

FINAL PROJECT REPORT

United Nations Development Programme

Cambodia

Clearing for Results

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Acronyms

AECID	Spanish Agency for International Development Cooperation
APM	Anti-Personnel Mine
APMBT	Anti-Personnel Mine Ban Treaty
ATM	Anti-Tank Mine
AVI	Australian Volunteer International
BACTEC	Battle Area Clearance, Training, Equipment and Consultancy
BLS	Baseline Survey
CCM	Convention on Cluster Munitions
CDRI	Cambodian Development Resource Institute
CFR 2	Clearing For Results phase II
CFR	Clearing For Results
CMAA	Cambodian Mine Action and Victim Assistance Authority
CMAC	Cambodian Mine Action Center
CMAS	Cambodian Mine Action Standards
CMDGs	Cambodian Millennium Development Goals
CPAP	Country Programme Action Plan
DEX	Direct Execution
DFID	UK Department for International Development
DIM	Direct Implementation
EC	European Commission
ERW	Explosive Remnants of War
GICHD	Geneva International Center for Humanitarian Demining
HR	Human Resources
IMSMA NG	Information Management System for Mine Action, New Generation
ISU	Implementing Support Unit of the APMBT
IWDA	International Women Development Agency
MA	Mine Action
MAPU	Mine Action Planning Unit
MASG	Mine Action Support Group
MBPI	Merit Based Pay Initiative
MDGs	Millennium Development Goals
MRE	Mine Risk Education
MTR	Mid-Term Reviews
NCR	Non-Compliance Record
NIM	National Implementation
NMAS	National Mine Action Strategy
NPA	Norwegian People's Aid
NPMEC	National Center for Peacekeeping Mine/ERW clearance
NSDP	National Strategic Development Plan
PBM	Project Board Meeting
PMAC	Provincial Mine Action Committee
POC	Priority Operating Costs
PP	Partnership Principles
QA	Quality Assurance
R&M	CMAA Regulation and Monitoring department
RCAF	Royal Cambodian Armed Force
RGC	Royal Government of Cambodia
SE	CAA Socio-economic Department
SEPD	Socio-economic, Planning and Database Management Department
SG	Secretary General
SIDA	Swedish International Development Cooperation Agency

TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UXO	Unexploded Ordnance

Executive summary

Clearing for Results (01/2006-03/2011) has enabled the Cambodian Mine Action and Victim Assistance Authority (CMAA) to make considerable advancements in leading the sector towards greater efficiency, accountability and the targeting of mine clearance resources on development priorities.

Guidelines were disseminated for provincial authorities to prioritize and monitor clearance based on community needs (also known as the PMAC/MAPU¹ process); a National Mine Action Strategy (NMA) covering the period 2010-2019 was developed and the CMAA during the last 18 months of the project led the development of key initiatives such as the Baseline Survey and Land Release Policy/Standards which have the potential to dramatically improve the effectiveness of the sector in the future. These achievements clearly demonstrate CMAA's increased capacity in policy making, strategy formulation and monitoring of mine clearance. Indeed, by the end of the project, the CMAA was equipped with a solid regulatory capacity both at policy and operational levels; ensuring timely collection of mine clearance data and overseeing a bottom-up system to plan and monitor the prioritization of mine clearance tasks.

The project has also contributed directly to the clearing of mine/ ERW affected land for communities in support of local development. A total of 40,355,280 square metres of mine and ERW affected land were cleared by the Cambodian Mine Action Center (CMAC) based on priorities established at provincial and local level. In addition, the project contributed to the collection of survey data by CMAC and Halo Trust across 23 districts. The CMAA has also been increasingly engaged in the management of Clearing For Results demining resources by taking part in the development of terms of reference for demining work, the assessment of project proposals for demining and the monitoring of demining activities; which has provided CMAA with a greater understanding of its role in the coordination and management of resources allocated to the sector. UNDP and CMAA partnership in overseeing UNDP-managed demining resources also enabled CMAC to make considerable advancements in the management of resources and increased compliance to national mine action systems and standards.

Clearing for Results is a convincing demonstration of how a combination of strong Government ownership, targeted capacity development support and the delivery of services (i.e. demining) can lead to substantial impact in the management of a sector towards greater accountability, transparency and cost-efficiency.

Clearing for Results is an example of constructive partnership between UNDP, the RGC and development partners that has yielded substantial development results. UNDP believes this example will serve as a model to other mine action programmes in the world, as well as other partnerships in Cambodia to accelerate progress towards the MDGs.

¹ Provincial Mine Action Committee/ Mine Action Planning Unit

I. Context

Cambodia is one of the countries in the world most affected by landmines and UXOs. The Royal Government of Cambodia (RGC), in line with a 2004 joint donor evaluation of the sector, estimated that most of the negative socio-economic impact of landmines could be dealt with by clearing 427 square kilometers of high priority land over the next 10 to 15 years. The 2004 evaluation also noted that funding mechanisms for mine action do not promote efficiency or accountability. Finally, the Cambodian Mine Action Authority (CMAA) was found generally weak and ineffective, handling too many responsibilities and lacking confidence from donors and demining operators.

Mine Action is an essential component of the Government's rectangular strategy, with close linkages to land reform and agriculture development. It was also prioritized in 2003 as the 9th Cambodian Millennium Development Goal.

The continued UN/UNDP commitment to Mine Action in Cambodia is reflected in the UN Development Assistance Framework and in the UNDP Country Programme 2006-2010. UNDP's objective is to strengthen processes in mine action, with emphasis on making land available to the rural poor.

The project introduces a new multi-donor funding facility for mine clearance, which has been designed to address current efficiency and transparency issues, support a systematic integration of mine clearance with national and provincial development plans and programmes, and follow the principles of the "*Declaration by the Government of Cambodia and Donors on Harmonization and Alignment*", signed on 2 December 2004.

The project focus was around two outputs:

1) Improved mechanisms for funding mine clearance that promote efficiency, accountability, and the targeting of mine clearance resources on development priorities established at national, provincial and local levels.

