations Evaluation Group, February 2012 <http://www.uneval.org/normsandstandards/index.jsp>
4. The UNEG Ethical Guidelines, United Nations Evaluation Group, February 2012 <http://www.unevaluation.org/ethicalguidelines>
5. Handbook on Planning, Monitoring and Evaluation for Development Results, UNDP, June 2009 <http://web.undp.org/evaluation/handbook/>
6. Empowered and Equal: Gender Equality Strategy 2008 – 2011, UNDP, December 2007 <http://www.undp.org/women/docs/Gender-Equality-Strategy-2008-2011.doc>
7. The United Nations Gender Guidelines for Mine Action Programmes, UNMAS, March 2010 <http://www.mineaction.org/overview.asp?o=7>

### ANNEX 3 Provisional list of interviewees

#### 1. CMAA

- 1) Secretary General / National Project Director for CFR II
- 2) Deputy Secretary General for Regulation & Monitoring / Project Manager for CFR II
- 3) Deputy Secretary General attached to the CMAA Vice President
- 4) Deputy Secretary General for Public Relations and Victim Assistance / Chair of the Technical Working Group (TWG) on Mine Action
- 5) Director of General Administration Department
- 6) Director of Regulation & Monitoring Department
- 7) Quality Management Manager of Regulation & Monitoring Department
- 8) Director of Socio-Economic Planning Department
- 9) Deputy Director of Socio-Economic Planning Department for IMSMA
- 10) Gender Focal Point
- 11) Finance and Procurement Advisor
- 12) Mine Action Planning Units (MAPU) officers

#### 2. UNDP

- Deputy Country Director / Programme
- Assistant Country Director / Poverty reduction unit
- Programme Analyst
- Programme Officer (M&E)
- CFR Project Advisor
- CFR Senior Project Officer
- CFR Project & Communication Specialist

#### 3. Accredited operators

- CMAC
- NPMEC
- Halo Trust
- MAG
- CSHD
- BACTEC

#### 4. Other organizations

- 1) NPA
- 2) Handicap International Belgium
- 3) JMAS
- 4) Apopo
- 5) UNICEF
- 6)

#### 5. Development partners

Partners contributing to the CFR II project:

- 1) CIDA

- 2) AusAid
- 3) Austria (by tel)
- 4) DFID through UNDP TTF CPR

Partners contributing to the sector:

- 1) Germany
  - 2) Japan
  - 3) USA
  - 4) Norway (represented by NPA)
  - 5) UK
  - 6) France
  - 7) Spanish Agency for International Cooperation and Development
  - 8)
6. Beneficiaries of mine action services in the selected provinces.
7. Other relevant government ministries / agencies
- 1) MOSVY
  - 2) Ministry of Education
  - 3)

## Annex 3

### Glossary and Abbreviations

AMAP Annual Mine Action Plan  
AP Anti-Personnel  
AP MBC Anti-Personnel Mine Ban Convention  
AVI Australian Volunteers International  
BAC Battle Area Clearance  
BLS Baseline Survey  
CFR Clearing for Results  
CBMRR Community Based Mine Risk Reduction  
CBR Community Based Rehabilitation  
CC Commune Council  
CCM Convention on Cluster Munition  
CCW Convention on Conventional Weapons  
CDMG Cambodian Millennium Development Goal  
CG Consultative Group  
CIDA Canadian International Development Agency  
CIDI Cambodian Initiative for Disability Inclusion  
CIP Commune Investment Plan  
CL Community Liaison  
CMAA Cambodian Mine Action and Victim Assistance Authority  
CMAC Cambodian Mine Action Centre  
CMAS Cambodian Mine Action Standard  
CMVIS Cambodian Mine/ERW Victim Information System  
CRC Cambodian Red Cross  
CRPD Convention on the Rights of People with Disabilities  
DAC Disability Action Council  
DIM Direct Implementation Modality  
DP Development Partner  
DU Demining Unit  
ERW Explosive Remnant of War  
EU European Union  
GC Governing Council  
GDCC Government – Development partners Coordination Committee  
GICHD Geneva International Centre for Humanitarian Demining GMAP  
Gender and Mine Action Programme  
GPS Global Positioning System  
GSI GeoSpatial International  
HALO The HALO Trust  
HI Handicap International  
HMA Humanitarian Mine Action  
ICRC International Committee of the Red Cross  
IMAS International Mine Action Standard  
IMSMA Information Management System for Mine Action  
ISU Implementation Support Unit  
IT Information Technology  
IWDA International Women Development Agency  
JMI Joint Monitoring Indicators  
LIS Landmine Impact Survey  
LR Land Release

