United Nations
Development Assistance Framework 2019-2023
Cambodia

Draft 14 August 2018
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# Acronym and Abbreviation List

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<th>Acronym</th>
<th>Definition</th>
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<tbody>
<tr>
<td>ASEAN</td>
<td>Association of Southeast Asian Nations</td>
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<tr>
<td>AWP</td>
<td>Annual Work Plan</td>
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<td>BOS</td>
<td>Business Operation Strategy</td>
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<td>CAT</td>
<td>Convention Against Torture</td>
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<td>CBF</td>
<td>Common Budgetary Framework</td>
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<tr>
<td>CCA</td>
<td>Common Country Assessment</td>
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<td>CCC</td>
<td>Commission for Climate Change</td>
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<td>CDC</td>
<td>Council for the Development of Cambodia</td>
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<td>CDHS</td>
<td>Cambodian Demographic Health Survey</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
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<td>CERD</td>
<td>International Convention on the Elimination of All Forms of Racial Discrimination</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<tr>
<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<tr>
<td>CRPD</td>
<td>Convention on the Rights of Persons with Disabilities</td>
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<td>CVACS</td>
<td>Cambodia Violence against Children Survey</td>
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<tr>
<td>D&amp;D</td>
<td>Decentralization and de-concentration reform</td>
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<td>EC</td>
<td>European Commission</td>
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<td>ECCD</td>
<td>Early Childhood Care and Development</td>
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<td>EPI</td>
<td>Environmental Performance Index</td>
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<td>EU</td>
<td>European Union</td>
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<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<td>FDI</td>
<td>Foreign Direct Investment</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>HSP</td>
<td>Health Strategic Plan</td>
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<td>HDI</td>
<td>Human Development Index</td>
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<td>IAEA</td>
<td>International Atomic Energy Agency</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>IOM</td>
<td>International Office of Migration</td>
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<td>ITC</td>
<td>International Trade Centre</td>
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<td>JICA</td>
<td>Japan International Cooperation Agency</td>
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<tr>
<td>LDC</td>
<td>Least Developed Country</td>
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<tr>
<td>LGBTQI</td>
<td>Lesbian, Gay, Bisexual, Transgender, Queer and Intersex</td>
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<tr>
<td>MIC</td>
<td>Middle Income Country</td>
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<tr>
<td>MDG(s)</td>
<td>Millennium Development Goal(s)</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>MPI</td>
<td>Multidimensional Poverty Index</td>
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<td>MRD</td>
<td>Ministry of Rural Development</td>
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<td>MTR</td>
<td>Mid Term Review</td>
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<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>NSDP</td>
<td>National Strategic Development Plan</td>
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<td>ODA</td>
<td>Official Development Assistance</td>
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<td>OECD</td>
<td>Organization of Economic Cooperation and Development</td>
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<td>OHCHR</td>
<td>Office of the High Commissioner for Human Rights</td>
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<td>PAR</td>
<td>Public Administrative Reform</td>
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<td>PFMRP</td>
<td>Public Financial Management Reform Program</td>
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<td>QCPR</td>
<td>Quadrennial Comprehensive Policy Review</td>
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<tr>
<td>RBM</td>
<td>Results-Based Management</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>RGC</td>
<td>Royal Government of Cambodia</td>
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<td>SDG(s)</td>
<td>Sustainable Development Goal(s)</td>
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<td>SPPF</td>
<td>Social Protection Policy Framework</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNCT</td>
<td>United Nations Country Team</td>
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<td>UNCDP</td>
<td>United Nations Committee for Development Policy</td>
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<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<td>UNDG</td>
<td>United Nations Development Group</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNDS</td>
<td>United Nations Development System</td>
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<td>UNEG</td>
<td>United Nations Evaluation Group</td>
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<td>UNESCO</td>
<td>United Nations Education Science and Culture Organizations</td>
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<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<td>UHC</td>
<td>Universal Health Coverage</td>
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<td>UNIDO</td>
<td>United Nations Industrial Development Organization</td>
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<td>UNICEF</td>
<td>United Nations Children Fund</td>
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<td>UN Habitat</td>
<td>United Nations Human Settlements Programme</td>
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<td>UNMAS</td>
<td>United Nations Mine Action Service</td>
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<td>UNPG</td>
<td>United Nations Programme Group</td>
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<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
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<td>UN Women</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
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<tr>
<td>USAID</td>
<td>United States Agency for International Development</td>
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<tr>
<td>USD</td>
<td>United States Dollar</td>
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<td>WB</td>
<td>World Bank</td>
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<td>WFP</td>
<td>World Food Programme</td>
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<td>WHO</td>
<td>World Health Organization</td>
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Signatory Page

Preamble

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

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

United Nations Resident Coordinator

Representative of the Royal Government of Cambodia
Signature page by participating UN agencies
Executive Summary

The United Nations Development Assistance Framework (UNDAF) 2019-2023 outlines the partnership between the United Nations (UN) and the Royal Government of Cambodia (RGC) in support of the 2030 Agenda, and national development priorities. The UNDAF is the medium-term strategic planning framework that articulates the collective vision and response of the UN system to Cambodia’s national development priorities in support of an integrated approach to sustainable development. It is shaped by the central themes of the Sustainable Development Goals (SDGs) with five related outcomes:

1. People – Expanding social opportunities
2. Prosperity – Expanding economic opportunities
3. Planet - Sustainable living
4. Peace – Participation and accountability
5. Managing urbanization

Work in each of the above priority areas will be developed and implemented through partnerships with local, regional, national and international organizations, businesses and communities. The UNDAF 2019-2023 includes the following sections:

- The **Introduction** provides an overview of the methodology for formulation of the UNDAF 2019-2023, Cambodia’s country context, as well as the core values and principles of the UN in Cambodia, in support of the 2030 Agenda for sustainable development.
- The **Outcome** section outlines the UNDAF 2019-2023 strategic intent and logic, as well as the intended results, organized around five strategic outcome areas.
- The **Risks and Assumptions** section summarizes the key assumptions enabling the programme, as well as potential risks that may hinder it over the course of the five-year cycle.
- The **Partnership & Innovation** section describes the partnerships required to implement the UNDAF 2019-2023.
- The **Implementation Chapter** summarizes the management structures and the supporting coordination architecture that enables the UN system to deliver on results.
- The **Monitoring and Evaluation** section explains how the government and the UN will monitor, report on and evaluate the performance of the UNDAF 2019-2023.
- The **Common Budgetary Framework** section indicates the estimated budget necessary for the delivery of the programme, as well as outlines the Financing Strategy for the UNDAF 2019-2023.

Fund (UNICEF), United Nations Office for Project Services (UNOPS), United Nations Human Settlements Programme (UN Habitat), United Nations Entity for Gender Equality and Women’s Empowerment (UN Women), United Nations Volunteers (UNV), World Food Programme (WFP), and World Health Organization (WHO).
Introduction

The UNDAF is the medium-term strategic planning framework that articulates the collective vision and response of the UN system to Cambodia’s national development priorities in support of an integrated approach to sustainable development. The next UNDAF will cover the five-year period of 2019-2023 and is aligned with the Cambodian Sustainable Development Goals (CSDGs) framework and national development priorities.

Since the adoption of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)\(^1\), Cambodia has already taken notable steps towards mainstreaming the agenda and monitoring progress against the SDGs and the process of SDG localization is nearing completion. The CSDGs will include 18 Goals (17 global goals and one additional Goal 18 on “Demining / Removing Explosive Remnants of War”) and 172 targets.

The national policy framework for sustainable development is reflected in the National Strategic Development Plan (NSDP) (2014-2018) and the Rectangular Strategy (Phase III, 2013-2018). The Rectangular Strategy placed governance at its core and adopted an increased focus on gender, environment, natural resources and green growth and public finance reform. It also highlighted the need for different implementing ministries and agencies to work together, including at sub-national levels. The CSDG framework will be integrated into the new forthcoming National Strategic Development Plan (NSDP) 2018-2023, providing a policy framework to mainstream sustainable development into Cambodia’s national development planning processes. It will also take into account the potential impact of the process of Cambodia graduating from Least Developed Countries (LDC) status and the prospects of reduced unilateral preferential market access, grants and assistance in the medium term\(^2\).

The UNDAF 2019-2023 puts the 2030 Agenda and the SDGs at the core and is built on shared strategic development outcomes, common needs and root cause analysis, risk assessment and management and monitoring and reporting and evaluation.

The UNDAF was developed in line with the new generation of UNDAF guidance in an interactive and participatory manner through consultations with the government, civil society and development partners as well as other stakeholders. The UN undertook a thorough analysis of the situation in the country as well as of the UN system in Cambodia in the context of the evolving role and position of the UN as a development partner in Cambodia and considering the rapidly changing country context and global and regional trends and constraint on resources. The analysis helped inform what type of support the UN should provide in its next partnership with the Government, focusing on areas where the UN can make the most difference in support of national development priorities and the 2030 Agenda for sustainable development.

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

1. **Independent Evaluation**: The UN commissioned an evaluation of the UNDAF Cycles 2011-2015 and 2016-2018 to learn from existing experience and to inform planning for the next programme;

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\(^1\) UN General Assembly resolution 70/1 “Transforming our world: the 2030 Agenda for Sustainable Development”

\(^2\) Cambodia did not meet the criteria for graduation at the 2018 triennial review as only one of the criteria (the Human Asset Index) was met. It would need to meet one of the other two criteria, i.e. the GNI per capita threshold, or the Economic Vulnerability criteria. If it meets the criteria at the 2021 review, its earliest graduation year possible would be 2027 as it would need to meet the criteria for a second time in 2024 and then be recommended for graduation by 2027 (and only then lose preferences).
UN Vision 2030 workshops: A multi-stakeholder visioning exercise based on foresight was performed around the theme of *Towards a sustainable future - the role of the UN in Cambodia* exploring possible development futures for the UN in Cambodia. The event -- was highly inclusive and interactive, bringing together over 100 representatives from UN organizations, RGC, civil society, academia, media, private sector, the emerging social and public entrepreneurial sector and other ‘influencers’. An internal UN visioning exercise was also performed.

3. **Comparative Advantage exercise:** The UN examined its added value in Cambodia to complement the work of other development partners. This exercise allowed the UN to better understand where it may intervene in its support to the government;

4. **Country Analysis exercise:** The UN reviewed existing development and demographic data about Cambodia including through the Common Country Analysis (CCA) as well as through a joint UN *Vulnerability analysis*, capturing the UN’s commitment to *Leaving No One Behind*;

5. **Gender Scorecard:** An update of the 2014 UN Gender Scorecard was undertaken in 2017 to assess the UN Country Team’s performance on gender equality and women’s empowerment with recommendations on how to improve performance in the next programme cycle;

6. **Strategic Prioritization:** Following these processes, the UN and the government agreed on the strategic priority areas for the next UNDAF cycle 2019-2023, in a strategic prioritization workshop which was attended by senior representatives and technical officials from the RGC, UN representatives as well as by other partners from civil society, the private sector and development partners; and

7. **Theory of Change exercise:** To inform the design of UN activities against the strategic priorities, a Theory of Change exercise was conducted, which developed the logic for all levels of UNDAF expected results


An independent evaluation of the UNDAF Cycles 2011-2015 and 2016-2018 assessed its relevance, effectiveness, efficiency, impact and sustainability. The purpose of the evaluation was to learn from existing experience to inform and improve the new programme.

The evaluation found that previous UNDAFs reflected Cambodia’s national priorities, but were less successful in capturing the added value of individual UN agencies. It also went on to point out where past UNDAFs lacked internal coherence. However, the evaluation found that the aggregate UN interventions have led to some genuine successes in support of national priorities. The evaluation recommended the UN system in Cambodia to pursue (i) more innovative approaches to programme implementation and partnerships; (ii) adopt greater flexibility and experimental approach to design and delivery; and (iii) make improvements in programme relevant data (UNDAF results matrices, performance indicators, targets, data collection procedures). The evaluation also found that the limitations in critically resourcing interventions influenced the overall performance of the UN system. Given the very real likelihood of an overall decline in ODA to Cambodia and to UN agencies in particular, the evaluation recommended that the UN will need to (a) look to non-traditional resource streams and (b) develop plans that are able to better catalyse action within government by linking Cambodia to international best practices and technical expertise.

**UN Comparative Advantage in Cambodia**
The UN’s comparative advantage is defined by: its evolving role in policy advisory work; a deep rooting in technical assistance, particularly from the specialized agencies; access to UN networks – SDGs, LDC pathways, South-South and ASEAN cooperation; its relationship with the Royal Government; its convening power – with development partners and civil society, private sector; and an ability to influence norm setting by thought leaders and within policymaking.

The UN is uniquely positioned to support government at different levels of public administration to meet its international obligations, and also to work with civil society to amplify the voice of the most vulnerable and marginalized. The UN will continue to connect Cambodia to international best practices and technical expertise from the specialized and technical agencies, both resident and non-resident. The UN shall also continue to support Cambodia’s efforts to work more closely with regional bodies such as ASEAN and to promote South-South cooperation. The continued focus on the rights and obligations of citizens and duty bearers linked to the international obligations and conventions that Cambodia has ratified gives the UN a specific mandate to support the RGC to act on the recommendations coming out of these international bodies.

Moreover, the UN’s role is well-fitted to a Lower Middle-Income Country (LMIC), post-ODA context, where domestic resources, and private capital become more significant – emphasizing tax revenue mobilization, domestic borrowing and Public-Private Partnerships (PPP).

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

Country Context

The UNDAF 2019-2023 marks a pivotal moment in the support of the UN to Cambodia to transition from the Millennium Development Goals (MDGs) to the Sustainable Development Goals (SDGs) and its recent transformation to a lower middle-income country.