Under that output, project activities included:

- Establishing and operating a new fund to support demining operations with (1) a new approach to funding the Cambodian Mine Action Center (CMAC) that promotes a clearer focus on development results and cost-efficiency and (2) the possibility of competitive bidding;
- Developing and implementing a strategy for the mobilization of resources from like-minded donors for results-based demining work;
- Building national capacities to provide independent quality assurance
- Dedicating the fund's resources to national and provincial priorities established through a Government-led, decentralized, participatory planning process.

2) Strengthened capacities for mine action policy-making, strategy formulation and prioritization for mine clearance tasks in accordance with development priorities established at provincial level.

Under that output, project activities included:

- Elaborating in further details the areas of highest socio-economic return to demining investments and the related assessment and prioritization methodology in collaboration with CMAA and MAPU/PMAC
- The project will support capacity development and management reforms in the Cambodian Mine Action Authority (CMAA) to strengthen the national and provincial planning and monitoring capacities, and the capacity of CMAA to reach out to other Government and development agencies to jointly ensure maximum development returns on mine/UXO clearance investments.

- The project also intends to support national policy-making and strategy formulation, through the establishment of a consulting facility to provide independent expert advice to CMAA and the Technical Working Group on Mine Action.

The project was implemented by UNDP in partnership with CMAA, CMAC and other partners. Through effective mine clearance activities, the project was to directly contribute to the improvement of people's livelihood and agriculture opportunities in mine affected areas.

II. Performance review

Progress review

1. Overall progress towards the UNDAF outcome

Country Programme Outcome: *"Increased and equitable access to and utilization of land, natural resources, markets, and basic services to enhance livelihoods".*

Country Programme Output: *"Strengthened processes in mine action with emphasis on making land available to the rural poor men and women."*

The 2006-2010 UNDAF recognized agriculture and rural poverty has a major result area in line with the Government's Rectangular Strategy. The clearance of more than 40 square kilometres of land in rural areas has directly contributed to increasing the access to land and natural resources to enhance livelihood opportunities. In addition, the significant capacity gains that have been achieved at the CMAA have enabled to strengthen processes for mine action planning and monitoring and therefore greater transparency and cost-efficiency in making land available to the rural poor men and women.

2. Overall progress towards the CPAP outcome and output(s) relating to your project

PROGRESS TOWARDS COUNTRY PROGRAMME (CPAP) OUTPUT

Output 4.3. National capacities enhanced to manage the mine action sector			
Output Indicators	Baseline (month/year)	Target (month/year)	Final status
Socio-economic guidelines drafted by CMAA and MAPU	No (2006)	Yes (2007)	Yes
Number of quality assurance visits by CMAA to mine clearance sites per year	0 (2005)	1,200 (2010)	5,272 (2008-2010)
Million of sq. m of land area cleared using project resources	0 (2006)	25 (2010)	40.3

PROGRESS TOWARDS COUNTRY PROGRAMME (CPAP) OUTCOME

Outcome 4: National and local authorities are able to promote pro-poor investment and expand economic opportunities			
Outcome Indicators	Baseline (month/year)	Target (month/year)	Current status (month/year)

% of land cleared under CMAA oversight put to productive use	No baseline	Socio impact assessment of cleared land will define the baseline	Jan 2011 Socio impact assessment methodology and indicators being defined
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**Although data on the total land that has been put into productive use are not yet available, the project has been building CMAA's capacity to conduct post-clearance land use monitoring since 2007. An assessment in 2009 of 468 sites cleared (1/4 of all cleared sites) covering a total area of nearly 24.7 square kilometers shows that 56% of land cleared was used for agriculture purposes, 17% benefitted road construction work, 7% for housing & agriculture, 13% for housing and 7% for other purposes benefiting some 30,000 families in rural areas.*

Considerable advancements were made in enhancing national capacities to manage the mine action sector. Guidelines were disseminated for provincial authorities to prioritize and monitor clearance based on community needs (also known as the PMAC/MAPU² process). A Quality Assurance Capacity was created and deployed from 2008 which conducted more than 5,000 field visits since 2008. Two additional Quality Assurance teams were deployed in 2009 to respond to the Baseline Survey requirements. In addition, more than 40 square kilometers were cleared using project resources and put to productive use. Post-clearance monitoring data for the period 2007-2011 (March) indicate that most land cleared is used for agricultural development with a lesser proportion for road construction, housing and other use.

3. Capacity development

The Mid-Term Reviews (MTR) found that the project has been pivotal in consolidating the institutional and operational functioning of the CMAA which resulted in the development of strategic and policy documents leading the sector towards greater efficiency, accountability and the targeting of mine clearance resources on development priorities.

Guidelines were disseminated for provincial authorities to prioritize and monitor clearance based on community needs (also known as the PMAC/MAPU³ process); a strong regulatory capacity was built with six teams deployed to the field. A National Mine Action Strategy (NMAS) was developed and the CMAA led the development of key initiatives such as the Baseline Survey and Land Release Policy/Standards which have the potential to dramatically improve the effectiveness of the sector in the future. These achievements also let the CMAA to formulate with confidence a ten-year request for an extension of its Article 5 deadline under the Anti-Personnel Mine Ban Treaty.

These achievements clearly demonstrate CMAA's increased capacity in policy making, strategy formulation and monitoring of mine clearance. Indeed, the CMAA is now equipped with a solid regulatory capacity both at policy and operational levels; it ensures timely collection of mine clearance data and oversees a bottom-up system to plan and monitor the prioritization of mine clearance tasks.

Early 2010, the CMAA concluded a capacity assessment which led to the formulation of a capacity development plan to improve the delivery of its services with respect to its mandate and the requirements of the NMAS. The implementation of the forthcoming capacity development plan has the potential to strengthen CMAA's capacity to implement the NMAS and thereby lead the sector with greater efficiency.

² Provincial Mine Action Committee/ Mine Action Planning Unit

³ Provincial Mine Action Committee/ Mine Action Planning Unit

4. Impact on direct and indirect beneficiaries

As the main beneficiary of capacity development activities, the CMAA has greatly benefited from the project as demonstrated in the section above. A number of functions were built or strengthened at the CMAA which resulted in a number of policies and tools to guide the sector more effectively which in turn foster respect and recognition from all stakeholders.