MAC Mine Action Centre  
 MADWG Mine Action District Working Group  
 MAG Mines Advisory Group  
 MAFF Ministry of Agriculture, Forestry and Fishery  
 MAPU Mine Action Planning Unit  
 MAX Mine Action Exchange Programme  
 MCTU Mine Clearance Training Unit  
 MDD Mine Detection Dog  
 MDG Millennium Development Goals  
 MoEF Ministry of Economy and Finance  
 MoEYS Ministry of Education, Youth and Sport  
 MoH Ministry of Health  
 MLMUPC Ministry of Land Management, Urban Planning and Construction  
 MoLVT Ministry of Labour and Vocational Training  
 MoP Ministry of Planning  
 MoSVY Ministry of Social affairs, Veterans and Youth Rehabilitation  
 MoWA Ministry of Women Affairs  
 MUC Mine/UXO Committee  
 NGO Non-governmental organisation  
 NIM National Implementation Modality  
 NIS National Institute of Statistics  
 NMAS National Mine Action Strategy  
 MSP Meeting of States Parties  
 NOG National Operating Guideline  
 NPA Norwegian People's Aid  
 NPA-PWD National Plan of Action for People with Disability  
 NPMEC National Peacekeeping Mine and ERW Centre  
 NSDP National Strategic Development Plan  
 OMOL One Man One Lane  
 PBA Programme Based Approach  
 PEG Project Executive Group  
 PLA Participatory Learning in Action  
 PM Prime Minister  
 PMAC Provincial Mine Action Committee  
 PSC Provincial Sub Committee on Land Use in Mined Areas  
 PWD People With Disabilities  
 QA Quality Assurance  
 QAM Quality Assurance Monitor  
 QM Quality Management  
 RCAF Royal Cambodian Armed Forces  
 RGC Royal Government of Cambodia  
 SHA Suspected Hazardous Area  
 SNC Supreme National Council  
 SOC State of Cambodia  
 SOP Standard Operating Procedure  
 STA Senior Technical Advisor  
 TA Technical Assistance / Technical Advisor  
 TAB Technical Advisory Board  
 TADS Technical Assistance to Demining Service  
 TF Trust Fund  
 TW Technical Working Group  
 UN United Nations

UNDP United Nations Development Programme  
UNHCR United Nations High Commissioner for Refugees  
UNICEF United Nations Children's Fund  
UNOPS United Nations Office for Project Services  
UNSC United Nations Security Council  
UNSYG United Nations Secretary-General  
UNTAC United Nations Transitional Authority in Cambodia  
UXO Unexploded Ordnance  
VI Veteran International  
WB World Bank

## **Annex 4**

### **List of Documents**

CMAA, Addressing the landmines contamination in the framework of international obligations (Article 5) and Millennium Development Goals (CMDG9), 29/11/2011, Phnom Penh, Draft report.

CMAA, National Mine Action Strategy 2010 – 2019, November, 2010.

CMAA, Policy Guidelines and Operational Guidelines on Socio-Economic Management of Mine Clearance Operations

CMAA and UNICEF, 'Review and Recommendations for Action for the Mine/ERW Risk Education Programme in Cambodia', Ruth Bottomly and Chan Vicheth, May, 2012

CMAC, Ten Years Achievements and Perspectives, 2010

CMVIS, Monthly Report, December 2012

GICHD, 'A Study of Capacity Development in Mine Action, Case Study of Cambodia', September 2004

GICHD, 'A Study of Local Organizations in Mine Action', November 2004 GICHD, 'Toward a new Mine Action Strategy for Cambodia', August 2008

GICHD, "DRAFT Review Of The Cambodian Mine Action And Victim Assistance Authority (CMAA) 2011-2013 Bidding Processes, March 2013.

Landmine Monitor Report, Cambodia, 1999, 2000, 2001, 2002 and 2009.