Cambodia has recorded impressive gains in economic and social development. Economic growth has been maintained at above 7% for over two decades, and the country transitioned from low to middle income country status in 2016. Income poverty also fell from around 48 per cent in 2007 to 13.5 per cent in 2014 and income inequality has remained in check. Cambodia’s Human Development Index (HDI) rose substantially the last decades (from 0.357 in 1990 to 0.563 in 2015), making it the eight best performing country globally over this period. Between 1990 and 2016, Cambodia has recorded sharp declines in child and maternal mortality, a marked increase in life expectancy, noticeable in deaths due to HIV/AIDS, malaria, and tuberculosis, and improvements in the levels of stunting among children, although the latter still remains at high levels. Access to primary schooling is now almost universal, and the completion rates in primary schooling are almost 100% for both boys and girls.

Despite these impressive gains, widespread precariousness threatens both economic expansion and human development. Individuals and communities remain vulnerable to several factors including natural disasters, environmental degradation and economic slumps, limited access to quality public health services, dispossession from land and housing due to large scale development projects, corruption and state institutions that are not fully responsive to the rights
of people, constrained participation and democracy. The two strategies for reducing human vulnerability - empowering women and men and providing protection from downside risks – are in keeping with the United Nations’ 2030 Agenda principle of ‘leave no one behind.’

Vulnerability is influenced by a number of important transitions that are currently taking place in Cambodia, such as its middle income country transition, and, the prospective graduation from LDC status, although not foreseen during the current UNDAF period, which will affect eligibility for preferential trade regimes, notably for access to the EU and US markets that has underpinned the growth of the garment and footwear sector for the last twenty years. Cambodia also continues its transition from a predominantly agriculture based economy to one where manufacturing (mainly garments and construction) and services are taking an increasing share, the latter driven by the tourism industry. The export-led economy while performing well, lacks diversification, is only slowly moving up the global value chain (e.g. in manufacturing), and faces competitiveness and productivity challenges. This transition has seen rapid urbanization and high levels of internal and external migration, with dramatic changes in both rural and urban areas. Regionally, ASEAN integration holds tremendous opportunities for Cambodia but also poses its own set of risks, linked to labour capacity, among other things.

Cambodia remains a one party dominant state with the Cambodian People's Party in power. Since 2015, political polarization has led to a more constrained civic space, both at national and sub-national levels. Further measures directed at the main opposition in 2017 and 2018 reduced the political space ahead of the 2018 general elections significantly. A series of legislative and administrative initiatives have resulted in increasing restrictions on civil liberties, in particular freedoms of association, peaceful assembly and expression, not always consistent with international human rights law, and with little opportunity for public debate. Press freedom has been constrained with Cambodia slipping in international indices.

Limited separation of powers and transparency in public affairs remains an area of concern and Cambodia currently ranks 160 out of 180 countries on the Corruption Perception Index 2017, which also is the lowest score among the ASEAN countries. There are some signs that perceptions are starting to change with regard to corruption. A recent corruption perception survey points to a deep citizens’ awareness of corruption as well as higher expectations from the public in terms of accountability and transparency.

Cambodia is considered one of the most hazard-prone countries in Southeast Asia. The World Risk Report 2016 classifies it as the eighth most at risk country in the world, due to a significant exposure to natural hazards and the limited adaptive and coping capacities of its population and of national and local structures to prevent and mitigate the effects of disasters. According to the International Disaster Database, seasonal hazards such as floods, droughts, storms and epidemics have resulted in over 1,500 deaths and more than US$ 1.5 billion in disaster losses, affecting more than 12 million persons at different times since the turn of the millennium.

Cambodia has ambitious plans of accelerating growth over the coming decades so as to emerge as an upper middle-income country by 2030 and a high-income country by 2050. The 2030 Agenda supports Cambodia’s vision as the SDGs help orient further progress on reducing vulnerabilities and increasing sustainability, through investments in human development, and in

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3 TI at https://www.transparency.org/country/KHM accessed 18 May 2018
4 TI (2016). Global Corruption Barometer: People and corruption: Cambodia and Asia Pacific. The survey underlines deep citizen awareness of corruption: 44 percent think most or all government officials are corrupt, and 30 percent of service users paid a bribe in the last 12 months for an identity document, voter’s card, or permit from government. While 57 percent believe that the government fight against corruption is going badly (35 percent think it is going well), 73 percent believe that ordinary people can make a difference in the fight against corruption.
5 EM-DAT - OFDA/CRED International Disaster Database (quoted from NCDM/ADPC 2014)
diversifying the domestic economy and progressing to higher value-added - by increasing productivity and competitiveness. The UNDAF 2019-23 seeks to support this meaningful vision and ensure it is aligned with the new development realities of the rapidly changing environment and can fully capitalize on emerging new opportunities.

UNDAF outcomes

The 2030 Agenda is universal, integrated, transformative and people-centred. It is strongly grounded in human rights principles with the aim of ending poverty, protecting the planet, and ensuring prosperity for all by taking bold and transformative steps to shift the world onto a sustainable and resilient path. The 17 Sustainable Development Goals (SDGs) build on the Millennium Development Goals and go beyond these in an ambitious agenda that integrates the economic, social, and environmental dimensions of sustainable development with the aspiration of inclusive and peaceful societies. The SDGs seek to realize the human rights of all, with no one left behind. Achieving gender equality and the empowerment of all women and girls is central to the agenda, as a standalone goal and recognized as a crucial contribution to progress across all the goals and targets.

The Royal Government of Cambodia (RGC) has fully committed itself to the 2030 Agenda and the Cambodia SDG framework include 18 goals (17 global goals and an additional 18th goal on demining/removing Explosive Remnants of War). For the UN in Cambodia, the CSDGs provide a framework for a more integrated UN system that has embraced the interconnected nature of sustainable development challenges.

The UNDAF 2019-2023 is shaped by the central themes of the SDGs (People, Planet, Prosperity, Peace and Partnership) with five related UNDAF outcomes. The fifth outcome is focused on “Managing Urbanisation” and is cross-cutting.

The Council for the Development of Cambodia (CDC) is leading the effort to localize the SDGs.
The new UNDAF is based on the four global UNDAF integrated programming principles vital to the Cambodian country context: (i) leave no one behind; (ii) human rights, gender equality and women’s empowerment; (iii) sustainability and resilience; and (iv) accountability and also adopts the six mutually reinforcing UN programming approaches.

**Leave no one behind:** Leaving no one behind and reaching the furthest behind first is the central promise of the 2030 Agenda. It represents the unequivocal commitment of the RGC to address the multidimensional causes of poverty, inequalities and discrimination, and reduce the vulnerabilities of the most marginalized people, including women, refugees, people with disabilities, internally displaced persons, migrants, minorities, indigenous peoples, stateless persons, and populations affected by conflict and natural disasters.

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

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

**Human rights, gender equality and women’s empowerment:** This principle recognizes that UN programming in Cambodia is guided by international norms and standards that provide the normative basis to address the situation of individuals and groups which are, or at risk of, being left behind not only because of their vulnerabilities but also as a result of entrenched inequalities and discrimination that prevents them from accessing services and resources. The UN’s contribution to protecting and promoting human rights is both a normative duty, and an operational imperative for ensuring more equitable and sustainable development outcomes.

**Human rights**
The 2030 Agenda is strongly grounded in human rights. Cambodia is signatory to and has ratified a number of key UN human rights treaties.

Cambodia has participated in two reviews within the Universal Periodic Review process and is due to undergo its third review in 2019. Cambodia’s review by the Human Rights Committee of its second periodic report under the International Covenant on Civil and Political Rights in 2015,

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8 For more details, see UNDG, “Principles for Integrated Programming” accessible at [https://undg.org/programme/undaf-guidance/principles-for-integrated-programming/](https://undg.org/programme/undaf-guidance/principles-for-integrated-programming/)

9 The six approaches are (i) Results Focused Programming; (ii) Capacity Development, (iii) Risk-Informed Programming; (iv) Development, Humanitarian and Peacebuilding Linkages; (v) Coherent Policy Support; and (vi) Partnerships. For further details, see UNDG, “Key Approaches for Integrated Programming” accessible at [https://undg.org/programme/undaf-guidance/principles-for-integrated-programming/](https://undg.org/programme/undaf-guidance/principles-for-integrated-programming/)
albeit after ten years, was an opportunity to renew its constructive dialogue with the Committee on the measures that the State party has taken in relation to civil and political rights.\textsuperscript{10} The UN in Cambodia will, through the UNDAF, support the implementation of the third cycle UPR recommendations, due to be adopted in mid-2019.

A matrix of selected UN human rights mechanisms and recommendations is attached in \textit{Annex IV} and will be updated once the recommendations from the third UPR cycle have been adopted.

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

The UN in Cambodia will, during the UNDAF cycle 2019-2023, continue to use human rights as a key programming principle to support the development of interventions that address human rights deprivations such as inequality, under-representation, vulnerability and discrimination and to promote access to information and basic services. Given the central importance of human rights to the achievement of sustainable development, the UN will continue to provide policy and technical support to help realize the fundamental human rights of people in Cambodia. This will require a renewed emphasis on strengthening the capacities and human rights awareness of both duty bearers and rights holders and creating and maintaining a safe and enabling environment for multi-stakeholder dialogue. It will also require enhancing access to justice with equity and adherence to rule of law that abides by international standards of due process and transparency, and promoting more responsive and accountable institutions and a system of public oversight. Aligning policies and legal enforcement at all levels with international human rights standards and expanding access to essential public services will also help mitigate existing and new forms of vulnerability.

\textit{Gender equality and women’s empowerment}:

Gender equality and the empowerment of women and girls are essential to the achievement of the SDGs, as a stand-alone objective, as part of a broader solution. Cambodia is signatory to international human rights conventions that address women’s human rights, including the Convention for the Elimination of all forms of Discrimination against Women (CEDAW) and gender equality and women’s empowerment features in RGC’s policy documents. Cambodian women have made significant progress along many dimensions of human development and values and norms related to gender roles and women’s position in society are changing in a positive way. Despite these developments, Cambodia is ranked number 99 out of 144 countries in the 2017 Gender Gap report, with a score of 0.676 and number 11 out of 18 countries in the region. The limited progress is largely in reducing gender gaps in political empowerment and economic participation and opportunity, while huge progress has been recorded in reducing gender gaps in education attainment, health and survival. A Social Protection System review (OECD 2017) revealed that 22.5 percent of female headed households were assessed to be poor compared to 20.1 percent headed by men. In a male headed household, a woman’s lack of decision-making power may limit her ability to influence decisions around health seeking, children’s education and as well as control and use of resources. The UNDAF will provide a strengthened targeting and integration of specific gender interventions across all programme areas through supporting systematic efforts to remove gender biases and discrimination in

\textsuperscript{10} Universal Periodic Review 2015 – Cambodia
existing laws, policies and practices; enhancing women’s voice an agency through participation in decision-making at all levels; supporting women's equal access to assets, financial services, ICTs and economic opportunities; promoting the safety and dignity of women and girls by addressing gender-based violence; and challenging discriminatory social norms, including through the engagement of men and boys in partnership and coordination with the government and key stakeholders. Evidence-based advocacy on gender will be supported by adequately gender disaggregated data from national surveys and administrative data collection systems.

**Sustainability and resilience:** The 2030 Agenda has the objective of ensuring the lasting protection of the planet and its natural and cultural resources, supporting inclusive and sustained economic growth, ending poverty in all its dimensions and enhancing human well-being. It aims to: increase the resilience of societies and ecosystems to man-made and natural hazards, shocks and stresses; promote multi-sectoral, integrated approaches that harness the potential, assets and capacities of institutions and communities to enhance human well-being, and reduce risks and vulnerabilities associated with natural hazards, climate change, violence, conflict, political and social instability, or economic volatility; and manage the change and uncertainty of long-term trends.

The Cambodian people depend heavily on the environment and natural resources for their livelihoods, and environmental sustainability is critical to ensuring sustained and inclusive economic growth and social development in Cambodia. The country is highly vulnerable to increased levels of pollution, uncontrolled exploitation of its natural resources and climate change. This vulnerability is most felt by the poorest and most vulnerable. The RGC has ratified the UN Framework Convention on Climate Change, and committed itself in the NSDP 2014 - 2018 to strengthening environmental protection and natural resources management toward a green, low carbon and climate resilient economy. This commitment will need to be coupled with strengthened investment, including in risk mitigation strategies and social protection measures to reduce individual and collective vulnerabilities. Laws and policies, including the National Policy on Green Growth (2013) and the Cambodian Climate Change Strategic Plan 2014-2023, need to be implemented and monitored, ensuring their integration into sectoral plans. The UN will continue its support the RGC in climate-resilient planning and in its engagement with global initiatives related to climate change.

There are strong links as well between sustainability and resilience, and peace and security. Strengthening the capacities of national institutions and communities is the foundation of resilience, and of ensuring that gains are sustainable. UN support for strengthening national capacities continues to take place within the national development framework, building on existing capacities, assets and systems, and based on national capacity assessments and strategies.

The sustainability and resilience principle will be integrated through each stage of the UNDAF process. All UN interventions will seek to reduce risks and build resilience through strengthening national capacities and policy support, and to mainstream sustainability and resilience across programmes. A broad vision of sustainability ensures a balance among social, economic and environmental considerations and resilience.

The UNDAF will take into account how the legal, policy and institutional environment as well as economic and social patterns affect the resilience of communities, especially for vulnerable and excluded groups. It will support links to the implementation of internationally agreed policy frameworks or conventions ratified by the Cambodia with the potential to facilitate integrated implementation of the SDGs. These include the Paris Agreement, the Addis Ababa Action Agenda,
the United Nations Framework Convention for Climate Change, the Sendai Framework for Disaster Risk Reduction, and the Quito Declaration on Sustainable Cities and Human Settlements for All.