The Cambodian Mine Action Center also greatly benefited from the project in that the project allowed maintaining one-third of CMAC capacity over the period to clear land for communities. UNDP and CMAA partnership in overseeing UNDP-managed demining resources also enabled CMAC to make considerable advancements in the management of resources and increased compliance with national mine action systems and standards.

Finally, clearance activities have enabled some 22,204 direct beneficiaries and 119,526 indirect beneficiaries mainly across affected provinces of Battambang, Banteay Meanchey and Pailin to benefit from clearance activities for agriculture, resettlement, reconstruction of roads, irrigation systems, schools and pagodas.

Implementation strategy review

1. Participatory/consultative processes

While the project was directly implemented by UNDP, it was done in consultations with relevant stakeholders. Annual priorities and associated budgets were defined at the start of the calendar year by the Project Board which included the CMAA and donors to the project. A mid-year Project Board took stock of progress and challenges, recommending amendments to the workplan as necessary. Quarterly reports have been provided regularly to all board members including Government and donor representatives. Annual progresses have been recorded in annual reports and share with the Project Board. Risk and Issues have been monitored and lessons learned recorded and shared regularly.

2. Quality of partnerships

The project aimed to seek to maintain the participation of cost sharing partner in ongoing UNDP-sponsored mine clearance activities. Partnerships with Australia and Canada for the entire duration of the project resulted in contributions amounting AU\$ 14 million and CA\$ 7.9 million respectively. UNDP also maintained a strong partnership with Adopt-a-Minefield campaign leading to USD 983,930 being mobilized for mine clearance. In 2006, the project benefited from contributions from SIDA and DFID of USD 95,238 and USD 26,278 respectively. For the period 2007-2009, the Spanish Aid Agency (AECID) contributed with Euro 1.5 million (USD 2,104,303). In addition, UNDP contributed with USD 2,800,013 to the project. Another USD 329,920 were mobilized from UND.

In 2007, the Mine Action Support Group (MASG), a high level contact group of donors, had its annual field trip in Cambodia organized by UNDP which provided the project with an opportunity to advocate for continued or increased funding levels for mine action. Other major mine action donors were also approached (US, UK, EC, Germany, Japan, Norway) over the course of the project but many have had long established bilateral mine action programmes and had initially little interest in moving into a more coordinated approach. Continued dialogue in partnership with the CMAA through the Mine Action Technical Working Group, has led to donors being progressively more open

to opportunities for more harmonized and less isolated approach to funding. This has been demonstrated by the willingness of donors to participate in the formulation of Partnership Principles.

The project has enjoyed a quality partnership with the Government represented by the CMAA throughout the implementation of the project. Despite occasional change management at the CMAA which have sometime created confusion and slow down processes, overall, the partnership between CMAA and the project has remained strong and focus which resulted in much of the results.

A number of partnerships were developed throughout the project. The International Women Development Agency (IWDA) assisted the review and revisions of the Socio-Economic guidelines to look at gender dynamics and trained the MAPU staff in gender mainstreaming. The project worked in cooperation with Australian Volunteer International (AVI) in redesigning the PMAC/ MAPU process. The project also assisted the CMAA in building a partnership with the Implementation Support Unit (ISU) of the APMBT in the preparation of the Article 5 Extension Request and the 11 Meeting of States Parties to be held at the end of 2011. The Geneva International Center for Humanitarian Demining (GICHD) assisted the formulation of the 2010-2019 National Mine Action Strategy. The project also cooperated with the GICHD with regards the preparations for IMSMA NG4 and the development of a land release methodology specifically for CMAC. In 2010, the project selected the Cambodian Development Resource Institute (CDRI) to develop a methodology for impact assessment. The project also worked closely with Norwegian People's Aid (NPA) on cluster munitions advocacy and in strengthening the CMAA Database Unit at the CMAA since 2007.

Although the cooperation with CMAC resulted in more than 40 square kilometres of land being cleared over the five year period, the partnership was at times tense. CMAC was found in many instances to clear land that was outside the original PMAC/ MAPU approved workplan without prior consultation with the project. It was also found that CMAC did not systematically comply with the Cambodian Mine Action Standards (CMAS). Issues have been systematically raised with CMAC management and payments were delayed until CMAC could demonstrate that non compliance issues had been addressed. In recent months with the RGC clarifying the role of CMAC vis-a-vis the CMAA the relationship between the project and CMAC has markedly improved.

The project also worked closely with the International and Cambodian Campaigns to Ban Landmines and Cluster Munitions that include Jesuit Refugee Services, Handicap International (F;B), NPA and other organizations in advocacy activities related to the Anti-Personnel Mine Ban Treaty and the Convention on Cluster Munitions.

South-south cooperation was further promoted in that the project supported the participation each year of CMAA representatives in the annual Mine Action Directors and UN Programme Managers meetings. The project sponsored the participation of a CMAA delegation to attend an International Workshops on Gender and Mine Action in Kenya (2007), Dubai (2008) and Geneva (2009) during which CMAA shared experiences in developing Roadmap that include gender targets. The project also sponsored an exchange with the Afghan Mine Action Programme and contact was made for a visit to the Lao Programme which for reasons internal to the Lao Programmes was postponed to 2011.

3. National ownership

⁴ Information Management System for Mine Action, New Generation

While the project was implemented under UNDP's direct implementation (DEX) modality, the CMAA was provided with the opportunity to progressively develop its capacities in managing and delivering project activities. The CMAA had expressed its readiness to assume a more determinative role in setting the objectives and managing the results of the project in order to increase the organization's ability to manage key planning and regulatory functions in its own right. As a result, UNDP initiated in 2009 to increasingly involve the CMAA in all aspects of project management from planning to monitoring activities. In addition UNDP outsourced successfully the implementation of some key activities inscribed in the project 2010 work plan to the CMAA. Of particular importance is the co-management of the 2010 contracts with CMAC and Halo Trust for clearance and/ or Baseline Survey activities where the CMAA demonstrated its ability to play its authoritative role in an assertive manner.

Finally, the decision made to adopt competitive processes for the funding of mine clearance activities under the next phase of the project is a clear demonstration of the increased willingness by the CMAA to take ownership of the programme. Indeed, with the use of competitive process in 2009 for Baseline Survey services that resulted in cost-saving, the CMAA saw opportunities to promote that experience further in order to further increase cost-efficiency, transparency and accountability in the use of mine clearance resources.