RGC, 'Action Plan on Harmonization, Alignment and Results: 2006-2010' RGC, 'Cambodia Millennium Development Goals'

RGC, 'Royal Decree CMAA 19/10/2008'

RGC, 'Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction, Reporting Format for Article 7, 2011 Report'

RGC, 'Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction, Request for an extension of the deadline for completing the destruction of anti-personnel mines in mined areas in accordance with Article 5, August 2009'

RGC, 'Law on the Protection and the Promotion of the Rights of Persons with Disabilities', July 2009

RGC, 'National Plan of Action for Persons with Disabilities, including Landmine/ERW Survivors, 2008 – 2011', Final Version November, 2008

RGC, 'Partnership Principles for the Implementation of the National Mine Action Strategy 2010-2019 as a single Framework for Mine Action related Assistance', TWG-MA

RGC, 'Rectangular Strategy for Growth, Employment, Equity and Efficiency', Phase II

RGC, 'The National Strategic Development Plan (2006-2010)'

UNDP, Mid-Term Evaluation of the UNDP Project: "Clearing for Results: A Partnership for Landmine Action in Cambodia", Gomer L., Paterson T., Creighton M., October – November 2008.

United Nations, 'Convention on the Rights of Persons with Disabilities and Optional Protocol'



## ANNEX 5

### MTR Work Plan

Date	Location	Activity	Participants
<b>Inception phase</b>			
Jan 21 to 31	Consultant's Office	<ul style="list-style-type: none"> <li>Receipt of documents listed in the ToR and as many of the additional documents proposed in the methodology as possible.</li> <li>Follow-up regarding any clarifications required</li> <li>Preparation of evaluation methodology and tools</li> </ul>	UNDP CFR Team, Reference Group, operators
Feb 1	Consultant's Office	<ul style="list-style-type: none"> <li>Submission of desk reports</li> </ul>	UNDP, Reference Group
<b>Field phase</b>			
Feb 10	Phnom Penh	Arrival	Consultant
Feb 11	Phnom Penh	Briefing at CMAA and with Reference Group	CMAA, UNDP, Reference Group
Feb 12-15	Phnom Penh	Interviews with UNDP, CMAA, and implementing organisations	UNDP project staff, CMAA managers, HI, and HALO Trust
Feb 17-22	Phnom Penh, Battambang, Banteay Meanchey, and Pailin	Field visits with CFR II operators, MAPU staff, Village Chiefs, and beneficiaries	Operators, CMAA, UNDP
Feb 25-28	Phnom Penh	Interviews with operators (CFR II and others), Ministry Reps and development partners. (Certain development partners opted for written submission to questions).	Ausaid, CMAC, MAG, NPMEC, MoSOVY
Feb 28	Phnom Penh	Submission of report summary	UNDP CFR Team and Reference Group
Mar 1	Phnom Penh	Debriefing and reception of initial comments	UNDP CFR Team and Reference Group
Mar 1	Phnom Penh	Departure	Consultant
<b>Final phase</b>			
Mar 8	Consultant's Office	Submission of 1 <sup>st</sup> complete draft report	UNDP CFR team

## Annex 6

### Field Mission for C4R Mid-Term Review To Battambang, Banteay Meanchey and Pailin From 17--22 February 2013

#### Schedule

Date	Activity	Comments
17 February	Travel from PNP to Banteay Meanchey (BMC)	
18 February	– 0800: meeting with MAPU of BMC at MAPU office	
	– 0900: meeting with CMAC DU#1 manager and operation staff at DU#1 office	
	– visit CMAC clearance site	BS/CMAA/
	– visit cleared sites and interview beneficiaries	BS/CMAA/21666 BS/CMAA/21643
	– travel to Battambang (BTB)	
19 February	– 0900: meeting with CMAC DU#2 manager and operation staff at DU#2 office	
	–	
	– visit cleared school and housing area	BS/CMAA/40308
	–	
	– visit agricultural site (K5 belt) former road	BS/CMAA/40310
	– Meeting with MAPU of BTB at MAPU office	
20 February	– Visit cleared site BTB, school and housing	
	– Visit cleared site BTB, agricultural area, former road (K5 belt)	
	– travel to Pailin (PLN)	
	– 14:30 Meeting with NPMEC PLN	
21 February	– 0800: meeting with MAPU of PLN at MAPU office	
	– 0900: meeting with NPMEC site manager and operation staff at MAPU office	
	– visit cleared sites and interview beneficiaries	
	– travel to BTB	
22 February	Travel from BTB to PNP	