**Accountability:** The 2030 Agenda includes commitments to greater accountability at global, regional and national levels, and to corresponding mechanisms for implementation and follow-up. The UN has committed itself to support these actions, and to help build “effective, accountable and inclusive institutions at all levels” (SDG 16). It requires strengthened national capacities of duty-bearers to deliver on their obligations, with effective oversight mechanisms in place. For the UN, accountability also requires robust data and information for policy formulation, programme design and implementation. This is also critical for managing risks and delivering better results. These requirements apply to national and subnational policy processes and to the work of the UN in Cambodia.

Higher standards of social accountability are supported through citizen engagement, responsive service delivery, effective institutions and transparent sharing of information, combined with strengthening the voice through capacity of rights holders. It requires strengthened national capacities of duty-bearers to deliver on their obligations, with effective oversight mechanisms in place.

**Theory of Change**

As part of the development of this UNDAF, the UN system developed a ‘theory of change’ for each of the five outcomes. This exercise resulted in the formulation of results chains, describing the relationship between lower- and higher-level results that the UN is seeking to achieve. It also identified the preconditions, risks and assumptions that lie between different levels of change. The theory of change explains how specific outcomes contribute to changes at the impact level (and what those changes are) and identifies actions that are sufficient and necessary to achieve specific outcomes. As such the theory of change substantially contributed to the design of the UNDAF outcomes and intermediate outcomes. See the Theory of Change Schematics Annex III.

For each UNDAF outcome a chapter outlines the following structure for the UN’s response:

1. **Challenges:** outlines the developmental key root causes identified in the country analysis.
2. **UN Response & Rationale:** in considering the specific priorities that the UN should focus in this UNDAF period, the UN has taken into account government priorities, the UN’s comparative advantage and the work of other key development partners.

**People | Expanding social opportunities – Outcome 1**

**SDGs 1, 2, 3, 4, 5, 6, 10, 12, 16, 17**

**By 2023, women and men in Cambodia, in particular marginalized and vulnerable populations,**¹¹ have their basic (economic and social) needs addressed equitably as they benefit from and utilize expanded quality social services¹² and social protection in a more resilient, fairer and sustainable society.

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¹¹ Marginalized and vulnerable populations including: including women, children, young people, sex workers, lesbian, gay, bisexual and transgender people, people who use drugs, people living with HIV, people with disabilities, refugees, internally displaced people, stranded migrants and victims of trafficking, prisoners

¹² Social services include health care, nutrition and education
Challenges

Despite, enjoying impressively high economic growth and improved human development in recent years, Cambodia’s economic and social development is fragile, unsustainable and inequitable, and serious disparity and inequities are emerging, a large proportion of the population is at risk of economic/social/environment shocks and specific population groups remain marginalized and left behind.

Human development

Cambodia has achieved remarkable development progress in a short period and achieved most of the health-related MDGs. While Cambodia is well-poised to build on this progress in the post-2015 era of the Sustainable Development Goals (SDGs) to achieve the more ambitious and comprehensive human development targets in the CSDGs, it faces a number of challenges and success is not guaranteed.

In the SDG era, Cambodia is undergoing rapid epidemiological and demographic transitions, and will need to evolve its health system from one focused on maternal and child health and priority communicable diseases, with significant support for vertical programmes from donors, to a comprehensive health system aiming to provide universal health coverage by ensuring access and quality health services that are affordable for all Cambodians, including to address the increasing epidemics of non-communicable diseases and injuries, and to ensure health security to prevent and control outbreaks, funded predominantly by domestic resources through pooling schemes.

As discussed further below, cost is a major barrier to accessing health care. Key challenges in the delivery of health services include insufficient number and capacity of health workers, challenges in the quality of care, unavailability of essential services at primary care level (in particular for non-communicable diseases), and insufficient community engagement in health literacy, care-seeking and demanding quality care.

Between 1990 and 2016, the under-five mortality rate decreased from 116/1,000 live births to 31/1,000 live births; and infant mortality from 85/1,000 live births to 26/1,000 live births due to improvements in the quality and coverage of antenatal and improved postnatal care, and for newborns and immunization, as well as in the underlying determinants of child health. The majority of infant deaths are in the neonatal period, with 16 babies/1,000 live births dying in the first month. The dramatically reduced maternal mortality ratio, from 472/100,000 live births in 2000 to 170/100,000 in 2014 is associated with improved antenatal care, institutional deliveries and skilled birth attendance. Despite some of the remarkable progress in the areas of communicable diseases and maternal and child health, sustained efforts are still required. Child and maternal mortality rates remain high in comparison to countries in the region, and unequal access to sexual and reproductive health and rights hinders good health outcomes especially in rural areas and for the most vulnerable, including young people and adolescents. The rise of teenage pregnancy (teenage fertility for 15-19 year olds rose from 47/1000 adolescents in 2005 to 57/1000 in 2014), particularly among the most marginalized and vulnerable youth, is another challenge which influences Cambodia’s large youth population’s future in relation to education, employment, participation and poverty outcomes.

Cambodia’s HIV response over the past two decades has been highly successful and has led the country to be one of seven globally to achieve the 90-90-90 targets. The number of new HIV

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16 UNAIDS; Ending AIDS: Progress towards the 90-90-90 targets (July 2017)
infections has fallen to less than 1000 per year in 2017\textsuperscript{17}, and Cambodia has the highest treatment coverage in the Asia and the Pacific region\textsuperscript{18}. The success, while driven by the Government and civil society, has been heavily dependent on external financial and technical support. International investments amounted to 82 per cent of financing for the HIV response in 2015\textsuperscript{19}. HIV disproportionately affects key populations in Cambodia including people who inject drugs (PWID), female entertainment workers (FEW), men who have sex with men (MSM) and transgender people. With Cambodia HIV response being at the critical stage of achieving ending of AIDS by 2025, and given the current financial landscape, maintaining the gains and sustaining the response in the medium and long term is a challenge.

Certainly, in some parts of the country due to financial barriers to health services remoteness, staff shortages, poor quality public health services, a poor hygienic environment, harmful cultural practices and frequent unavailability of essential medicines, vaccines and supplies. Addressing within-country inequities in these indicators will be crucial to efforts to achieve SDG 3.1 and 3.2.

While Cambodia has seen dramatic reductions in tuberculosis and malaria in the MDG era, Cambodia remains a high burden country for tuberculosis, and reductions in malaria cases have recently stagnated. The challenge of multi-drug resistant malaria in Cambodia is a serious threat not only to malaria control efforts in this country, but also to malaria progress globally.

While Cambodia achieved the Millennium Development Goal (MDG) of halving poverty in 2009, it was only able to do so by a small margin. Today, around 4.5 million people remain near-poor, vulnerable to falling back into poverty when exposed to economic and other external pressures. Additionally, multidimensional poverty has fallen much less quickly than monetary poverty\textsuperscript{20}.

Critically, any improvements in nutrition in Cambodia have lagged behind economic development and other social indicators. Rates among children under five continue to be among the highest in the region, with 32 per cent stunted, and 9 percent are severely stunted\textsuperscript{21} with no apparent gender differences. The disparity in stunting prevalence between poorest and richest children is substantial: 42 percent of poorest girls and boys are stunted, as compared with 19 percent of poorest children\textsuperscript{22}. Lack of progress in improving nutrition indicators, including for pregnant and breastfeeding mothers, is partially explained by stagnant trends in some determinants of nutrition, including diarrhoea prevalence, improper complementary feeding and inadequate WASH practices.

Cambodia is making steady but inadequate\textsuperscript{23} progress to meet the localized CSDG and SDGs water, sanitation and hygiene targets. Despite strengthened WASH systems at the national and sub-national level, and strong high-level support, Cambodia has the highest rates of open defecation in the region with one in two rural Cambodians practicing open defecation\textsuperscript{24} and eight in ten of the poorest rural Cambodians practicing open defecation\textsuperscript{25}. Additionally, only two in five rural Cambodians use a non-improved drinking water source during the dry season\textsuperscript{26}; around seven in ten pre-primary schools do not have access to water, sanitation, or hand hygiene services\textsuperscript{27}; and one in two rural health care facilities do not have sufficient water all-year.

\begin{thebibliography}{99}
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A lack of knowledge and information about menstruation hygiene poses issues and discrimination for adolescent girls. Capital investment in WASH in rural areas still remains heavily dependent on development partners' support and household contributions; and there is no data available on safely managed sanitation services in urban or rural areas.

There are significant gains in primary education with net enrolment increasing from 82 per cent in 1997 to 93.5 per cent (93.9 per cent for girls) in 2016/17. Children from poor rural families, with disabilities, and from ethnic and linguistic minorities are more likely to be excluded from, or to not complete, primary school. However, lower secondary completion rates remain low at 39.4 per cent for boys and 46 per cent for girls in 2016/17. This is the result of multiple factors, including that many children dropout of school to enter early employment. While the gender gap in lower secondary schools has been narrowed, regional and income discrepancies are high. Quality is an ongoing concern, with the majority of children from ECE to secondary education not reaching age-appropriate learning standards. Many young people, especially the most marginalized and vulnerable lack information and access to comprehensive sexuality education which also includes knowledge on HIV/AIDS and menstruation hygiene for adolescent girls. The data shows a decline of comprehensive knowledge about HIV/AIDS among female adolescents aged 15-24 from 44 per cent in 2010 to 38 per cent in 2014.

Cambodia has seen increased momentum regarding the introduction of laws to protect children and women. The Inter-Country Adoption Law, the Law on Suppression of Human Trafficking and Sexual Exploitation and its Explanatory Note, the Law on the Protection and Promotion of the Rights of Persons with Disabilities; the Law on Domestic Violence; Sub-Decree on the Management of Residential Care Institutions (2015) and Juvenile Justice Law (JUL) are among the major achievements. However, the country still lacks child protection systems - based approach built on a national vision for protecting children from harm. However, the country still lacks a child protection system-based approach built on a national vision for protecting children from harm. This includes having a legal framework and a comprehensive child protection law in addition to; defining a unified commune-level service delivery mechanism; improving government agency coordination and collaboration with NGOs; enhancing the human resource base, particularly qualified social workers; and strengthening monitoring and accountability systems. The same applies to violence against women and girls which is a grave human rights violation and an issue in Cambodia which hinders the countries development. The data shows that 20 per cent of women and girl (age 15 and above) being in a partnership have experienced physical, sexual or emotional violence by a current or former intimate partner in the previous 12 months. In addition, around 27 per cent of men aged 15-49 and 50 per cent of women agreed that a husband is justified to beat his wife for specific reasons.

Additionally, Cambodia is witnessing rapid urbanization, while still a rural population, projections suggest that by 2030 years over a third of the country's population will reside in urban areas. Adequate provision of quality basic services that meet the needs of this growing urban population will also be key to avoid further inequities.

As noted in the CCA and reflected in other assessments it is evident that many of the human development challenges that continue to face Cambodia arise from similar root causes and remain an impediment to the realization of the full spectrum of rights among all of the country's population, especially children, adolescents, the elderly and woman. These include, among

29 World Bank (2015) Cambodia WASH Service Delivery Assessment
30 UNICEF/WHO JMP 2017 Cambodia country file 2017
31 Education Quality Assurance Department (EQAD), MoEYS, 2017 -2015 National Learning Assessment in Khmer for Grade 3.
others: insufficient earmarked budget for implementation of high impact interventions/services; lack of legislative framework and effective re-enforcement supporting the implementation; lack of regular effective monitoring quality of programme implementation and for corrective actions; limited capacity to deliver effective services/interventions equitably; limited promotion of behaviours, demand for services and social norms including around gender and disability that can obstruct realization of human rights and utilization of quality services/interventions; prohibitive direct and indirect user fees for social services; and a continuing heightened vulnerability to disaster and more broadly climate change and limited national and community capacity to deal with disasters. Priority will need to be given to these themes highlighted across all sectors.

Social Protection

Cambodia has recently adopted a National Social Protection Policy Framework (2016-2025) covering social security and social assistance which prioritises cash transfers for poor pregnant women and children. The National Social Protection Policy Framework, also known as NSPPF, was developed under the leadership of the Ministry of Economy and Finance (MEF) in 2015 and endorsed by the Council of Minister in 2017. It brings together all social protection work under one policy document for the first time. The RGC also has access to growing resources. Increased fiscal capacity and improved tax collection, combined with rapid economic growth and support from international donors though declining, has significantly increased the size of the budget. However, social protection currently receives only a small proportion of current expenditure, and the low coverage of social protection among poor households means that the fiscal system can leave them worse off once the burden of a regressive indirect taxation system is taken into account.

Cambodia’s current social protection system is at an early stage of development. Scholarships and school meals comprise the bulk of social assistance spending, which also includes disaster relief and public works programmes.

The largest social protection scheme in terms of coverage is the system of Health Equity Funds (HEF), which operate nationally and provide access to healthcare and other benefits to 3 million mostly poor individuals. The HEF is co-financed by the government and DPs. Despite this, a majority of the population lacks financial protection for health care. Out-of-pocket expenditure is high by regional and global standards, and there are significant levels of catastrophic expenditure.

Social insurance is also highly fragmented. Workers in the formal private sector have access to employment injury insurance and social health insurance but not to a statutory pension arrangement. Public-sector workers, on the other hand, are entitled to pensions but not to health insurance. Compounding this challenge is the high level of informality: with more than 90 percent of the workforce operating informally, a social insurance system based on the formal economy excludes the vast majority of workers, leaving them extremely vulnerable to lifecycle shocks and economic downturns.

There is a risk to the financial viability of social protection which must be addressed urgently. Non-contributory pension arrangements for civil servants and the military already absorb a large proportion of the social protection budget and their expenditure is rising fast. Implementing

33VAT is not charged/collected in small businesses/vendors where the poor make purchase often. Income tax is only collected in formal sector. The poor, who are engaged in informal sector at the same time, therefore do not pay income tax.
contributions for public servants is an important and urgent first step towards a sustainable pension system that covers the entire workforce, as envisaged by the SPPF.