The CMAA has also been increasingly engaged in the management of *Clearing For Results* demining resources by taking part in the development of terms of reference for demining work, the assessment of project proposals for demining and the monitoring of demining activities; which has provided CMAA with a greater understanding of its role in the coordination and management of resources allocated to the sector.

4. Sustainability

With the support of UNDP *Clearing for Results* (2006-2011), the Cambodian Mine Action and Victim Assistance Authority (CMAA) has made considerable advancements in strategic and policy response as well as in some key technical areas. These achievements clearly demonstrate CMAA's increased capacity in policy making, strategy formulation and monitoring of mine clearance. At the same time, the CMAA expressed the desire to look at capacity development in a more systematic and comprehensive way across the organization. A capacity assessment was finalized early 2010 and formed the basis for the formulation of a capacity development plan by the CMAA in 2010 and which will be implemented over the next phase of the project.

The Baseline Survey initiated mid-2009 and covering all affected districts and to be completed by December 2012 will also enable the CMAA to coordinate planning and monitoring functions of mine clearance activities in a more effective way.

CMAA's engagement in the management of *Clearing For Results* demining resources may provide the CMAA with future opportunities for other donors to utilize this service that the RGC can provide and to provide a consolidated projectised approach to systematically dealing with the NMAS requirements.

Concurrently, the CMAA expressed its desire to assume a decision making role in the management of the project as a way to strengthen its ability set the mine action agenda, convene donors and national actors and to push forward the Aid Effectiveness agenda.

As a result, the Project Board encouraged the CMAA to take over the implementation of the next phase of the project (NIM) whereby the CMAA is the entity responsible and accountable for

managing the project, including the monitoring and evaluation of project interventions, achieving project outputs, and for the effective use of UNDP resources

Management effectiveness review

1. Quality of monitoring

Different levels of monitoring responsibility were attributed to the Project Manager, Project Assurance and Project Board.

The Project Team applied standard monitoring actions and regularly engaged with project counterpart to inform, update and assess progress from effectiveness (including quality concerns) and efficiency (including timeliness concerns) points of view.

Monitoring tools developed and actions taken included:

- The dissemination of progress reports, including an update of risks and issues as well as action taken on quarterly basis;
- The update of the Quality logframe in Atlas;
- Regular Project Board Meeting during which issues and risks were addressed together with proposed management responses and recommendations (captured in PBM minutes).

The Mid-Term Reviews were conducted in 2008 and 2009 that were useful in informing stakeholders of the overall achievements of the project as well as priorities ahead. The 2009 Mid Term Review was particularly useful in information the formulation of the next phase of the project (2011-2015) and UNDP new CPAP.

2. Timely delivery of outputs

The two outputs have been delivered in accordance with the Project Results and Resources Framework.

Output 1:

The formulation and wide-spread application of socio-economic guidelines in 2006 have resulted in mine clearance priorities being defined at sub-national levels and thus in mine clearance resources targeting development priorities established at national, provincial and local levels.

Mechanisms for funding CMAC during the first part of the project focused on output and compliance to CMAS and MAPU planning mechanisms and have enabled a more targeted and effective approach. In the second time, mechanisms to fund CMAC put emphasis on costs and productivity and have therefore resulted in greater accountability and cost-efficiency.

The “demining fund” that was envisaged under the Project Document was never established for a variety of reasons that were considered mid-term (see APR 2007) such as a lack of capacities to conduct a technical assessment and monitoring of clearance tasks to be tendered, the belief that CMAC would have an unfair advantage, that tender would not result in further cost-benefits, etc.

In 2009, the project felt that considerable capacity gains had been achieved at the CMAA and those principles such as transparency, accountability and cost-efficiency could be promoted further. As a

result, the project allocated USD 1 million to tender for Baseline Surveys. Despite initial hurdles due to CMAC reluctance to be involved in a bid for money traditionally allocated directly to them, the results of the bidding over passed expectations. Indeed, the tender resulted in the award of two contracts to CMAC and Halo Trust while achieving a 40% increase in productivity with cost-saving of about 13%. The CMAA identified that in order to complete phase 1 by the end of 2010 in accordance with the NMAS that further resources would be required, hence under Clearing for Results 1 million was allocated to conduct a competitive process to assist the BLS to complete on time. The tender surpassed expectations resulting in two contracts to CMAC and HALO Trust while achieving 40% increase in the expected number of teams and a cost saving of about 13%. In turn this has made a significant contribution to Phase 1 districts being completed ahead of time and a number of phase 2 districts either completed or started by the end of 2011. The success of this process built confidence that it would be possible to allocate all monies under Clearing for Results in a competitive fashion.

Output 2:

No major delays were observed in the achievement of output 2. The development of a methodology for outcome monitoring only started during the last year of the project (2010) to allow initial post-clearance monitoring to be well rooted in the CMAA/ MAPU structures. The methodology shall also provide measurement on the implementation of the ten-year National Mine Action Strategy that was approved end of 2010.

3. Resources allocation

More than 90% of project resources were allocated each year to project activities such as demining and capacity development of the CMAA.

4. Cost-effective use of inputs

The bulk of the funds have been used for Output 1, Activity 4, mine clearance for provincial priorities. Demining being a (comparatively with other development sectors) costly activity, it is normal that most of the resources have been allocated to that activity. A fair share of resources have also been allocated to capacity development activities at the CMAA such as Quality Assurance, Socio-Economic work etc.

III. Project results summary

- 1) *Output 1: Improved mechanisms for funding mine clearance that promote efficiency, accountability, and the targeting of mine clearance resources on development priorities established at national, provincial and local levels.***

Mechanisms for funding mine clearance did significantly improve over the five year term implementation of the project which resulted in greater efficiency, accountability and targeting of the *Clearing for Results* project resources but also of the overall resources allocated to the sector.

First of all, the CMAA has progressively been able to assume its leadership role with greater confidence which can be demonstrated by the increased coordination between the CMAA and other stakeholders and their respective appreciation for CMAA's services to the sector.