## Annex 7

### Current Status of 2012 Work Plan Activities Outlined for Deliverable 1

<ul style="list-style-type: none"> <li>• <b>Building further the stage for a Programme-Based Approach in the Mine Action Sector by holding 2 Technical Working Groups (TWG).</b></li> </ul>	<p>The two TWG meetings were held, however, interviews with operators and development partners indicated that these meetings were not dynamic in nature but instead formal presentations that did not invite any type of joint planning or strategising for the sector. In addition, one development partner added the view that not all comments or decisions of the working group were being captured for followed-up in a formal way. Overall, it seems little progress is being achieved towards the type of "Team Approach" and strategic directions for the sector that Deliverable 1's strategy promotes.</p>
<ul style="list-style-type: none"> <li>• <b>Implementing a TWG Work Plan and Joint Monitoring Indicators (JMI)</b></li> </ul>	<p>There is a need to better define what the role for TWGs is to be for the mine action sector. Currently the formal communication from the CMAA outward to participants will not address the need to have a more dynamic forum for coordination between actors in the sector. In addition, the role of the TWG as a high level forum for information dissemination on the achievements of the mine action sector is handicapped by the fact that there is no Annual Mine Action Plan (AMAP) for the sector. The question of JMI and what they refer to is unclear in this case – whether they refer to the AMAP or the NMAS.</p>
<ul style="list-style-type: none"> <li>• <b>Promoting the signing of the Partnership Principles and joint programme formulation with development partners.</b></li> </ul>	<p>Partnership Principles have been signed by 7 donor countries, but not all major contributors are willing to sign – another method of bringing these donors into a coordination structure needs to be found. In terms of the formulation of a programme with development partners, this has been increasingly focused on the CFRII project alone. At a time when the number of CFRII project donors are shrinking, the "joint" programme formulation risks becoming "bilateral" or "unilateral".</p>

<ul style="list-style-type: none"> <li>• <b>Finalising and applying a new process for programmes and projects.</b></li> </ul>	<p>A programme process has been designed for mine action projects. However, this process is not being implemented in the manner it was intended to function. There are a number of barriers that are leading to this situation according to interviews with operators (such as confusion on the part of operators regarding what is required, difficulty seeing relevance of submitting projects to CMAA that have been on-going for years, and questions over the legitimacy of the process when substantial money is being contributed bilaterally). Fundamentally, barriers are linked to the fact that this type of role has never been exerted by CMAA and initiating such a process in a country where mine clearance has been operating for 2 decades should be done in a more practical fashion where operators can see some added value in participating. (See Annex 9 for a sample Mine Action Planning Form)</p>
<ul style="list-style-type: none"> <li>• <b>Enhance national cross-sector coordination for the implementation of the NMAS through quarterly workshops with operators and line ministries and an annual Mine Action Conference.</b></li> </ul>	<p>There is little visible evidence of cross-sector coordination. There are some Technical Reference Groups (a total of 10) set up to coordinate the different technical areas. However, the TRGs meet very rarely and with few practical results when they do, according to operators. The annual Mine Action Conference does not appear to occur on a regular basis.</p>
<ul style="list-style-type: none"> <li>• <b>Strengthening coordination between MAPU and CMVIS at sub-national levels</b></li> </ul>	<p>MAPU and CMVIS coordination does happen to a certain extent due to the fact that they are generally co-located in mine-affected provinces where are both working with mine affected communities therefore they are often overlapping in terms of their areas of interest. It would be more practical to share the same office in order to see a closer coordination and possibly more efficient use of infrastructure, however, given the lack of resources in MAPU offices makes this a less desirable possibility for the moment. CMVIS continues to be located with the Cambodian Red Cross. This provides a <i>de facto</i> coordination with a major actor in the disability sector and a stable infrastructure to house the CMVIS database. At this stage existing coordination does seem to satisfy the information needs that each organisation has.</p>
<ul style="list-style-type: none"> <li>• <b>Conducting cross-departments joint-missions to assess priorities and gaps.</b></li> </ul>	<p>No documentation, or policy information that resulted from such cross-departmental</p>