**Human Rights and Gender**

As noted, numerous groups are at disproportionate risk of human rights deprivations and violations, including women, children, sex workers, lesbian, gay, bisexual and transgender people, people who use drugs, people living with HIV, people with disabilities, ethnic minorities, refugees and asylum seekers, stranded migrants and victims of trafficking, prisoners, and the geographically isolated. Sexual and gender-based violence including rape and domestic violence most commonly affect women, children, and people with disabilities. The implementation of existing policies and strategies to address this phenomenon remains weak and a well-functioning multi-sectoral referral system for survivors is not yet established. Women and children as victims, witnesses, or offenders, face significant barriers to accessing protection services and the formal justice system. These challenges are compounded by the response of law enforcement agencies, which is often inadequate, resulting in de facto impunity for those involved in these forms of crimes and violence.

Challenges remain in the implementation of international commitments and the Government lacks effective coordination to comprehensively address human rights and gender equality through policy, law, and by establishing and strengthening institutions that are responsible for protecting and promoting human rights. There is also a capacity gap preventing the country from fully incorporating gender dimensions and human rights norms, including Cambodia's international human rights obligations, into critical national processes such as law review, development planning, and implementation of the localized CSDGs and more broadly the Sustainable Development Goals.

Socially and culturally constructed norms and roles have shaped attitudes to gender and disability, leading to unequal power relations between men and women and between persons with or without disabilities. The UN has noted that women and girls have substantially less access to health care and education services than men and boys, and are underrepresented at all levels of decision-making.

**UN Response & Rationale**

The Theory of Change proposes pathways leading to three distinct areas of change.

**Sub-Outcome 1.1: By 2023, women and men, in particular marginalized and vulnerable populations, increasingly seek quality services and the realization of their basic rights, including during emergencies.**

The UN will address strengthening local administration engagement and accountability to ensure individual and communal buy-in and demand for quality social services particularly for vulnerable populations.

The UN will support ongoing behavioural change communication promotion to engage key opinion leader to stimulate demand for quality services. Interventions will support the community-wide use and monitoring of resources in the districts, and promote reinforcement through partnerships with radio, television programmes and digital media platforms.

The UN system will also advocate with line ministries and subnational administrations to remove financial barriers that can block uptake of basic services. This includes advocacy for free and universal access to basic social services such as health care, nutrition and education, and removal of user fees, through developing comprehensive pooled financing schemes which reduce the
burden to the individual at the point of use of services. It also includes ensuring evidence-based and equitable access to social protection schemes and services that can support the most vulnerable and marginalized.

**Sub-Outcome 1.2: By 2023, public and private sectors provide quality services and expanded coverage for marginalized and vulnerable populations in line with international standards and norms (including during emergencies)**

The UN seeks to strengthen the capacity of national and sub-national service providers to deliver equitable quality and accessible basic services including health, nutrition, education, water and sanitation and protection to vulnerable populations including during emergencies.

The UN will convene and build upon existing collaborations with government agencies at national and subnational levels to provide ongoing regular supportive supervision to improve quality of programme and capacity to plan and implement key social services equitably and closely monitor implementation with timely corrective actions.

Promoting multi-sectoral collaboration in policy development and programme implementation is key to improving social outcomes in an efficient way. It requires integrated services delivery and interventions beyond the health sector, the participation of the private sector is also key.

UN agencies will also provide technical support to Ministry of Planning and Ministry of Economy and Finance to implement the National M&E strategy and guidelines to strengthen the M&E systems. The UN will also promote coordinated effort for the Ministry of Planning, Ministry of Economy and Finance, and Ministry of Interior to provide guidance and support to line ministries and subnational administrations for strengthening M&E capacity.

To fill the major data gap in relation to vulnerable populations, the UN will provide technical and financial support to the National Institute of Statistics to include relevant questions into the national household surveys such as CSES and/or DHS. The UN will also continue to support government partners to collect and analyse data from different sources to monitor progress of SDG indicators; and support design methods and tools for progressive disaggregation to ensure no person is left behind.

**Sub-Outcome 1.3: Public and private sectors sustainably increase and diversify domestic resources for social services and social protection, especially for marginalized and most vulnerable populations.**

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

The UN also leverages international resources (technical, financial and material) for the delivery of health, nutrition, WASH, education, family and child protective services, food security and social protection. Specifically, it will support the design of gender-sensitive and equity-focused social protection programmes with increased coverage; ensure public budget is equitably and adequately allocated and executed for social services and social protection programmes; and that line ministries and subnational administrations effectively monitor and evaluate policy, programme and budget implementation and progress towards Cambodia SDGs.

In line with the new Budget System Reform Strategy 2018-25, the UN will provide technical support to the Ministry of Economy and Finance to build capacity in monitoring and evaluation of key social policies and programmes and ensuring budget allocation for M&E strengthening.
With strengthened M&E system or mechanism focusing on human rights indicators, MEF, social ministries and sub-national administration will be better equipped to prioritize budget allocation and execution toward interventions addressing the gaps and disparities for reduction of multidimensional poverty.

Prosperity | Expanding economic opportunities – Outcome 2

SDGs 1, 2, 4, 5, 8, 9, 10, 12, 17

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

Challenges

Headline socioeconomic data paints a very favourable account of Cambodia’s development performance over the past 10 to 15 years – rapid economic growth, high investment flows and progression to MIC status, alongside strong human development and MDG outcomes. This is exceptional given Cambodia’s still relatively recent history of conflict.

Yet deeper level analysis raises many questions and while the underpinning economic model had strengths, going forward times are changing. The socioeconomic backdrop is one rapid destabilizing change, of volatility, with many going transitions – from lower to middle income status, rapid demographic change from a growing to an aging society, and considerable societal modernization. These changes are, in turn, underpinned by deeper structural dynamics – rapidly rising within/out migration, progressive urbanization, and paced but also imbalanced industrialization. There is also evidence that some of these processes, have stalled, and even retreated. In addition, the regional/global economy is in flux, and the national political situation is potentially also destabilizing.

Positively aggregate income inequality has remained static, but area and group disparities are evident. Spatial inequality is pronounced, with remote and peripheral communities exhibiting many forms of social exclusion. Cambodia is in danger of developing a multi-speed economy, improvements in value-added, especially in agriculture are slowing, and productivity growth has weakened.

Similarly, poverty has fallen dramatically, but vulnerability is high (the proportion of the population just above the poverty threshold has grown very substantially). The economy is also absorbing displaced labour (largely from agriculture), but again, informality is high and decent and productive work is in short supply. Youth under and unemployment is a particular challenge – with an estimated 270,000 new entrants joining the labour market annually. Mass-migration abroad, largely informal and irregular in nature, to Thailand, offers a further vent for surplus labour - but these jobs tend offer few protections and this has driven social dislocation.

Significant labour market inequalities between men and women are also evident: women’s participation rate is below that of men (81% versus 88% for men); and women are over-represented in informal and precarious jobs (42% are in salaried jobs versus 56% of men), and are underrepresented at managerial and technical levels. Research also suggests there is an
adjusted net wage gap (in the formal sector) of around 20%\textsuperscript{34}. Additionally, women also bear significant unpaid care responsibilities, which are not formally accounted for or recognized.

Moreover, there are significant constraints on structural change, including poor connectivity, shallow capital markets; endemic subsistence-based production; biting risk aversion (exacerbated by climate change); and too rapid a demographic transition, and these have not been properly addressed by policy responses. These interact with deeper social and political challenges, including: negative social, especially gender, relations and norms, which influence attitudes and policy decisions; persisting post-conflict issues; poorly adapted soft and hard institutions; a weak polity and declining democratic space; and sections of the elite focused on private agendas, rather than national development. The position of the state within this suite of problems, is a complex one, its capacity and capability varies. While public administration generally lacks effectiveness, some central organs are strong and disciplined, and display considerable capacity.

The socioeconomic challenge can be identified under three headings (relevant to the UN’s mandate):

*High levels of economic growth but quality of growth challenges:* Meaning that going forward the economic growth may not be as inclusive as it has been, and not underpinned by productivity growth and structural change. Paralleling concerns over environmental sustainability, this is rooted in weak productivity, inefficient production, a narrow economic base, low value addition, limited access to/ low adoption of technology; weak/ limited quality infrastructure; declines in competitiveness (inter and intra-sector); and high trade cost – all alongside external change (technological innovation, automation “Industry 4.0” and trade threats/preference erosion).

*Cambodia faces a more complex, two-fold poverty problem:* (a) persistence of caloric (extreme) poverty, affecting left behind, largely remote and rural people (*the marginalized*); (b) Mass vulnerability - the missing middle (low income workers, who lack decent jobs) and key groups who are increasingly exposed to economic risks, with little or no protections (*the vulnerable*). Disadvantaged populations - women and girls, youth, the elderly, ethnic and national minorities, persons with disabilities, people living with HIV and LGBT people are over represented within these two groups. Crucially, gender inequalities persist in the labour market and in accessing education and health; skills training and development, and opportunities for young people are weak; and social protection is largely under-developed.

*The level of socioeconomic inclusion is in doubt:* Cambodia’s official record shows falling aggregate inequality yet growing disparities between groups and localities (particularly urban versus rural areas). This is underpinned by an emerging multi-speed economy with the most remote and challenged areas lagging furthest behind, dysfunction in labour markets (the primary driver of pro-poor/ inclusive growth), gender differences in the labour and capital markets, mass migration to Thailand, informality and poor working conditions/lack of respect for workers’ rights, limited recognition of skills and prior learning, weak opportunities and low skills (but also skills mismatches).

**UN Response & Rationale**

\textsuperscript{34} CDRI paper on labour market wage gap paper see: https://cdri.org.kh/portfolio-item/greater-mekong-sub-region-research-network-gmsnet/
The Theory of Change proposes pathways leading to three distinct areas of change.

**Sub-Outcome 2.1: More women and men have decent work both in waged and self-employment, are protected by labour standards, and have higher skills in a progressively formalizing labour market, and high levels of employment are maintained.**

The UN will address labour market weaknesses, workers’ rights and barriers to entrepreneurship, as employment is the primary driver of inclusive growth and reduced vulnerabilities. The UN agencies will support these aims, via waged-labour market initiatives facilitating public and private investments in training and skill development, formalization and decent work. These include systemic reforms to build the capacity of the technical and vocational education training system with an increase involvement of the employers’ and workers’ organizations in its governance and implementation; and promoting decent work opportunities within businesses and public sector, expanding employment and business development services and especially for youth, through joint programming; and enabling progressive participation in formal social protection via expansion of Social Insurance (as part of the roll-out of the National Social Protection Policy Framework). Within self-employment the focus will be on: promoting entrepreneurship, business skills, self-confidence, and access to information and finance, with a particular focus on women entrepreneurs; fostering women’s entrepreneurship by tackling key barriers facing women entrepreneurs such as financing constraints, lack of IGTs an promoting a stronger enabling environment for gender-responsive entrepreneurship; enabling voluntary participation in social insurance as a complement to basic social security guarantees, or social protection floors (also as part of NSPPF); and within rural areas/ the agricultural sector, supporting measures to improve access to capital and technology via farm level initiatives and support programmes, and via rural development programmes to support the non-farm sector and the development of market linkages.

At the policy-level, UN agencies will also work to improve the general functionality and equity of labour markets and the progressive formalization of the economy. This includes focussing on the particular needs of youth and new entrants to the labour market, building modern trade unions, improving the portability, environmental concerns and relevancy of qualifications (education, TVET and work based training accreditation of skills), and through exploring new and innovative ways to widen access to skills, strengthening the labour and Occupational, Safety and Health (OSH) inspection systems to combat all manner of labour law violations, including workplace discrimination (on gender and other grounds) and sexual harassment at work.

**Sub-Outcome 2.2: Public institutions, businesses and entrepreneurs, drive improved economic productivity and competitiveness, greater innovation and adoption of new technology and resilience to shocks.**

The UN will seek to enhance productivity via institutional, public and private policies and decision making. UN agencies will support capacity development and systems strengthening, creating an institutional environment supportive of improved productivity and competitiveness – within an economic model which is also sustainable, resilient and inclusive. This includes offering technical and policy assistance at the highest levels of Government –for example via the Supreme National Economic Council (SNEC), the Science and Technology Council, and strategic-level ministries. This will centre on several areas, including: roll-out/ updating of the Industrial Development Plan (IDP) and the National Employment Plan (NEP), development of the Cambodia Sustainable Development Goals (CSDG), supporting LDC graduation process (focusing on both ODA and trade impacts), strategies for doubling the exports, implementation of the Strategic Vision for the Garment Sector (2018 – 2025), formulation and implementation of the Agricultural Master Plan and formulation and implementation of Cambodia’s new Science, Technology and Innovation
Policy and support to developing national strategies for the promotion of women entrepreneurship. The UN will promote social dialogue among government, private sector and employees about decent work and skills related training. The adoption of a framework for women and men in the informal economy will also be promoted as a means of delivering improved competitiveness and productivity.

The UN will also work with line ministries on sectoral productivity- and competitiveness-enhancing initiatives – notably improved quality infrastructure (focused on fisheries and aquaculture), financial inclusion and resilience (including community savings and loans and innovative finance for women entrepreneurs), enabling technology transfer for efficient use of resources including solar energy, models for low carbon development/ de-carbonization and other green growth measures (within IDP roll-out), supporting the Agricultural Master Plan (and other agricultural policies), and crafting policy responses to industrialization challenges (for example on automation) as well as reducing trade costs and market and product diversification.