The CMAA has continued to encourage donors to a more harmonized and less isolated approach. Mine Action Technical Working Groups (TWG) took place at least twice a year where strategic, policy and funding issues have been discussed. It is recognized that the TWG serves mainly as a mechanism to update its members on the latest developments of the sector but it served a purpose in bringing larger donors into a more direct coordination with the government and other partners in a constructive manner. Minutes were recorded and shared with participants. Participation from the largest donors such as the US and Japan became more regular from 2007. In the last two years, all main donors have regularly been attending such as Japan, the US, Germany, Australia, Canada, Norway represented by NPA. A report on Aid Effectiveness in the mine action sector was also produced during 2010 which identified the need for greater coordination and sharing of information among donors.

Cambodia deadline for clearance under Article 5 of the APMBT falling on 31st December 2009, Cambodia embarked in 2008 in the process of formulating a ten-year Extension Request of the Article 5. The Extension Request also provided a framework for developing Cambodia's strategic mine clearance plan. Partnerships between the CMAA, UNDP and the Implementing Support Unit (ISU) of the APMBT intensified to support the process. First, it was recognized that data on mine clearance had to be reconciled in order to give a snapshot of the progress and the remaining problem. Second the CMAA formed end of 2008 a Task Force comprise of CMAA, UNDP and NPA in order to formulate the Extension Request and the Strategy.

A series of consultative meetings with stakeholders were held involving CMAA, demining operators, civil society and donors. These consultations led to a decision that mine action resources should be allocated to high impact mined areas and that a Baseline Survey will record the extent of the remaining contamination (see below). The initial drafting of the Extension Request suffered of a lack of leadership at CMAA, mainly due to the complexity of the drafting requirements for which required capacities were not in place. These resulted in differences of views between CMAA and CMAC on who should lead the process. However, the requirement of one single document that represented the wide range of views forced all stakeholders to cooperate and to come under the CMAA wing. Eventually, Cambodia's Extension Request was endorsed at the Cartagena Review Conference and has been singled out by States Parties as one of the most comprehensive Extension Request. The whole process was widely seen as one of the most collaborative efforts in Mine Action in Cambodia, with an unprecedented level of cooperation and engagement.

The Extension Request led to the formulation of a ten year National Mine Action Strategy (2010-2019) which brought all previous strategies (MRE, ERW, clearance) into one. It was developed with a view of achieving progress against the Extension Request, the NSDP and CMDG 9. Its formulation involved all interested parties. It was finally signed by the Prime Minister on 11 November 2010.

The NMAS provided a framework for a greater application of Cambodia Aid Effectiveness agenda and Partnership Principles were formulated during 2010 in consultation with donors represented at the TWG. The Partnership Principles call for greater coordination, harmonization, and alignment of DPs' programmes, projects and activities to the NMAS as well as sharing of information. The PP principles were to be signed during the first quarter of 2011.

These strategic and policy milestones have led to a greater recognition of the role of the CMAA with external stakeholders as well as within the Government. This had led to increased allocation of government resources to the mine action sector and efforts to accredit the National Center for PKO and Mine Clearance (NPMEC) teams part of the Royal Cambodian Armed Forces (RCAF) recognizing the sheer amount of demining output that NPMEC could contribute to.

CMAC was identified as the main recipient of *Clearing for Results* demining funds while a competitive mechanism for the allocation of resources was being established. During the first phase of the project (2006-2008), Clearing for Results mechanisms to fund CMAC were contingent to compliance with the MAPU planning system as well as the CMAS after CMAC had been accredited by the CMAA for the first time in October 2006. CMAC at time lack of compliance and delays in providing quarterly reports on its activities resulted in delaying payment until issues had been addressed. Overall, the allocation of resources was increasingly targeting development priorities established at the local level.

With the decision of not creating a demining fund as explained earlier, it was felt that cost-efficiency and accountability within CMAC could be promoted a step further as also suggested in the 2008 mid-term review. From 2009, additional criteria on cost-efficiency and productivity were added to the CMAC contract. Each CMAC team had to be allocated to a defined task with a defined priority. This way, it became easier for CMAC and CFR to monitor down times and save costs. As a result, the productivity achieved during the last year of the project was comparatively higher than in previous years. In 2009, CMAC cleared 7.8 square kilometers of land with USD 4 million. In 2010-2011, CMAC cleared 7.9 square kilometers of contaminated land with USD 3.6 million.

Following the 2009 mid-term review, it was felt that increased efficiency and accountability could not be achieved without trialing competitive mechanisms. In addition, it was recognized that the CMAA's technical capacity had increased allowing it to take part in technical evaluations of bids. As a result, one-fourth of the 2010 project clearance resources were allocated through bidding end of 2009 and resulted in cost saving and productivity increased as outlined earlier. This process which was conducted in a joint partnership between UNDP and the CMAA also enabled the CMAA to take an active and decisive role in the allocation of the sector resources, thereby strengthening its coordinating role across the sector. The success of that experience demonstrated that the use of competitive mechanism could be simple (no need for detailed clearance tasks) and that the CMAA had the required technical knowledge to participate in evaluation of tenders and monitoring of contracts. The success of that experience was determinant in the choice of competitive bidding for the allocation of resources during the second phase of the project (2011-2015).

Another essential element that promoted efficiency and accountability in the use of clearance resources across the sector has been the creation of a solid and thorough quality assurance capacity. The project initially sub-contracted that activity to a commercial company (BACTEC) until mid-2009 after which a Technical Adviser was recruited to take on that role. A number of Cambodian Mine Action Standards (see list attached) were developed and the capacity grew progressively from two Quality Assurance teams in 2006 up to six in 2009 trained and deployed. The three humanitarian demining operators (CMAC, MAG and HALO Trust) have been accredited since October 2006. Since 2006, the QA teams have routinely conducted monitoring visits of accredited operators and all records were shared with the CMAA SG for further action. Operators have not always been cooperative with the QA teams on site but have learned to appreciate the feedback in that it improved the quality of their work. Incidence of CMAA QA teams not being permitted by an operator to investigate a mine incident, do no longer occur. The fact that the CMAA QA teams are now praised by the operators is a strong sign of the increase credibility of CMAA in that field.