	assessment of gaps was available. This does not seem to have occurred in a structured way. However, the CMAA does conduct regular staff retreats that do seem to provide an opportunity for inter-departmental discussions and coordination.
<ul style="list-style-type: none"> <li>• <b>Strengthen mine action planning by compiling a mine clearance work plan.</b></li> </ul>	Provincial work plans for mine clearance exist as a component of the MAPU process. These plans consist of a list of suspected mined areas that will be demined by operators in the coming year, and timelines for these activities. This is already a significant achievement. However, in order to address the objective of establishing national coordination for mine/ERW clearance, a national work plan that makes the linkages between
<ul style="list-style-type: none"> <li>• <b>Formulating in a consultative manner, a 3-year rolling plan for MOP</b></li> </ul>	No indication that this has been completed.
<ul style="list-style-type: none"> <li>• <b>Enhancing CMAA's capacities to monitor and disseminate progress on JMI, CMDG and NMAS</b></li> </ul>	Regular progress reports and analysis of JMI will be facilitated by the development of an annual sector-wide plan for mine action that is linked to these broader documents. As the process of planning is carried out, the fact that operator activities are contributing to the objectives and outcomes in the NMAS and broader policy documents such as the CMDG and the Rectangular Strategy, will be analysed in advance. As implementation of the national plan is tracked progress on this more general frameworks should be easily and quite automatically calculated.

## **Annex 8**

### Case Studies: Battambang, Banteay Meachey, and Pailin

#### **Banteay Meanchey :**

##### **Banteay Ti Muoy village :**

Clearance carried out benefitted 5 families who work the land. Beneficiaries who were present (Lat Sek, 22 years old ; Sun Vet, 24 years old; Kim Chok, 56 years old ; Chan Sary, 58 years old ; and Nhom Sarun, 56 years old) explained that the cleared land provided them with incomes that they would otherwise not have. Chan Sary is a mine victim whose accident did not happen on this land, but in another mined area in the province. The village chief was subsequently interviewed as well regarding the process of requesting clearance through the Commune, using the MAPU process.

The rich land cleared in Banteay Ti Muoy village benefitted 5 families. Some of the land was appropriate for growing rice, while other plots that were higher ground are now fields of cassava and melons.

One of the farmers explained that he harvested 3 times from the land, approximately 30 tonnes of cassava each time, which translates into approximately \$1,500.00 per harvest at today's prices for cassava. Another farmer estimated that his harvest was approximately half, at 15 tonnes of cassava. Rice cultivation generated less income, but provided food for the family and other labourers. Another beneficiary explained he was growing sweet melons for export and generating about \$3,000 per year from this crop. All these beneficiaries explained that this land was the only land they could access. Other options would be to work as migrant workers in Thailand or to work as labourers on another plot of land.

There are still mined areas associated with the village. In 2011, there was one AT mine accident, while in 2012 there were no accidents. Thus far in 2013 a cow was killed by an AP mine – the loss of which would have seriously affected the owner's income in such a poor area.

##### **Tuol Pongro village :**

Four families that had benefitted from the clearance of the site at the back of the photo – beside another area previously cleared. The Chief of Tuol Pongro highlighted the fact that the standard of living in the village had increased substantially since clearance began, but he emphasised that more clearance is still required. As a result, he extended his sincere thanks to the donors that had made clearance possible for the village.

Beneficiaries present included: a young man Phim Veth (32 years old), a woman Pih Pheap (56 years old), and a man Thim Sary (30 years old). The fourth family was not represented. This land was being used to cultivate rice in the rainy season and yields had been good, according to the users. In the absence of the land, the families would have to find work in Thailand as labourers. In between

harvests they still used the time to gain extra income in Thailand but this was generally for a much shorter time since the land had been cleared.

### **CMAC Clearance site BS/CMAA/23786 in progress (February 19, 2013)**

The site visit was almost completed and CMAA QA/QC was on site for the verification prior to completion (estimated for the following day). The area around the affected village was high impact area, with as many as 84 minefields associated with the village. Of these, 32 had already been cleared and a total of 1,280,000 m<sup>2</sup> had been released. Another 2,470,000 hectares had yet to be cleared. There is a total of 580 families in the village, with a population of 2,025. Female heads of household make up 21 of these families.

Clearance of this minefield is meant to benefit 4 families who will use the area for agriculture. During the first 12 days of clearance operations, 10 AP mines and 4 other ERW were removed from the area by CMAC. Clearance was scheduled to finish on the 13<sup>th</sup> day. A total of 57,724m<sup>2</sup> will be handed back to the village in a ceremony that includes the village chief, beneficiaries, other members of the village, the clearance organisation (CMAC) and a MAPU representative.