UN agencies will also support official statistical capacity in line with the National Statistics Development Strategy, including building the general capacity of the National Institute of Statistics (NIS) supporting more effective measurement of employment outcomes, productivity, and enabling better analysis the economic inclusion/ exclusion and (gender and other) biases. Finally, working with the wider UN Country Team and Results Groups, agencies will reach out to the private sector and civil society. This will entail sensitization, research and dialogues, and the development of productivity-enhancing methods and tools, with the chambers of commerce, workers’ organizations, sector wide bodies, think tanks, and potentially, individual enterprises and traders. This will be via policy initiatives on key topics, including Industry 4.0, the benefits of inclusion and diversity, and directly improving productivity improvements (via an enterprise survey and enabling tailored support via the leading business organizations).

**Sub-Outcome 2.3: Social norms, policies, laws and institutions promote economic inclusion, especially of women, people with disabilities, women and men living in remote areas and the extreme poor.**

The UN will seek to tackle deeper constraints on the marginalized, and specifically the extreme poor. The UN will work, to relieve the constraints on the realization of the economic potentials of marginalized groups; and to secure a permanent exit from poverty for the remaining 10 per cent of the population trapped in subsistence activities (often in remote locations). This is via policy level work (sensitizing governance and supporting legislation/ policy reform) and targeted programmes of support to poor communities. Constraints are both external referring to biases and limitations, and internalized via disempowerment. In the case of poor households specifically, the external constraints often include no access to capital and or assets, remoteness and other locational threats (such mined areas, climate induced risks), and the internal, very high levels of risk aversion. This area encompasses the UN’s long-standing partnership with the national authorities on clearance of land mines and explosive remnants of war (in line with Cambodia’s additional mine action SDG – CSDG18).

UN agencies will also work to build official awareness and understanding of the nature of socioeconomic, and notably gender-based, economic exclusion, via research and data gathering; and to improve the legal and policy frameworks. This includes: a suite of surveys and analyses - a gendered economy assessment, wage gap analysis and enabling institutionalization of a National Institute of Statistics (NIS) time use survey; and supporting development of a Cambodian multi-dimensional poverty measurement framework (linking to other efforts within Results Group 1 on child MDP). The UN will also seek to promote inclusion of women and disadvantaged groups by supporting legal compliance with international labour standards.
will specifically include: improving the laws governing minimum wage; updating the framework governing overseas migration; and revisions to labour and trade union laws.

Delivery initiatives, to be carried out with RGC and non-government partners and would focus on removing constraints (both economic and social) and on the empowerment of the affected groups, for example graduation-based social protection in extreme poor areas and mine-clearing initiatives (connections should also be made with rural/ agricultural development support undertaken under intermediate outcome 2.2). The UN agencies will also work on youth issues within this intermediate outcome, both across activities and via components of joint programming both addressing deprivations and tackling negative social norms. In its work supporting the formulation and implementation of Cambodia’s new Science, Technology and Innovation Policy, specific emphasis will be made to promote inclusive technology and innovation approaches.

**Planet | Sustainable living – Outcome 3**

**SDGs 1, 2, 5, 6, 7, 9, 10, 11, 12, 13, 14, 15, 16, 17**

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

**Challenges**

People, in particular belonging to marginalized and vulnerable groups, are negatively affected by climate change and inadequate land and natural resources management and environmental protection leading to limited opportunities and choices for equitable development and livelihood. Cambodia ranks 146th out of 180 countries on the Environmental Performance Index (EPI) – a global index that measures a country’s environmental performance. Cambodia scores well in handling nitrogen balance, especially in agricultural industry. However, the country is underperforming in the areas of air quality, water resource management, health impacts of environmental issues, sanitation, environmental impacts of fisheries and forest management.

**Food Security and Nutrition (FSN), and Water, Sanitation, and Hygiene (WASH)**

Despite significant achievement made in terms of food availability, accessibility and dietary diversity especially among pregnant women and children under five remain an issue. Critically, any improvements in nutrition in Cambodia have lagged behind economic development and other social indicators. Rates among children under five continue to be among the highest in the region, with 32 per cent stunted, and 9 percent are severely stunted\(^{35}\) with no apparent gender differences. The disparity in stunting prevalence between poorest and richest children is substantial: 42 percent of poorest girls and boys are stunted, as compared with 19 percent of poorest children\(^ {36}\). Lack of progress in improving nutrition indicators is partially explained by stagnant trends in some determinants of nutrition, including diarrhoea prevalence, improper complementary feeding and inadequate WASH practices.

\(^{35}\) Ibid
Cambodia is seeing changes in dietary preferences towards more convenience foods and the trend towards obesity and risks of NCDs is evident. Overweight and obesity issues, although amongst the lowest in the ASEAN countries are a growing concern, especially for women of reproductive age (WRA): 18 per cent of WRA in Cambodia are now overweight or obese compared to 14 per cent underweight. The efforts required to combat this growing problem and the associated NCDs will continue to strain the available public-sector budget and harm the national economy, if preventive measures are not applied, even as progress is made in driving down the problems associated with under-nutrition.

There are also ongoing challenges for ensuring food safety, water quality, curbing open defecation and improving sanitation and hygiene practices among rural households. Cambodia is making steady but inadequate progress to meet national and Sustainable Development Goal (SDG) water, sanitation and hygiene targets of universal use by 2025 (national target date) and 2030 (SDG target).

Despite strengthened WASH systems at the national and sub-national level, and strong high level support:

- one in two rural Cambodians practice open defecation;
- eight in ten of the poorest rural Cambodians practice open defecation;
- two in five rural Cambodians use a non-improved drinking water source during the dry season;
- around seven in ten pre-primary schools have no recorded water, sanitation, or hand hygiene services;
- one in two rural health care facilities do not have sufficient water all-year around;
- capital investment in WASH in rural areas remains heavily dependent on external public (as opposed to domestic public) sources, and household contributions; and
- no data is available on safely managed sanitation services in urban or rural areas.

In 2010 the United Nations General Assembly explicitly recognized water and sanitation as human rights that are "essential for the full enjoyment of life and all human rights". Addressing WASH deprivations and vulnerabilities is fundamental to sustainable livelihood improvement, and strengthened resilience to climate and other shocks.

**Environmental Protection and Conservation**

Healthy ecosystems are vital to the resilience and well-being of all Cambodians, but especially rural communities. Ecosystems underpin food security; they facilitate income generation and employment; and they function as safety nets during times of stress. This means that degradation of ecosystems is likely to increase rural vulnerability, as it represents an erosion of people's options, capabilities and freedoms. It will therefore be critical to mitigate the adverse effects of environmental degradation on those populations that rely on natural resources for their

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37 MoH, 2013
38 Economist Intelligence Unit, 2018 and CDHS 2015
39 UNICEF analysis linear projection of trends since 2000, based on UNICEF/WHO JMP data
40 UNICEF/WHO JMP 2017 Cambodia country file 2017
41 Ibid
42 Cambodia Demographic and Health Survey 2014
43 UNICEF/WHO JMP 2017 estimated based on MoEYS EMIS data
45 World Bank (2015) Cambodia WASH Service Delivery Assessment
46 UNICEF/WHO JMP 2017 Cambodia country file 2017
livelihoods. It will require further protecting the rights of indigenous and local communities and ethnic minorities who face substantial uncertainties due to insecure tenure of land rights, displacement as well as land conflicts.

If issues of sustainable living are left unattended, both urban and rural residents, especially women, are likely to face increasing threats and uncertainty in the future. In rural areas, those dependent for their livelihoods on natural resources are likely to be adversely impacted by increasing frequency of floods and natural disasters, unchecked deforestation, fish-stock depletion, and declining farm productivity. Economic Land Concessions (ELCs) and Social Land Concessions (SLCs), the construction of hydropower dams, and other infrastructure, including mining, roads have had negative impacts on the environment and on the rights of individuals and communities. Deforestation driven by legal and illegal logging threatens the livelihoods of 80 per cent of the rural population. Indigenous and local communities and ethnic minorities face uncertainties due to insecure tenure of land rights as well as land disputes.

Urban areas have their own set of insecurities. Lack of open spaces, accessible for persons with disabilities, pollution, traffic accidents and congestion, the spread of urban slums, poor sanitation and urban infrastructure magnify public health problems of cities and can lead to differential impact on women and other genders. There is a need for better planning by institutions, including in consultation with affected communities. Increased cost of living, unhealthy lifestyles and faulty diets make urban residents highly susceptible to problems of poor health, infertility, depression, and violence, including gender based violence. Limited physical activity, no time for exercise, eating junk foods, working long hours, and leading sedentary lives are leading causes of health problems such as diabetes, hypertension, blood pressure, high cholesterol, obesity, and arthritis. Flooding also tends to cause greater damage to property in urban areas. Excessive and inappropriate use of antimicrobials in humans and agriculture, associated with increasing antimicrobial resistance, poses one of the biggest threats to global health and food security.

Rapid industrialization, growing population pressures, as well as the lack of knowledge and access to technologies to promote a sustainable and inclusive industrial development represent a growing threat to the environment. Excessive greenhouse gases are emitted and harmful wastewater are discharged into water bodies and land, contaminating agricultural land, groundwater bodies, as well as irrigation networks. The RGC through its Industrial Development Policy aims to promote industrial growth as a driver for the economic development. Industrialization might create negative impact on environment affecting the livelihood of millions of people living around water bodies and industrial populated areas. Proper measures are needed to mitigate the threats and ensure a sustainable and inclusive industrial development.

Over the next five years, it will be important for the UN and RGC to understand the complex interplay between women and men and the environment that manifests itself differently in rural and urban settings. The UN will work with relevant institutions and affected communities to support the development of clear visions and strategies to guide the management of protected area landscapes and corridors, and improve and protect livelihoods, particularly of the marginalised and most vulnerable groups. Herein, conservation goals will need to be balanced with the need for human development and the enhancement of local livelihoods. This may entail the promotion of new productive activities in degraded areas, among other things. To meet the management goals ahead, spatial planning will be needed to synthesize current knowledge of ecosystems, biodiversity, development activities and livelihood needs.

Climate Change Adaptation and Disaster Risk Management
Most of Cambodia’s agricultural areas are rain-fed and exposed to higher risks of drought and flood under future climate conditions. Increased soil moisture deficit is also likely to adversely affect food security due to the negative impacts on agriculture and forestry. Land degradation, including declining soil fertility and productivity, and soil erosion are heavily impacting biological, agricultural and economic productivity. Loss of forest cover and associated land use change are the main factors in Cambodia becoming a net emitter of greenhouse gases (GHGs). The 435 km Cambodia coastline is vulnerable to sea-level rises and the severe impacts of more frequent typhoons under future climate variability projections. This could have effect on tourism potential and cause coastal erosion. Frequent typhoons and tropical storms are expected to cause increasing damages to settlements, businesses, and natural resources with consequences on rights and livelihoods of women and men.

Nearly two-thirds (64 per cent) of all rural households are engaged in fishing either as primary or secondary occupations. Despite abundant water resources, many of Cambodia’s catchments are being affected by either too much or too little water in the catchments. Changes in water regimes are expected to severely impact food production system, such as agriculture and fisheries sectors, with the central plains including Tonle Sap Lake experiencing more extreme changes. A decline in the overall production of Mekong fish catches can be expected due to various reasons, both natural (e.g. fish migration, hydrological conditions) and man-made.

Recent findings presented in the Second National Communication to the United Nations Convention on Climate Change (UNFCCC) suggest that the rise in temperature and rainfall in Cambodia which started over 50 years ago will continue for the next 80 years and will adversely impact dry season rainfall and delay arrival of the wet season regardless of the potential increased wet season rainfall. The steady increase in temperature is likely to affect agricultural and labour productivity: Cambodia is expected to be among the top two countries most affected in the coming decades (and the most affected by 2085), with losses of labour productivity above 4 percent by 2025, and above 6.5 percent by 2055. Production of coffee and rubber in Cambodia is also likely to be impacted as rainfall will get higher in the provinces of higher elevation during the wet season, but it will get drier during the dry season.

Most active mining companies operate small-scale quarries producing materials for construction, such as laterite, marble, granite, limestone, gravel and sand. The majority of mines concession companies is relatively less experienced in mining exploration, and development, and has limited capacity and knowledge to comply with the environmental or human rights standards and the use of technologies with lower negative impacts on the environment and on the rights of people and communities. Climate variability also impacts health security. Many infectious diseases, such as malaria, dengue fever, diarrhoea and other water- and food-borne diseases in humans and parasites, food-, water- and vector-borne diseases in animals are influenced by climate variability. Furthermore, sea level rise increases soil salinity in some areas and may displace populations and cause damage to infrastructure, leading to increased susceptibility to infectious diseases.

**UN Response & Rationale**

The Theory of Change proposes pathways leading to three distinct areas of change.

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47 NCSD (2016) Latest draft of the National REDD+ Strategy
48 Ibid
49 Ibid
50 Ibid
52 NCSD (2016) Latest draft of the National REDD+ Strategy
Sub-Outcome 3.1: By 2023, all Cambodian people, in particular the vulnerable and marginalized, are empowered to equitably access, responsibly use and benefit from resilient basic services, land and natural resources with an increased resilience to cope with disasters/shocks and other risks.

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

To address and manage risks from environmental shocks and stresses including that associated with climate variability, the UN aims to support government’s efforts in developing and implementing national adaptation, mitigation consistent with the four pillars of the Sendai Framework for Disaster Risk Reduction (SFDRR 2015-2030), SDGs and the Paris Climate Agreement, while adopting an inclusive, participatory and gender-sensitive approach to its development and implementation. Initiatives will be supported to fully integrate climate variability risk considerations into national and subnational planning considerations and budget as well as the provision of technology, data and information for weather forecasting and early warning to citizens and local communities to ensure appropriate actions to effectively cope with shocks and other extreme events, and the impact on women and men.

The UN will provide support to vulnerable communities for them to be able to plan, prepare for, respond to and recover from natural and climatic shocks in a manner that is inclusive of, and accountable to, the most vulnerable and affected groups, as well as including special gender-focused measures while adopting the principles of “sustainable development and build back better”.