In 2009, the CMAA was at the initiative of a Baseline Survey to collect data on the remaining extent of the contamination in the 122 districts still believed to be affected by mines and ERW. This initiative was a response to the need for Cambodia to clarify the extent of its remaining contamination as requested by Article 5 of the APMBT. It is the first time that the CMAA coordinated an activity of that scale. More than 20 teams were involved from the three accredited humanitarian demining operators which activity had to be monitored and data checked before being entered in the database and analyzed. The CMAA successfully developed a BLS CMAS as well

as a land classification table. Two QA teams were trained specifically to monitor that activity. The error rate identified by the CMAA end of 2010 suggests that the survey is indeed a high quality project. This is a demonstration of the clear commitment to achieve a sound result that the Cambodia can be proud of.

As a natural progression to the BLS, the CMAA developed in 2009 Land Release CMAS. These CMAS bring under one umbrella all activities related to the release of land with a view of maximizing the use of clearance assets on contaminated areas. The use of Land Release methodologies on BLS polygons would accelerate the release land.

In 2010, a Quality Assurance Non-Compliance Record (NCR) tracking system was introduced which review after six months showed that the adoption of unannounced checks, systematic recording of major and minor non conformance, and follow up from the R&M department has resulted in a significant drop of non conformance from all operators within Cambodia.

In 2010, a delegation of the CMAA visited Afghanistan which presents a similar problem of that in Cambodia (large extend of contamination, presence of national demining operators). This mission resulted in not only relationships to be built between the two programmes that allow informal communication on common issues but has also the CMAA to adopt and adapt similar approaches. The project approach to be implemented during CFR 2, are examples of it.

In 2009, the project assisted the CMAA in gaining the capacity to accredit demining dogs as that capacity was so far held with CMAC. Discussions with NPA and CMAC have let to all stakeholders to recognize and accept the fact that such capacity should be transferred to the CMAA. It was further suggested that the demining dog testing field be hosted in the new RCAF training center in Kampong Speu. Necessary authorizations were obtained and the field should definitely be established during 2011.

From 2006-2010, CMAC cleared 40,355,280 square meters of land and destroyed 40,708 APM, 953 ATM and more than 150,000 items of ERW mostly in Battambang, Banteay Meanchey and Pursat . CMAC operations have reportedly benefited some 22,204 people directly and 119,526 indirectly. In addition, Clearing for Results has supported Baseline Survey activities and some 23 districts have been surveyed with the use of CFR funds. This has resulted in Phase 1 of the BLS being completed and Phase 2 starting on time.

2) Output 2: Strengthened capacities for mine action policy-making, strategy formulation and prioritization for mine clearance tasks in accordance with development priorities established at provincial level.

Socio-economic approaches to mine action where enhanced with the CMAA formulating in 2006 the Operational Guidelines for the SE Management of Mine Clearance. The guidelines to be mainly used by PMAC/ MAPU include clearer instructions on prioritization criteria. The guidelines were launched in February 2007 and MAPU staff was trained accordingly. The PMAC comprise representatives from ministries of land management, agriculture and environment to ensure involvement and understanding of the mine action planning mechanisms. The guidelines were also reviewed by IWDA to reflect gender concerns and 20 MAPU staffs were further trained on gender mainstreaming. A technical review of the guidelines took place in October 2007 and revisions/ new instructions were developed accordingly such as separate guidance for village chiefs.

The formulation of the Extension Request in 2009 and the inception of the Baseline Survey thereof led the sector to re-consider processes to prioritize mine clearance activities. While the

PMAC/MAPU system is still considered as one the best that exist worldwide due to its capacities to take community priorities into consideration, a review of clearance achievement conducted over the last three years revealed that not enough clearance resources were allocated on MAPU priorities or where the impact is the highest. The CMAA initially developed an Interim Directive to focus clearance resources in target areas. Due to strong opposition from operators and a change in the management of SEPD, this was never introduced. However, the CMAA embarked in 2010 in a review of the planning and prioritization mechanism so as to align it with Commune/ Sangkat Development Plan and Provincial Investment Committees. A number of consultations and trial workshops took place in 2010. As of early 2011, the guidelines were being developed and are planned to be released in February 2011. The guidelines call for the prioritization of clearance on Baseline Survey polygons only or where contamination is strongly suspected or confirmed. The CMAA will also strengthen mechanisms to hold operators accountable for clearance under MAPU workplans.

During 2006-2007, four staff were recruited and trained to assist the MAPU/PMAC to implement the guidelines and to conduct post-clearance monitoring. Post-clearance methodology started in 2006 with the development of tools to collect and compile information on post-clearance land used. In 2007-2008, the SE teams conducted some 30 field missions to assist PMAC/ MAPU in implementing the guidelines and to conduct post-clearance monitoring of minefields to assess if they were being used for their intended purposes and by their intended beneficiaries. In 2009, post-clearance monitoring was decentralized to the MAPU whereby a total of 15 MAPU staff were trained and equipped. During 2009-2010, MAPU conducted PCM on some 712 sites. Results show that more than 56% of land cleared is being used for agricultural purposes, and the rest is used for road reconstruction, housing, pagodas etc.

With the finalization of the NMAS, the CMAA started in 2010 to cooperate with the Cambodian Development Research Institute in the formulation of an impact assessment methodology. The methodology is to identify indicators and collection mechanisms which will enable the CMAA to monitor and report on how mine action contributes to broader poverty reduction and economic growth as per Goal 1 and 2 of the NMAS. These indicators will not only serve the CMAA to report on the NMAS but also on MDGg and the NSDP.

In 2006, the project also assisted the CMAA in creating a database to record reclaimed land in partnership with AVI. This support was phased in 2007 to NPA.

Since 2006, the project has worked in setting up a performance based management systems at CMAA. This resulted in two departments (SEPD and R&M) having clear TOR and to review performance on regular basis. This was later extended to all staff contributing to the project and benefiting of incentives. With the end of the MBPI scheme in December 2009, the project had to stop paying incentives to civil servants. None the less, the project continued providing incentives to contractual staff. With the approval of the Priority Operating Costs scheme end of 2010, the project assisted the CMAA in formulating required Terms of Reference and in getting the staff management system aligned with the POC guidelines.