### **Battambang**

#### **Trav Chur village**

The village was the site of several mine accidents, where 2 individuals were killed and 4 mine survivors were injured. In excess of 10 minefields were associated with this village. They have not all be cleared yet.

Village Chief of Trav Chur, Mr. Ten Samon (63 years), and Mr. Phan Sinat, the village school principal (34 years), described how the school managed to get some development money to rebuild their old school that was next to a suspected mined area. Clearance of the suspect area was requested on an emergency basis and the area received clearance to allow the new school to be built. Now the 220 students in the school can play in the yard without fear of mines. The school principal explained that having a dangerous area just next to the old school was extremely concerning to him. All 109 girls and 111 boys receive mine/ERW risk education, however, the risk was always present for the school's staff.

Clearance of the site beside the school did not find mines, but did discover 4 ERW. These could have been lethal toys if children had found them and tried to play with them.

Clearance for housing for 2 families that were waiting for land to build a house allowed two mothers, Seang Vatu (22 years) and her sister build a house for their 7 children while the father of the children was working in Thailand to make money for the family. Now 5 to 6 families are living in the small house and a small shack built beside, while the male members of the households are in Thailand working for 5 months at a time.

The same village is the site of several agricultural areas that have been demined. Preuk Rotu, a

year man was ploughing new areas of his field that extended into the woods when he saw some



mines. A Russian POMZ AP mine and an AT mine were visible, since he used to be a soldier, he recognised the mines and stopped his work. His land and the land of Poush Vun, 58, were cleared by CMAC. This band of AT mines that followed the base of the hill was a former road that had been cleared. This strip of mines is gradually being cleared as farmers are pushing toward the hill and expanding their agricultural area. Mr. Vun declared that the cleared land represented another \$700 of income per year for his family, while Mr. Rotu cited the fact that he could now grow one more crop per harvest.

## Annex 9

### Proposed Structure of CMAA Coordination Meetings in the Context of Annual Planning

#### Technical Working Group (TWG)

##### **Membership :**

All relevant stakeholders (CMAA and RGC line ministries, operators, and development partners)

**ToR:** This is a high-level formal meeting which sits inside the RGC's broader consultation structures. The RGC is represented as a senior level therefore the Minister or Secretary General of the CMAA presides formally. The TWG targets coordinates the sector across government ministries and with development partners, led by UNDP. Operators are currently represent by one operator, HALO Trust.

##### **Meetings :**

- Regular meetings would be held:
  - 1) to present **draft Annual Mine Action Plan (AMAP)** and discuss it (end of year);
  - 2) to **review achievements and difficulties** of the implementation of the previous year's mine action plan and NMAS and circulate final AMAP (beginning of the year).
- Ad hoc meetings would be called as necessary

#### Resource Mobilisation Meeting

**Membership:** CMAA, operators, and development partners

**ToR:** This is a high level meeting of donors from capitals as well as from local embassies. The aim is to get the most senior representation as possible therefore it should be chaired at ministerial level, if possible, to attract the maximum donor attention. Donor visits could be organised around this meeting in order to attract better participation.

##### **Meetings:**

This meeting is specifically oriented to address **resource mobilisation** with donors from inside Cambodia, but also invited from outside (in first quarter of the year). This meeting is entirely focused on uniting donors behind the consolidated AMAP and convincing them of the value of supporting mine action.

#### Annual Planning framework (APF)

**Membership:** CMAA (SEPD, PR/MRE, VA, and R&M staff), MAPU, operators in each given field of action, selected development partners

**ToR:** This is a series of working level meetings that focuses uniquely on issues related to **producing the Annual Mine Action Plan** by developing planning documents at the level of

each component of the mine action programme. These meetings are chaired by CMAA Deputy Secretary-General level or below. The essential element of these meetings is to foster dynamic discussion about the strategy to

be adopted in each component based on analysis. Also, expected outputs and outcomes for each component should be established (they should be related to NMAS Goals).