The UN will promote an inclusive, gender-sensitive and participatory approach that ensures informed decision-making on resource management, including land use activities. Interventions will aim to engage communities to achieve better conservation of ecosystems, improved livelihoods and socio-economic development through sustainable management of natural resources and biodiversity conservation interventions. The UN will support the Government, at both national and sub national levels, in strengthening tenure security and the protection of ownership, use and management rights to land, water, fish and forests of individuals and relevant communities. Working with both the government and civil society partners, the UN will also support individuals and communities, including indigenous, forestry, fisheries and protected area communities, with capacity building and the provisions of legal and other services to secure tenure rights to their land and natural resources, and to promote sustainable use of natural resources and to access remedies in case of disputes over rights.

Sub-Outcome 3.2: Relevant public and private sector actors use innovation, information and technologies to contribute to sustainable production and living, environmental protection, natural resources management and biodiversity conservation.

The UN will support strengthening food and agricultural systems as well as sustainable production of natural resources that are environmentally sustainable, economically viable and socially equitable in support of the SDGs. The UN will strengthen the capacity of national and subnational government institutions and farming and natural resource dependent communities to sustainably use natural resources and increase agricultural productivity based on the principle of agroecology to increase resource-use efficiency and resilience to climate change. Specific investment supports will target at diversifying production, improving productivity and efficiency.
gains, improving accessibility and affordability of good quality seeds and other inputs for farmers and local communities, promoting innovative, efficient and resilient farming techniques, improving small-scale irrigation infrastructure, and strengthening agricultural extension system.

The UN will continue strengthening efforts against Antimicrobial Resistance (AMR) by supporting the implementing of the Multi-Sectoral Action Plan on AMR, engaging the health, agriculture, food production and environment sectors in a coordinated manner, applying a One Health approach. The UN will further strengthen the FSN governance system, promote nutrition-sensitive food systems, address double burden of malnutrition, and support community led FSN programmes. The UN will strengthen the education and extension system in order to increase people’s awareness and encourage positive nutritional behaviour change towards sustained improvements in food practices and behaviours.

The UN will support the government and relevant bodies with the consolidation of spatial information and statistics on land uses and the application of monitoring technologies to ensure integrated land use planning including strategic environmental assessments to assist participatory and consultative decision making and public and private investments, including though greater public participation, for sustainable management of natural resources and for the protection of land and housing rights of individuals and communities. The UN will support the government in promoting sustainable financing options for conservation such as REDD+ and Payment for Ecosystem Services (PES) initiatives.

The UN, in line with international best practices, will promote technology transfer, good practices and innovations to mitigate pollution and GHG emission, and scale up resource efficiency, sustainable production renewable energy and sustainable waste management. Initiatives will be supported to strengthen capacities of public and private sector, particularly manufacturing industry, for greater adoption of: green, low-emission and climate-resilient technologies such as Resource Efficient and Cleaner Production; Sustainable Energy and Environmental/Energy management Systems; and Sound Chemical and Waste Management in a manner that takes into account the impact of technology on women and men and their rights.

Sub-Outcome 3.3: Relevant public institutions consultatively develop, adopt, appropriately resource and implement, without discrimination, in partnership and coordination with the private sector and civil society, legal, policy, regulatory and planning frameworks, compliant with relevant international standards and conventions

The UN will support the localization of international agreements, standards, guidelines and Cambodia’s obligations under relevant international conventions through the formulation and revision of legal frameworks, policies, strategies and planning and budgeting processes related to environmental protection and land titling and for their effective implementation, monitoring, reporting and evaluation.

The UN will enhance capacity and facilitate Cambodia’s active participation and constructive engagement in regional and international forums relating to climate change and disaster risk reduction, including promotion of South-South and North-South partnerships and knowledge exchange.

Institutional capacity, provincial cooperation and coordination between ministries and between national and sub national authorities will also be strengthened and technical assistance to scale up solutions on climate change adaptation, mitigation and disaster risk prevention and response, including through consultation with and participation of civil society, local and indigenous communities and private sector to promote sub national development through innovative
planning, budgeting and governance.

**Peace | Participation and accountability – Outcome 4**

**SDGs 5, 10, 16, 17, 18**

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

**Challenges**

People, in particular vulnerable and marginalized individuals and groups, can face obstacles in participating effectively in economic, social and political development. This is due in part to the inadequately accountable governance structures that should ensure the alignment of laws with international treaties as well as the need for institutions and mechanisms that are conducive, responsive and transparent to the public. Negative social norms, including gender and disability norms, and inequitable power structures can prevent or constrain vulnerable and marginalized individuals and groups from fully exercising their rights.

Cambodia has seen increased momentum regarding the introduction of laws to protect children, women and other vulnerable groups. The Inter-Country Adoption Law, the Law on Suppression of Human Trafficking and Sexual Exploitation and its Explanatory Note, the Law on the Protection and Promotion of the Rights of Persons with Disabilities; the Law on Domestic Violence; Sub-Decree on the Management of Residential Care Institutions (2015) and Juvenile Justice Law (J JL) are among some achievements.

However, gaps in the legal framework remain. There is a need for a comprehensive child protection law that establishes a unified commune-level service delivery mechanism; improves government agency coordination and collaboration with NGOs; enhances the human resource base for child protection, particularly qualified social workers; and strengthens monitoring and accountability systems. There is also a need for a national legal aid policy that is adequately funded to ensure that everyone can access justice and be protected under the law. The acceleration of efforts to adopt a law on access to information would help to promote greater transparency of public institutions. Further emphasis needs to be placed on ensuring compliance of laws, policies and regulations with international norms and standards as well as on the implementation and enforcement of relevant Laws, Sub-Decrees and Prakas.

In addition, even where laws and policies exist, it is important to ensure that they are properly financed and that they are implemented.

Challenges with the separation of powers between the parliament, the judiciary and the executive remain, which affects accountability and transparency in the judiciary and executive. A culture of accountability of public entities needs strengthening through improved education and other

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53 Women and men, boys and girls, LGBTIQ, workers in both the formal and informal economy, migrant workers, sex workers, PLWHIV, persons with disability, people using drugs, people in street situations, victims of trafficking, refugees, asylum-seekers, internally displaced persons, detainees, youth, older persons, indigenous persons, ethnic and religious minorities, people evicted from their land and housing/living in resettlements, people living in poverty.
measures to prevent corruption and to create space for meaningful engagement of rights-holders in accountability mechanisms.

The justice delivery system is not adequately equipped to deal with specific and sensitive cases that involve people with disabilities, people living with HIV, key population, LGBT, children, and other groups that require additional services (e.g., language barriers for indigenous people) and cases related to sexual violence. People (the accused and victims, including children) are not fully aware of how to access justice and the cost and time of accessing justice is high as well as limited trust in judiciary. Judicial and other grievance mechanisms are insufficiently transparent, resourced, responsive and professional. Information and procedures related to the justice system are not accessible for persons, including those with various disabilities. Social norms (e.g., gender norms, disability-related norms, power structures, class, age) can restrict access to justice for some individuals, exacerbating the challenges related to low levels of legal literacy among many accused and victims.

A culture of active participation is still nascent among rights-holders and duty-bearers in Cambodia and the exercise of political rights has been constrained. There are inconsistent processes adopted for consultation on legislative changes which have an impact on human rights and related issues, with some laws being subject to broad discussion and others being adopted rapidly and without public access to draft texts. A culture of active participation in political, economic and social decision-making, including in relation to laws, policies and budgets as well as development projects and programmes, needs strengthening as does a culture of accountability and a sense of responsibility among decision-makers in the public and private sectors towards citizens. There are relatively few fora available for people to participate in decision-making and there is also a lack of data, including disaggregated data, that is publicly available to support public participation.

In this context, public administration reform has been slow. The national budget allocation trend between 2013 and 2018 shows a stronger focus on social sector expenditure but these improvements in allocative efficiency have not yet been matched by a commensurate improvement in operational efficiency. The Law on Administrative Management of the Capitals, Provinces, Municipalities, Districts and Khans, also known as the Organic Law, was hoped to strengthen the implementation of D&D policies, and also have an impact on social service provision at sub-national levels. However, there has been slow development of D&D reform. This is due in part to a poorly functioning accountability framework; weak check-and-balance mechanism by Provincial and District Councils and the slow pace of financial decentralization (SNAs counts only 7 per cent of total revenue).54

Media ownership is becoming more concentrated and Cambodia continues to slip in global press freedom indices such as the World Press Freedom Index where Cambodia moved from 132 to 142 in 2017. The closure and suspension of NGOs and certain media entities have affected civil society and constrained the space for media and civil society and the exercise of fundamental freedoms.

Structural discrimination and gender stereotypes exist, including in relation to gender-based violence, roles of women and men in public and private spheres, sexual and reproductive rights, HIV status, sexual orientation and gender identity. This is further perpetuated by the media. Victim-blaming of women, girls, boys and other genders experiencing violence are reflected in practices of law enforcement, informal and formal justice system, social media and traditional

54 Review of UNICEF Cambodia work at subnational level 2017
media reporting. Other social norms, particularly in relation to disability, can obstruct access to justice and services for persons with disabilities.

**UN Response & Rationale**

**Sub-Outcome 4.1:** By 2023, women and men, including the underrepresented, marginalized and vulnerable, enjoy their human right to participate, directly and through representative organizations, in public and civic affairs through collaborative decision-making processes and to monitor public programmes, seek accountability from democratic institutions, and access functional grievance mechanisms

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

The UN will build capacity of youth, including young underrepresented, marginalized and vulnerable population and promote volunteering so that youth can participate actively in civil, political and community life. In this regard, the UN will support the development of national platforms that support such active participation.

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

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

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

The UN will promote the recognition by national partners of CSO’s and workers’ association roles and contributions to development and the realization of human rights. It will do so through facilitating dialogue between national stakeholders, and helping to secure the space for their operations.

UN agencies will advocate for and empower underrepresented populations, including but not limited to women, persons with disabilities, PLHIV, Key Populations and LGBTI persons to take up decision-making roles in public and non-governmental institutions.

**Sub-Outcome 4.2:** Public institutions, at national and sub-national levels, including an independent judiciary, effectively function in a more transparent, accessible, responsive and gender-sensitive manner

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

To do so, the UN will build capacity of institutions, including the judiciary and institutions in the health and labour sectors, at the national and sub-national levels. It will place a particular focus on ensuring that these institutions can provide justice and be accountable to people from
vulnerable groups, including victims of discrimination and violence, ethnic minorities, the poor, workers, LGBTI individuals, persons with disabilities, people who use drugs, sex workers and people living with HIV, as well as women, youth and children.

The UN will work with Government and other stakeholders to build national and sub-national mechanisms for dialogue, including but not limited in the area of gender equality, youth participation, child rights, HIV response, protection from violence, combating malnutrition, land, natural resources and labour. Such mechanisms will include inter-ministerial committees that encourage coordination across Ministries and sectors with a view to achieving effective and efficient delivery of services.

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

The UN will enhance capacity of the MOJ and lawyers to establish and implement a functioning legal aid system and to promote gender responsive justice. It will also seek to increase capacity of judges and prosecutors to apply legislation, in compliance with international human rights law, especially in the areas of pre-trial detention, legal reasoning, juvenile justice, and GBV. It will focus on reducing pre-trial detention and promoting alternatives to sentencing. The UN will work with judges, prosecutors, court clerks, lawyers and prison and security officials to increase knowledge on international standards, including the Convention on the Rights of Persons with Disabilities, the CEDAW, ICCPR, CAT and the CRC and on human rights protection.

The UN will work to support Public Administration Reform in key areas including strengthening the public sector accountability frameworks and identifying and analysing obstacles to more rapid reform.

The UN will work with public service delivery providers, at central and sub-national level, as well as the judiciary, to strengthen institutions’ capacity and accountability to meet citizens’ needs and to provide justice and will help to establish mechanisms for obtaining and responding to feedback.

Sub-Outcome 4.3: By 2023, laws and policies meet international norms and standards, and are effectively implemented and monitored, addressing the rights of the most vulnerable, including children, and providing opportunities and secure democratic space for women and men to exercise political rights, freedom of expression, association and assembly

The UN will work to promote the alignment of new and existing laws, regulations and policies with international standards, including human rights and gender norms, in areas such as access to information, judicial reform, legal aid, child protection, sexual and reproductive rights, protection from harmful practices, trade unions and associations, social and other media and political participation. In this context, the UN will also work with relevant institutions to encourage the resourcing and implementation of laws, regulations and policies aligned to international standards.

In its work supporting law and policy reform, the UN will seek to transform discriminatory social norms and power structures that can be obstacles to the equal participation of women, youth, children, workers, persons with disabilities, people living with HIV, key population, LGBTI persons, minorities and others. The UN system will support the Government to ensure that multi-sectoral gender inclusive policies are strengthened and implemented. To that end, women’s
voices, including that of survivors of gender-based violence and sexual harassment, need to inform laws and policies so that they prevent and respond to such violence and harassment.

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

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

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

Managing urbanization - Outcome 5

**SDG 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 17**

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

**Challenges**

In Cambodia, accelerated, unplanned and uncoordinated urbanization is resulting in increasing levels of vulnerabilities – including for the poor, the near poor, and the multi-dimensionally poor - lowering the quality of life for all in urban areas.

Migration remains a livelihood strategy for numerous Cambodians. Phnom Penh receives half of Cambodia’s rural migrants. The stress on urban environments that include basic services will only increase due to the large inflow of low skilled migrants into the informal job sector, precipitated by various factors: 1) the rapidly expanding construction sector, fuelled by increasing foreign direct investments most notably from China, 2) the lack of quality employment opportunities in rural areas, and 3) the climate-associated risk of traditional agricultural lifestyles and livelihoods.