In 2009, the CMAA undertook with the support of an external consultant a capacity assessment recognizing that the CMAA would benefit from comprehensive and targeted support in order to bring the organization and its individual to the requirements of its mandate. The assessment report identified the following priority areas among other for capacity development: the need to clarify CMAA's mandate vis-à-vis that of CMAC, to realign CMAAs functions with the NMAS, to provide adequate training to individuals and to improve workflows and coordination among departments and staff. The findings served the development of a capacity development plan in 2010 through a series of events under the leadership of the Secretary General. Departments' roadmaps were reviewed in light of the NMAS so as to ensure that responsibilities for planning and monitoring are

identified for each NMAS activities. Departments then identified specific needs in terms of HR needs, equipment and work processes to be able to implement their roadmaps. This then unfolded in a bigger Training Needs Assessments which identified priority training needs in core and technical areas for both managerial and officer level. CMAA's capacity development plan is expected to be completed by the end of Quarter 1 of 2011.

Early 2010, the Project Board recognized that the strategic and policy advancements made at the CMAA (Extension Request, NMAS, BLS) coupled with its technical grip of fundamental mine action functions (Socio-economic management, Regulation and Monitoring, Information management), were a strong demonstration of CMAA's strengthened capacities for mine action policy-making, monitoring, strategy formulation and prioritization. Concurrently, the CMAA expressed its wish for a stronger ownership of the UNDP CFR project. Indeed, with the new ten-year strategy calling for greater donors' alignment and harmonization, it was natural for the CMAA to become more engaged in the management of donors' resources allocated to the sector. It was thus decided in 2010, to provide increased responsibilities to the CMAA in the management of CFR resources and to involve the CMAA in all planning and decision making aspects of the project. Some of the project activities were outsourced to the CMAA so that the CMAA could gain capacity in directly implementing activities as well as donors' finance management. This proved to be successful and the Board approved in September 2010 a decision that the next project board be implemented under a NIM.

In order to better prepare the CMAA to a NIM modality, a capacity assessment of CMAA's finance, procurement and HR capacity was conducted end of 2010 by two external consultants. The assessment showed that the CMAA already had a good foundation in place with all necessary functions already existing but could gain more confidence and experience by providing targeted training and assisting with the formulation of business processes. A plan for specific support in finance, procurement and HR was being developed early 2011 and will feed into CMAA's overall capacity development plan.

With the aim of increasing CMAA's ownership and leadership of the sector, it was also decided that the next phase of the project will introduce competitive bidding on a project base to acquire future demining services under Clearing for Results. Accordingly, the project started to work alongside the CMAA to develop all demining project bidding documents and a system within the CMAA to procure demining services. The system was launched mid-January with the first bids under CFR 2 being advertised.

The project also strived to mainstream gender in all aspects. CMAA attended international workshops on gender and mine action planning such as in Kenya (2007), Dubai (2008) and Geneva (2009). A gender Action Plan was developed and is being regularly monitored.

The project supported the Government of Cambodia in all aspects of the process to develop an international convention banning cluster munitions. The Cambodian delegation participated in all meetings leading up to the Convention's Signature in Oslo in December 2008. The project implemented a targeted communications strategy that increased the public's understanding of the CCM in Cambodia. Activities were organized in Phnom Penh as well as in affected provinces. A Ban Bus travelled throughout Cambodia to raise awareness on the Oslo process and collect signature on the People's Treaty to Ban Cluster Munitions. Although Cambodia decided not to sign in Oslo, the project continued advocacy efforts through the organization of events and sharing of material with the RGC in cooperation with civil society. The RGC still participated in the 1st Meeting of States Parties and reiterated its commitments to the goals of the convention.

To celebrate the ten-year anniversary of the APMBT entry into force for Cambodia, the project commissioned a documentary and an art project whereby ten Cambodia artists and four young landmine survivors created art pieces representing the impact of mine action. The art work was first displayed in Cambodia, then at the Cartagena Review Conference and finally in New York for the 4th April 2010 Mine Action and Awareness Day.

The project also provided support CMAA's Public Relation activities such as assisting media in reporting accurately, updating the website, producing leaflets and annual reports. The CMAA produced Annual Report for 2006, 2007, and 2008-2009 which were shared in relevant national, regional and international meetings.

IV. Implementation challenges

Project risks and actions

1) Shifting staffing structures and new managements risks a lack of sustainability of capacity development efforts.

In 2008, there were significant changes to the management structure of the CMAA which created some initial confusion and lack of clarify about staff roles and responsibilities in the new structure and an initial lack of trust and confidence from external stakeholders. A few successes at the CMAA in 2009 such as the Extension Request, the NMAS, the Baseline Survey helped the CMAA regaining confidence and respect from external stakeholders. At the same time, the capacity assessment helped clarifying areas that require support in order to further align the structure with the requirements of the environment and the mandate. Finally, a close collaboration with senior manager helped maintaining dialogue and communication on what is best for the institution.

2) Termination of MBPI posed a threat to the running of the project

The cancellation of incentives at the end of 2009 created a major fear that this would have a negative impact on the implementation of the project. The impact was minor as most staff receiving incentives under CFR are contractual and therefore do not fall under that decision. However, a few civil servants especially at senior management level saw their monthly income reduce by almost half which had an impact on their personal daily life. The CMAA found a mechanism to maintain some of the disbursements while the project tried to provide non-financial incentives such as the organization of workshop, the participation in international conferences and south-south cooperation exchange contributing to the overall project outputs.

Project issues and actions

1) Late disbursements of Government contribution to the CMAA.

This has been a major issue at the beginning of the project. Staff had to wait up to 5 months for the disbursement of their salaries affecting staff motivation. It was felt that this situation would affect CMAA's capacity to attract and retain qualified staff since it heavily rely on contractual staff. This situation improved with the involvement of CMAA Vice President in 2008 when larger budgetary issues seems to have been solved. However, some problems still seem to persist resulting in late disbursement of salaries to staff or payment to MAPU. While this did not result in major delays with project implementation, this situation may have led some contractual staff to leave the CMAA for other work opportunities. While it has remained an issue over the years, it is hoped that an improvement of CMAA's capacity in finance management under CFR 2 will lead the CMAA to plan and manage larger volume of financial resources.