#### **Meetings:**

- *Meetings to Compile Document:* This series of meetings of the CMAA focal points would bring together component plans into one draft document. A CMAA “AMAP Coordinator would be nominated who would shepherd the development of the plan and be responsible for its elaboration. The first draft would be present to operators and relevant stakeholders at a technical level who have participated in the component planning meetings. This would be carried out during a special meeting setting or by email discussions.
- *Component Planning:* Meetings would be held to develop each component plan. The list of participants will depend on those involved in the particular component. The Coordinator for the Component should decide the attendance.
  - *Survey and Clearance Meeting:* Presentation by each accredited operator of their plan for the year, with a consolidated presentation of the national plan compiled by SEPD. (Coordinator SEPD)
  - *MRE Meeting:* Presentation by each accredited operator of their plan for the year, with a consolidated presentation of the national plan compiled by PR/MRE (Coordinator PR/MRE)
  - *Victim Assistance Meeting:* Since this component is coordinated by MoSVY, they would be responsible for elaborating the planning process and submitting a draft plan to the CMAA. The CMAA VA Department would follow the process and take on the responsibility of working with MoSVY to adapt the plan to fit the
  - *Advocacy Meeting:* Presentation by each relevant organisation of their plan for the year, with a consolidated presentation of the national plan compiled by PR/MRE
  - *Coordination Meeting:* Presentation of the various thematic departments in CMAA regarding the coordination component of the AMAP. (It is important for the Coordination function to be reflected in the plan in order to include this component in the overall budget for the sector.)

\* Operator/organisation plans would likely be requested by the CMAA AMAP Coordinator through email in advance of the meetings, for review by the Coordinator of each component plan and verify budgets are linked to activities.

#### **Technical Reference Groups (TRG)**

**Membership:** CMAA (R&M, QA/QC, PR/MRE, and VA staff), technical staff of operators, MAPU, interested development partners.

**ToR:** These are working-level groups where technical issues that have been revealed by monitoring mechanisms or raised by operators, are discussed. An agenda of issues should be established in advance of these meetings, unless an ad hoc meeting is called to address an emergency issue that cannot wait for a regular TRG meeting. These meetings should be chaired by a CMAA staff member with technical expertise on the subject at hand (or MoSVY in the case of VA)

#### **Meetings:**

All meetings should take place at least every 6 months, unless otherwise agreed by participants, except for Special Thematic TRGs that should occur as required only (e.g. demining accident

reports relating to important safety issues).

*Survey and Clearance:* Issues pertaining to the implementation clearance (manual mine clearance, mechanical, mine detection dogs, battle area clearance, explosive ordnance disposal), as well as survey (technical and non-technical) would be discussed in this forum. As well, upcoming studies, events, trials, would be communicated during these meetings with preparations coordinated if necessary. CMAA monitoring and evaluation reports would be shared as a matter of course during these meetings. The meeting would likely be chaired by the R&M Department.

*MRE:* Issues pertaining to the implementation of MRE projects would be raised and discussed. Information from the CMAA's MRE planned monitoring framework would be shared with the group.

*Victim Assistance:* Issues related to the implementation of assistance to persons with disabilities, with a special focus on mine survivors and their families. The meeting would be co-chaired by CMAA and MoSVY

*Communications, Public Relations and Advocacy:* Issues related to the on-going implementation of communications, public relations and advocacy, such as planning for the Annual Mine Awareness Day and receiving delegations from donors or other mine action programmes. A calendar of events would be prepared on for the coming year and updated at each meeting, including the dates for upcoming TRG, AFP, and TWG meetings. The CMAA PR department would chair the meeting.

*Special Thematic TRG:* This meeting encompasses all issues in the above categories that are time-dependent and urgent in nature, such as demining accident reports relating to important safety issues, or an imminent high level donor visit. The meetings would be called by the CMAA on their own initiative or potentially at the request of an operator or development partner. The chair of the meeting will depend on the theme to be discussed.

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CMAA: Cambodia Mine Action and Victim Assistance Authority  
MoSVY: Ministry of Social Affairs, Veterans and Youth Rehabilitation  
MRE: Mine Risk Education  
PR: Public Relations Department  
R&M: Regulation and Monitoring Department  
SEPD: Socio-economic Planning Department

## **Annex 10**

### **Mine Action Planning form 2014**

#### **Organisation:**

#### **Proposed contribution to the NMAS:**

(Describe the areas of action you plan to engage in during 2014 – such as MRE, mine clearance, BAC, EOD, — and why you have chosen to focus on those areas, keeping in mind the framework of the NMAS)

#### **Overall Capacities:**

(number of teams/assets that you expect to deploy for each activity type)

MRE:

Mine Clearance:

Manual:

Mechanical :

MDD :

Battle Area Clearance:

EOD:

#### **Geographic areas (provinces/districts, communes):**

(Include a map if possible)

#### **Concept of operations:**

(i.e. how the execution of these different activities together will result in an efficient and effective use of resources):

#### **Planned Outputs**

#### **Resources Required/Mobilised**

(if possible broken down by type of activity, e.g. mine clearance, BAC, MRE etc...)