Cities are under increasing pressure to meet the needs and demands of an ever-increasing number of residents including migrant and those working in the informal sector. The lack of comprehensive data, the absence of clear urban planning policy and protocols, and restrictions to capital have meant that urbanization has evolved in a haphazard manner. Without clear planning, budget and financing mechanisms in place to ensure adequate systems to serve all the

city dwellers municipal authorities are found to be stressed in the context of service provision and financing service delivery. The consequences of these stresses on the city and its resources lead to various challenges to achieving the SDGs listed above.

According to the 2015 ID Poor assessment for Phnom Penh\textsuperscript{56}, the urban poverty rate was 9.5 per cent, with poor households clustered in the north, south and eastern periphery of the city. Poverty levels were considerably higher than the official incidence for Phnom Penh (29 per cent as against 12.8 per cent using the adjusted absolute poverty rate for Phnom Penh). Poverty consequently places at risk food security and quality healthcare. A recent assessment\textsuperscript{57} of the urban poor in Phnom Penh revealed higher levels of underweight (35.6 per cent) and stunting (29.1 per cent) in children aged 6-59 months compared to figures from the 2010 CDHS for Phnom Penh (25.1 per cent and 18.5 per cent respectively). Nearly 16 per cent of pregnant women were at risk of having low birth weight children. Vaccination status (fully vaccinated by two years) was also unsatisfactory at less than 60 per cent. A very high level of illness was reported in children 6-59 months, and nearly three quarters of them had some sort of illness in the previous two weeks.

A recent UN study confirmed that those with lower household incomes were those that experienced greater difficulties with securing affordable and safe housing. Most of the urban poor do not have land tenure security because their dwellings are built on public land, constructed on private property not belonging to the owner, constructed without occupancy or construction permits; or rented in slums without formal renting contracts. The study also disaggregated affordable housing by level of education, and unsurprisingly, it was those with lower levels of education who struggled the most. This highlighted the importance of education as a key protective factor. Those with less education are also those most likely to end up in the informal work sector which is commonly associated with less health insurance cover, less income potential, less voice and fewer labour rights’ protections.

The challenges with insufficient public education and healthcare to meet the ever-increasing needs result in a widening of inequalities. The poor are unable to consistently access needed services that those with more wealth can access privately in order to meet their immediate needs and strategic needs which strengthen their position for social and economic security. These challenges are exacerbated by constraints on public budgets and the limitations of cities to access and develop new forms of finance. These challenges raise the question of planning and financial coherence to manage urbanization through the collection of data on the urban poor, vulnerable and marginalized women and men and the consideration of public participation and consultation. Public participation and consultation will be important to ensure the development of practical and implementable urbanization policies: however rapid increases in population will at the same time place pressure on fragile consultation mechanisms and the capacity of decision-makers to engage in meaningful public participation and consultation.

Managing urbanization also relates to the central UNDAF theme of “Planet” as there are potential benefits for clean and affordable energy with concentrated populations, but if unregulated and unmanaged, the risk of pollution and environmental degradation increases. The public infrastructure in the cities is overloaded, including transport, electricity, and the water and sanitation systems. According to a recent UN study, 8.4 per cent of respondents had no toilet facilities. Flooding is a common occurrence during the rainy season and efforts to improve the drainage system are constrained by rapidly expanding construction, coordination challenges and

\textsuperscript{56} Ministry of Planning “Identification of Poor Households Cambodia 2015”.  
the lack of open spaces that would provide natural drainage systems. Insufficient waste management also contributes to heritage destruction and unhealthy living environments.

Local governments have the limited governance capacity and legislative competency related to urban development and financing. The current legislative base severely limits access to capital, concessional land management and participation in PPPs. Factors that are contributing to such barriers include; limited use of cadastre, non-use of land value capture, lack of credit worthiness assessments, and limitations of the use of own source revenues.

The lack of urban planning frameworks also means that there is no mechanism for allowing civil participation for identifying their greatest needs and priorities. Shortage of urban data and citizen-generated date platforms to accumulate information makes it even harder to formulate evidence informed urban development plans and investments.

In addition, current urban planning and infrastructure development in Cambodia lacks consultation with civil society, which resulted in insufficient inclusiveness and attention to marginalized and vulnerable people in urban policies. The UN key principles for integrated programming promotes accountability in programming which includes active local community engagement and participation in decision-making. The UN study additionally found that while many migrants exercise their right to vote during national elections, a majority of the respondents (62.5 per cent) have not participated in Commune or Sangkat elections. As Cambodian citizens, they can participate in the national level, but as migrants, they have challenges with documentation which means that they cannot have a voice in their new residence.

If urban living and planning is not addressed properly, accelerated, unplanned and uncoordinated urbanization will result in increasing levels of multi-dimensional urban poverty, increase the exposure to environmental and hazards risks, lowering the quality of life for all in urban areas, exacerbating risks for already vulnerable groups. In the context of Phnom Penh and other cities in Cambodia, these challenges are exacerbated by push factors from rural areas, inadequate legal/policy frameworks and urban planning, and limited rural-urban linkage as well as urban DRR/ Climate Change Resilience. The rapid and unorganized urbanization challenges raise the necessity of planning coherence to manage urbanization through the collection of data on the urban poor, vulnerable and marginalized women and men and the consideration of public participation and consultation.

UN Response & Rationale

The Theory of Change proposes pathways leading to three distinct areas of change.

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

Sub-Outcome 5.1: Marginalized and vulnerable groups in urban environments are empowered and protected in seeking and utilizing quality services.

The UN will seek to increase access to equitable economic opportunities in the formal sector in a way that is gender-sensitive and promotes decent work. It will ensure migrants and urban vulnerable populations have access to information, mechanisms for increased participation and consultation, and basic needs including water, sanitation and nutritious food. The UN will also work with government, development partners, NGOs and local communities to enhance accessibility to basic human needs.
UN programming will support initiatives to ensure disadvantaged and vulnerable groups in urban environments have access and are able to utilize basic social services, infrastructure, affordable housing and enjoy security of tenure. UN agencies will provide technical assistance to support inclusive urban planning development, capacity building and affordable housing options.

Sub-Outcome 5.2: Urban authorities plan, manage and coordinate regulated quality services to the public, in a more participatory manner responsive to the needs of urban populations, including vulnerable and disadvantaged people and informed by data, evidence and best practices.

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

New areas for the UN to engage will include supporting and facilitating urban centers access new forms of capital that will include legislative and regulatory change to allow access to capital markets through a variety of financial instruments, that may include bonds and blended commercial capital. Critical to work is to engage cities and municipalities in obtaining credit ratings, a pre-requisite for attracting inward investments. The application of fintech solutions that can be utilized to increase revenue streams for cities and municipalities.

The conversion of city energy utilization towards renewable and smart solutions that take advantage of new technologies that optimize building efficiency and effective convertible waste to energy management. These activates will require engagement with the private sector through various PPP modalities.

The development of common metrics for analyzing and comparing complex urban issues, exploring digital technologies (fintech solutions) for better engaging citizens, fostering innovation challenge funds focused on urban areas, supporting new forms of urban financing, as well as more actively engaging business and civil society to become key players in developing these complex urban systems.

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

The National Urban Forum is a multi-stakeholder platform for policy dialogue to support sustainable urban development decision-making and review process at all levels, including through advocacy, knowledge sharing, capacity development, partnership and networking at the country level.

Sub-Outcome 5.3: Relevant institutions develop appropriate and costed legal/policy frameworks to guide urbanization, compliant with international norms and standards, and informed by data, evidence and best practices.
The UN will support the development and implementation of an Urban Legal Framework and planning in line with relevant international norm and standards. It will work with government, development partners, NGOs, and local authorities and communities to formulate and implement urban related legal frameworks, such as the National Policy on Spatial Planning, National Housing Policy, National Urban Strategic Plan and access to capital markets. The UN will assist the local authorities to develop their respective Urban Land Use Master Plans, and when pertinent, an urban heritage tourism management plan to increase the city's attractiveness and tourism-oriented economic opportunities.

It will also seek to align public policies and private sector's activities to promote green technologies/practices and other ecological initiatives; provide education and behavioural change campaigns on impact of pollution and alternatives to manage waste; and promote public and heritage places, smart and healthy city development.

UN agencies will work with government administrations to develop a joint platform to obtain urban disaggregated data, monitoring global SDG indicators in particular SDG 9, SDG 11 and SDG 13. UN will also assist the participation to international development process and framework, like the New Urban Agenda and the 2030 Agenda, World Urban Forum, Paris Agreement and the Sendai Framework on Disaster Risk Reduction.

**Accelerators**

In the implementation of the UNDAF 2019-2023 in Cambodia the UN has identified key "Accelerators" or prioritised goals that will seek to trigger a positive multiplier effects across the UNDAF outcomes and the SDGs.

The UN in Cambodia will use the accelerators as key drivers for programming including: promoting complementary approaches across its work and leverage the work of each agency for shared results; pooling expertise where this can yield the best results; working together to build stronger partnerships and recognizing strength of diversity, eliminate overlap and duplication and achieve greater synergy and efficiencies.

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

**Accelerator 1: Strengthening capacity for implementation of the National Social Protection Policy Framework towards Poverty Eradication in Cambodia:**

Agenda 2030 recognises that "eradicating poverty in all its forms and dimensions is essential to sustainable development". Eradicating poverty requires addressing access to services and resources and reducing exposure to risks. Addressing poverty in all forms and dimensions, will be a key accelerator and the UN agencies will jointly look into connections and synergies, to enable one agency's actions that will draw dividends in others.

In Cambodia, although monetary poverty has fallen dramatically, vulnerability is high (the proportion of the population just above the poverty threshold has grown very substantially). While the economy is absorbing displaced labour (largely from agriculture), informality is exceptionally high and decent and productive work is in short supply. In addition, access and utilization quality social services are yet limited in Cambodia. Nearly a half of children under age 18 in Cambodia are multi-dimensionally poor, being deprived from 3 or more dimensions simultaneously.
In the human development framework, income expansion is important only as means. The pursuit of income and economic growth cannot become the ends of development. What matters is not economic growth per se, but the extent to which it gets translated into an expansion of opportunities and a reduction in people’s vulnerabilities.

Social protection offers cover against risk and adversity throughout people’s lives, especially during critical phases and transitions. By addressing financial barriers to access to services, social protection contributes increased utilization of social service directly linked to human development outcomes such as health, nutrition, education, water and sanitation. Increased demand for social services will also contribute accelerating increase of supply of services where those are not readily available. High out-of-pocket expenditure for health in Cambodia is one of the critical factor for the vulnerable to fall into poverty, and expansion of social protection schemes to achieve universal health coverage is highly strategic. Furthermore, by providing additional support during emergencies, social protection can help families avoid coping strategies that take children out of school, delay medical care or require selling assets, all detrimental to long-term well-being.

Considering the strategic nature of social protection for national development, the RGC adopted the National Social Protection Policy Framework 2016-2015, covering both contributory social insurance and non-contributory social assistance under one framework. NSPPF aims to strengthen social protection system in Cambodia by introducing adequate social protection measures to address different vulnerabilities. High rate of return on investment in early childhood was strategically recognized in NSPPF, and establishment of a new cash transfer programme targeting pregnant women and young children was prioritized in social assistance chapter of the NSPPF. It also aims at designing elderly pension and expansion of ongoing programmes such as school scholarship, school feeding, and disability allowance programmes. Progressive expansion of social health protection schemes to informal sector is also featured as the strategy for universal health coverage.

Within the UNDAF 2019-2023, the UN will continue to focus on advocating and promoting the monitoring of multi-dimensional deprivations by the government at national and sub national levels in context of the CSDGs. The UN will also continue to strengthen advocacy and capacity building to ensure that Cambodia is able to allocate its own, both human and financial, for implementation of the national social protection programme.

Building on evidence and expanding horizon of partnerships with the RGC and policy institutions, the UN will seek to build on the momentum of the recently endorsed National Social Protection Policy Framework (2016-2025) and establishment of the National Social Protection Council, inclusive social protection will be central to UNDAF strategy to reduce poverty and multi-dimensional vulnerability. UN agencies will work together and continue to deepen institutional links between the multiple social protection programmes across ministries to maximize the outcome of each programme.

The UN will support development of a comprehensive M&E system for social protection as a tool for the NSPC to monitor progress with the NSPPF implementation and to enhance inter-ministerial coordination. The UN will support operationalization of new national social protection programmes such as the cash transfer programme for pregnant women and children. The UN will support expansion of the ongoing social protection programmes and improvement of their effectiveness to address multidimensional poverty. The UN will play convening role to enhance inter-ministerial collaboration for achievement of human development outcomes through social protection programmes.

Accelerator 2: Nutrition
Although Cambodia has made substantial progress in reducing undernutrition over the last two decades, stunting levels remain stubbornly high at 32 percent. One in three children under five are stunted, one in four are underweight and one in ten children are wasted. Recent calculations of the economic burden estimate that malnutrition annually costs the country nearly $400 million in GDP. 45 per cent of this is due to stunting. One of the newly emerging trends to nutrition identified in the mid-term strategic review of food security and nutrition is the dynamics associated with migration and urban development. These dynamics indicate that unhealthy dietary behaviours are associated with new urban and migratory lifestyles.

Good nutrition impacts health at birth and throughout the life cycle. Good nutrition throughout the life cycle ensures healthy mothers make informed choices for her children while in the womb, in her children’s early development as infants and toddlers, and during their school age years that in turn affects their ability to learn and thrive in society as productive adults. However, a well-nourished and healthy population is determined not only by having access to affordable, safe and nutritious food. It is also determined by access to clean water, sanitation and good hygiene, amongst others.

Reversing stunting and addressing malnutrition will therefore help to advance quality of human capital development and further promote Cambodia’s economic growth and development.