2) Complexities involved with introducing a competitive bidding for demining resources.

The project was to introduce a competitive mechanism for the disbursement of demining funds. In 2007, it was found that for a variety of reasons this was not feasible (cf. 2007 Annual Report) and that other mechanisms could be found to promote the targeting of mine clearance resources such as developing plan for targeted mine clearance. While a strategy was developed in 2010, it was clear that this would not provide enough details to improve the targeting of mine clearance and that existing mechanisms for funding mine clearance could be enhanced to promote efficiency, accountability and the targeting of mine clearance. Recognizing in 2009 CMAA's technical capacity advances, a competitive procurement was applied on a limited amount of CFR resources in 2010 and proved to yield increased productivity and cost saving.

3) Promoting CMAA's ownership of the sector is constantly challenged

This can be seen at the level of the operators as well as donors. In the mine action sector, development partners are slow to align their support with national priorities and systems. This is a combination of various factors such as DP's habits to fund one operator or one geographical area, as well as the lack of national priorities not clearly defined in the first place. This has posed challenges for the CMAA/TWG to manage or track MA resources well, and resulted in fragmented approach to capacity development where organizations go for their "preference" regardless of some other systemic issues that affect sustainability.

In addition, operators are reluctant to be regulated and monitored by an authority which is considered younger and less experienced. However, the development of policy and strategic tools coupled with CMAA's systematic approach to regulation and monitoring has forced operators to learn to respect the CMAA and to work with it rather than against it. The same policy and strategic frameworks also offer new opportunities for the CMAA to encourage DPs to align their support and share information on their contribution. The management of CFR 2 by the CMAA including that of demining resources should also comfort the CMAA in its leadership role.

4) Planning and prioritization capacities at the CMAA must be strengthened.

A strong capacity at CMAA in planning and prioritization is an essential component of the mine clearance work for the CMAA to oversee the overall allocation of resources to target areas. This activity has suffered changed management in the department or the absence of a Director for the Department. This has resulted in very slow progress and a lack of drive to finish the guideline in 2010. As a sector this is potentially the area that makes the CMAA most vulnerable if it does not actively drive to get this guideline and the resultant restructuring at SEPD completed and implemented. This issue has been raised with CMAA Senior Management regularly and it appears that a new director will be appointed in the near future and the guidelines were to be finalized during the second quarter of 2011.

V. Lessons learnt and next steps

Lessons learnt

1) DIM versus NIM

To successfully develop a national institution and give it the capacity it needs to implement its mandate and key areas of work, it is important to give it more say and control in the way the UNDP project is conducted. Therefore, projects that focus mainly on strengthening national capacities and

where some degree of national capacity already exist should look at the possibility to be implemented or to rapidly transfer into a NIM.

2) Capacity development

In order to provide comprehensive capacity development, such support should be based on a holistic capacity assessment that is being conducted by the targeted institution. It is of primary importance that the targeted institution be the initiator and implementer of such activity to ensure full understanding and buy-in recommendations and further action. Similarly, efforts to develop a capacity development plan should be led from the inside and take the time it needs for considerations about change and evolution to mature.

3) Ownership

The success of this project lays very strongly in Cambodia's ownership of the mine action problem and the primary importance it has given to the sector by giving it resources and strong leadership. The RGC's budget for mine action has increased every year and promised to continue. Leadership at the top of the CMAA has enabled to determine CMAA's role versus national demining operators and to give confidence and trust to donors that the sector was being well managed. This has been key in ensuring donors commitments over the year.

Recommendations

1) Demining

Contracts with demining operators should focus on how best utilized teams and tools on clearance activities and a requirement to demonstrate the strict application of land release methodologies and other policy-strategic guidance to ensure that clearance resources are targeting high impact areas and to demonstrate accountability with regards communities that set priority clearance every year.

2) Aid effectiveness

Any future project should continue to strongly support the CMAA in its efforts to align donors onto national strategies, policies and plans and to harmonize activities among donors to avoid issues that will affect sustainability.

VI. Financial status and utilization

Financial utilization

Funding Schedules / Donors	AusAid		CIDA		AECID (Spain)		SIDA	UK/DFID	UNA-USA	UND	UNDP	Total Income / Expenses US\$
	US\$	AU\$	US\$	CA\$	US\$	EUR	US\$	US\$	US\$	US\$	US\$	
I. Funding Receipt												
2006	1,498,200	2,000,000	1,807,221	2,100,000			95,238	26,278	402,592		514,615	4,344,144
2007	2,424,800	3,000,000	1,293,103	1,500,000	396,750				252,364	348,333	1,006,431	5,721,782
2008	3,074,477	3,265,000	1,510,574	1,500,000	736,050				189,138		722,013	6,232,252
2009	2,952,239	3,758,263	1,480,263	1,800,000	971,503				73,981	(18,414)	346,704	5,806,275
2010	1,673,658	1,995,000	960,685	1,000,000					65,854		127,659	2,827,856
2011											82,591	82,591
Total Commit	11,623,373	14,018,263	7,051,847	7,900,000	2,104,303	-	95,238	26,278	983,930	329,920	2,800,013	25,014,900
II. Disbursement												
2006	1,498,200		1,806,042				95,238	24,062	251,806		514,615	4,189,963
2007	1,933,817		1,294,283		396,750			2,216	403,150		1,006,431	5,036,646
2008	845,124		1,510,574		1,707,553				189,138		722,013	4,974,402
2009	3,399,193		1,102,873						73,981	329,920	346,704	5,252,670
2010	3,315,849		1,338,909						65,853		127,659	4,848,270
2011	631,189		(833)								82,591	712,947
Total Disbursement	11,623,373		7,051,847		2,104,303		95,238	26,278	983,929	329,920	2,800,013	25,014,899
Balance	0		(0)		-		-	-	1	-	-	1

Annexes:

- 1- Project Document
- 2- Annual Project Review Report 2006
- 3- Annual Project Review Report 2007
- 4- Annual Project Review Report 2008
- 5- Annual Project Review Report 2009
- 6- Mid-Term Review 2008
- 7- Mid Term Review 2009
- 8- Post-Clearance Monitoring results 2008-2010