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- **A Plan for Clearance**
  - **Mine Clearance and the National Mine Action Strategy**
  - **Cambodia's Operational Approach to Mine Clearance through Land Release**
  - **Cambodia's Mine Clearance Capacity**

#### National Organisations

CMAC  
NPMEC

#### International Organisations

HALO Trust  
JMAS  
MAG  
Cambodia Self Help Demining  
Sterling

#### Mine/ERW Risk Education

- **Analysis of Areas at Risk**
- **A Plan for MRE**
  - **MRE and the National Mine Action Strategy**
  - **Approach to Preventing Accidents in Cambodia**
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#### National Organisations



Ministry of Education  
CMAC

International Organisations

HALO Trust  
MAG  
HI

Victim Assistance

- **Analysis of the Population of Mine/ERW Survivors**
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Concluding remarks

## Annex 11

### CFRII Monitoring Matrix

Indicators to Monitor from Project Result Resources Framework	Project Related Activities	Responsible/ Focal point CMAA Department	Baseline data	Annual Target and results						
				2011	2012	2013	2014	2015		
<b>Outcome 1: By 2015, national and sub-national capacities strengthened to develop more diversified, sustainable and equitable economy</b>										
% of land cleared from mines annually through local planning process used for agriculture	Output 1	SEPD	50% (2009)	Targets	60%	70%	70%	70%	70%	
				Results	29.2%	7				
No. of countries that benefit from Cambodia on demining	Output 1, 2, 5	PR	4 (2009)	Targets	2	2	2	2	2	
				Results	3	5				
<b>Output 1: Mine action policy and strategic frameworks ensure most resources are effectively allocated onto national priorities as defined by local planning processes and maximize the land available for local development</b>										
% of land cleared from mines annually through local planning process used for agriculture	Activity 1, 2, 3, 4	SEPD	50% (2009)	Targets	60%	70%	70%	70%	70%	
				Results	29.2%	?				
Percentage of funding for mine action that is endorsed by CMAA	Activity 1, 2, 3, 4	PR	0% (2010)	Targets	40%	50%	60%	70%	80%	
				Results	USD 2.8M	USD 4M				
Capacity of the CMAA to lead the implementation of the NMAS annually NMAS annual workplans (2 points) + progress reports (2 points) + NMAS integrated gender sensitive M&E system in place and endorsed by the TWG during Year 1 and sustained during Year 2-5 (1 point).	Activity 1, 2, 3, 4	HVD	0 point (2009)	Targets	3	5	5	5	5	
				Results	3	3				
<b>Output 2: The CMAA is equipped with the technical and functional capacities required to manage, regulate, coordinate and monitor the sector within an evolving environment</b>										
% of annual tasks conducted in accordance with the MAPU workplan	Activity 5, 6, 7, 8, 9	SEPD	45% (2009)	Targets	50%	65%	70%	80%	90%	
				Results	70%	79%				
% of beneficiaries from mine clearance that are women and PWD	Activity 5, 6, 7, 8, 9	SEPD/VA	48% women; XX% (2010)	Targets		50% XX%	51% XX%	52% XX%	54% XX%	
				Results	48.8% -3%	?				
<b>Output 3: At least 35 sq km of contaminated land mapped through Baseline Survey, cleared and released for productive use through local planning and that promote efficiency and transparency</b>										
Reduction in the number of landmine casualties in Battambang, Banteay Meanchey and Pailin	Activity 10 and 11	SEPD/R&M	8% (2010)	Targets	10%	10%	10%	10%	10%	
				Results	32%	43%				
Million Square meters released using CFR resources	Activity 10 and 11	SEPD/R&M	37 (2010)	Targets	7	7	7	7	7	
				Results	13.8	9.7				
<b>Output 4: Cambodia successfully preside over the APMBC in 2012</b>										
No. of universalization visits	Activity 12	HVD	2 (2010)	Targets	2	2	N/A	N/A	N/A	
				Results	3	4	N/A	N/A	N/A	

# CMAA Secretariat General structure