Investments in improving nutrition will trigger positive multiplier effects across the UNDAF outcomes and CSDGs. It will contribute not only to achieving SDG 2 (eliminating hunger) but also to achieving other development goals that target reducing poverty, improving health and education outcomes, as well as contribute to human capital development while addressing vulnerabilities and ensuring that no one behind.

Addressing malnutrition will require efforts in many areas that closely inter-connected including: on food crop diversification, food safety, food quality and promoting affordable, easily accessible and diversified diet. Improving nutrition will need continued promotion of breast feeding and other optimal behaviours related to infant and young child feeding practices; as well as tackling rising levels of overweight and obesity. Addressing malnutrition will entail improving access to clean water and sanitation. It will need to be multi-sectoral, well-coordinated and require capacities and good governance, at national and sub-national levels.

Within the UNDAF 2019-2023, the UN will work closely with the relevant line ministries of the Royal Government of Cambodia, civil society organisations and the private sector to advance these efforts in helping expand collective knowledge base (through research and analysis) and assisting in the planning, costing and budgeting of priority strategic actions across key sectors.

The UN will continue to assist in the coordination and facilitation of the multi-stakeholder efforts that are needed to achieve nutrition related targets, in particularly through the support to the formulation of the Food Security and Nutrition strategy which will provides an opportunity to focus our collective attention on key Food Security and Nutrition priorities and identify strategies that address the needs of those who are remaining most behind. Also, the UN, with relevant engagement of the private sector, will work together with government institutions to strengthen productive capacity, regulatory monitoring, oversight and enforcement of national legislations and regulations including on food safety and quality, including marketing of breastmilk substitutes and food fortification, as well as regulation of salt, sugar and fat consumption and advertising of unhealthy products.

The UN will work closely with partners to invest in better collection and use of data on nutrition, though innovations and the use of technology to strengthen data collection, analysis and dissemination and, most importantly, decision making.
Accelerator 3: Youth: Empowering youth to realise their full potential, and Cambodia to reap its demographic dividend

Cambodia has the youngest population in Southeast Asia, with up to 30 percent of its people being between 15 and 30 years of age, as well as the largest generation of youth transitioning into adulthood in its history, with people aged 10-24 comprising over two-thirds of its population. This makes both the volume and role of young Cambodians decisive for the country's future development, particularly in the context of rapid global change. Ensuring Cambodian youth have good health, quality education and decent employment, and are empowered to make informed decisions in life, whether within their families or in the social, economic and political arenas, will help accelerate sustainable development in Cambodia by enabling the country to reap its demographic dividend and also keep pace with external socio-economic changes.

This requires cross-sectoral and integrated approaches to tackle existing challenges facing youth in the country. There are an estimated 300,000 new entrants to the labour market every year and youth aged 15-29 years old make up about 43 per cent of the total working age population, but only 31 per cent of youth have matching qualifications for their occupations. Youth make up the majority of Cambodian migrant populations: about 79 per cent of migrants (both within the country and abroad) are between 17 and 35-year old, resulting from a combination of both push and pull factors. When unskilled and without proper legal identification and protection, they are particularly at risk of abuse and discrimination at the workplace, and social exclusion in general. While Phnom Penh's overall population went up by 19 per cent between 2004 and 2014, its youth population increased by 57 per cent. According to the 2017 OECD Youth Well-being policy review, one young person out of five is deprived in two or more well-being dimensions at the same time, including health, employment, education and civic participation, while 40 percent fare poorly in at least one of these dimensions.

Further investments are needed to: increase access to health information and services, including for HIV and sexual and reproductive health; improve access to and reduce drop out rates from secondary and tertiary education; address the existing skills and entrepreneurial shortage and skills mismatch, including through improved vocational and skills training; generate decent work opportunities, including for migrant workers; and protect fundamental freedoms and enhance civic participation to ensure the voices of youth are heard in decision-making processes.

The UN will come together to support the government to implement policies and strategies that address the wellbeing of youth and their contribution to the labour force, including the National Youth Policy, National Employment Policy, Industrial Development Policy and on-going reforms in education and technical and vocational education and training. The UN will also support new ways of working with young people, recognizing youth as key actors in the development of Cambodia. Drawing on the UNDAF and agency programmes, several strands of work can be identified as accelerator actions:

- facilitate young people's entrance to the labour force while reducing inequalities – particularly for disadvantaged and vulnerable groups - and ensuring young women and men are better able to meet labour demand from the private sector, including through improved quality education and skills training;

- strengthen access to health care, in particular sexual and reproductive health services;

- support informed and safe migration, including internal migration, to ensure inclusion in the places of destination and access to basic services and decent work opportunities
- help expand space for youth participation in decision-making, including through youth empowerment and capacity-building and the enjoyment of their rights in the civic and democratic spheres.

- support the availability of age and sex disaggregated data in support of an analysis of the needs and priorities of young men and women, including youth among vulnerable and marginalised groups.

**Accelerator 4: Enhancing national statistical infrastructure and building data producer and user capacities**

Securing a strong evidence base is central to successful delivery of the SDGs, and the goals are expressly designed serve as a comprehensive M&E framework to track developmental performance. Foremost, the quality of government decision-making at policy, strategic and operational levels relies on access to reliable and relevant data from the statistical system and key administrative datasets. Equally, the sharing of this information and its credibility, is also vital in enabling non-government stakeholders (citizens, civil society and private sector) to hold official actors accountable, and in to contribute themselves to achievement of the goals.

The provision of relevant, reliable and timely data is important to each and every SDG, and to all countries. Yet, it has a particular resonance for Cambodia and the CSDGs, where core data sources, including critical statistical surveys are under resourced and subject to quality constraints. This is a major concern for the United Nations Country Team, and data merits some 30 separate references within the UNDAF. Virtually all agency programmes include some efforts to plug key gaps in Cambodia’s statistical surveys and/or building specific technical and analytical capacities.

Enhancing Cambodia’s overall statistical infrastructure, as distinct from project level activity, has a clear value as an accelerator to SDG achievement. By this, we mean supporting the instruments, activities, resources and services that underpin Cambodia’s statistical system. This has two components. The first is building institutional capacities within National Institute of Statistics (NIS) and across government – i.e. development of methodologies, concepts and classifications, maintenance of statistical registers, and setting rules governing the production and use of statistics.

The second is the collection of a core set of statistical surveys for SDG delivery (as given in UNDESA guidance); specifically including the national population census, which provides essential data and enable the collection of other surveys.

Drawing on the UNDAF and agency programmes, three strands of work can be identified as accelerator actions:

- **First, supporting implementation of the National Strategy for the Development of Statistics (NSDS) to ensure better coverage and higher statistical standards.** This includes building the leadership and basic capacity of NIS, and the adoption of international best practices, viz the set of rules, practices and conventions covering data collection, compilation, sharing/ disclosure and analysis.

- **Second, ensuring delivery of a set of core surveys which are central to SDG delivery, and required by the draft CSDG Framework** (filling major data gaps in relation to vulnerable populations). This includes: a reliable population census; major surveys such as the Cambodia Socio-Economic Survey (CSES), the Cambodia Demographic and Health Survey (CDHS); and crucially also, adequate disaggregation of data (gender, urban/ rural, ethnicity/ nationality and other statuses) in all surveys.

- **Third, building the wider data and statistical ecosystem enabling citizens, CSOs and businesses to**
hold official actors accountable, and to motivate non-official SDG-supporting actions. This includes: ensuring adequate disclosure and promoting the accountability of data producers; sensitization/education of stakeholders as data users; building platforms to enable collection and sharing; and enabling the development of novel data sources (big data, social media sourcing etc.).

**Risks & Assumptions**

A core component of the UN’s new strategy in Cambodia is the adoption of more risk-informed and evidence-based practices, building on each step of the UNDAF planning and formulation process, particularly the UNDAF Evaluation, the comparative advantage exercise, the Common Country Analysis and the theory of change. The theory of change necessitated identification and articulation of major risks and assumptions and considered how assumptions shape and influence results while it identified risks to achieving results.

The UNDAF 2019-2023 makes several assumptions about necessary enabling conditions that are in place to allow the UN to achieve its stated goals.

Key assumptions are that political commitment to prioritize social development within national and subnational development plans remains strong, and that citizen, including adolescents, youth, persons with disabilities and other vulnerable groups will actively participate in local planning process to voice their demand for improved social services. Main risk is possible slow-down of economic growth, which would affect domestic revenue to finance social services. Positioning social sectors in the national development plans with clear results frameworks will be the strategy to mitigate any risk for funding cut. Misuse of public budget is another risk. The UN will collaborate with MEF to strengthen performance monitoring and reporting mechanism of social ministries and this is expected to reduce the risk for fund mismanagement in social sectors.

A further assumption is that the government, under the leadership of MEF and MoP will maintain their commitment to strengthen M&E systems as a key strategy for advancing public administration reform. Another assumption is that key central ministries (MoP, MEF and Ministry of Interior) stay committed for further coordination and collaboration to support M&E system strengthening at national and subnational level. One of the main risks is the gap in capacity and knowledge on M&E between national and subnational levels which may generate guidelines that could not be applied. To mitigate this risk, the UN will support engagement of subnational administrations in the process of guideline formulation. Lack of incentive and resistance from line ministries and subnational administrations for M&E strengthening are another risk. UN agencies will work with the central ministries (MEF, MoI) to establish a mechanism to exchange good practices and to provide positive recognition to the champion institutions at national and subnational level.

Cambodia’s increased dependence on Chinese FDI and official development assistance remains a key economic risk. A slowdown in the Chinese economy could negatively impact Cambodia’s growth prospects. Between 2000 -2014, Cambodia had received USD 3 billion of Chinese ODA, making the country the 7th largest recipient of Chinese aid globally.58 In addition, China is also the biggest investor in Cambodia, accounting for up to 44 percent of the recorded USD 19.2 billion in FDI between 1994 and 2014.59 Bilateral trade between China and Cambodia swelled to USD 4.8 billion in 2017 the majority in the form of imports – including fabrics, machinery and electronics

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58 http://aiddata.org/china
compared to exports of around USD 830 million mostly in the form of commodities.\(^6\)

Cambodia is equally vulnerable to shocks from the increasing exposure to natural and manmade disasters, being among the countries in the region whose population is most at risk of being affected by floods. Floods and other weather-related disasters put a significant burden on the national budget. The country ranks first among 10 countries in the region for the proportion of population at risk of being affected by floods.

Underpinning the UNDAF 2019-2023 is the need for increased public participation and engagement with the SDGs, especially those relating to civic action and citizens’ participation in the decision-making process. Technology and increased connectivity will enable the public to express their concern about inefficiencies of the state to address crucial demands, unequal distribution of resources, poor implementation of public investment projects, or to expose and combat corruption and mismanagement in the public and private sectors. This increased connectivity and engagement will support and strengthen civil society groups in their willingness and ability to generate demand and create greater space for civil society mobilization. Any shrinking of civil society space could pose a risk to implementation of the UNDAF.

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

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

The vulnerability analysis carried out in preparation to the UNDAF 2019-2023 provides a solid analytical compass to manage risks and uncertainties, while addressing the sources of vulnerability. Additional scrutiny will be achieved through the continuous updating of risks, monitoring of trends and formulation, plus implementation of appropriate mitigation strategies. During UNDAF planning, ways to strengthen resilience and reduce risks of adverse events, shocks and stresses were carefully considered and addressed in the UNDAF results framework Annex III. UNDAF interventions will also be informed by risks identified in and by the following:

UNDAF interventions have also been informed by the *Sendai Framework for Disaster Risk Reduction 2015-2030*.\(^6\) The goal of the framework is to prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience. Focused action within and across sectors by states at local, national, regional and global levels will pay attention to the following four priority areas: 1) Understanding disaster risk; 2) Strengthening disaster risk governance to manage disaster risk; 3) Investing in disaster risk reduction for resilience; and 4) Enhancing disaster

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\(^{61}\) For details, see https://www.preventionweb.net/files/43291_sendaiframeworkfordrrren.pdf
preparedness for effective response, and to “Build Back Better” in recovery, rehabilitation, and reconstruction.

The Official Development Assistance (ODA) to Cambodia has been declining in recent years, and will continue to do so, as has the Aid-to-GDP ratio. Though Cambodia has now been classified as a Lower-Middle Income Country (LMIC), it will continue to be categorized as a Least Developed Country (LDC) for some time. This will mitigate the effect of the LMIC status on accessing concessional financing to some extent, such as access to concessional “IDA only” resources as Cambodia will be termed a “blend country”.

Partnership & Innovation

The relationship and inter-connectedness of the SDGs will influence the work of the UN in Cambodia in 2019-2023 and beyond, and underscores the importance of multi-sectoral collaboration between individual UN agencies. As identified in the Common Country Assessment, this inter-connectedness has implications for the UN and will mean enhancing coherence across programming, ensuring a people centered, gender-sensitive approach, respecting human rights to development in all areas of work and more cross-cutting, multi-sectoral and issue-based ways of working.

Utilizing entry points for leveraging current partnerships, and developing new and innovative partnerships, is fundamental to the cross-cutting approach of the Cambodia UNDAF 2019-2023. Unlocking the vast knowledge and expertise of partners is the key to effectively supporting the implementation of the SDGs. Science, technology, and innovation are crucial elements for developing, implementing and optimizing effective and sustainable partnerships.

With the aim of driving the CSDG agenda forward and provide a road map, the UN will support the Government to harness these new and strategic partnerships for system wide and sector-level development progress in Cambodia. This means establishing common issues and approaches of interest, as well as expanding and diversifying the range of partners to meet demands and respond to opportunities. The UN will continue to embrace and promote innovation that helps identify new ways, new technologies and innovative solutions to programme implementation, programme arrangement, financial management and monitoring, with the ultimate goal to reduce costs, improve the effectiveness of development assistance and remain adaptable, agile and responsive in a rapidly changing world.

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

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62 ODA fell from nearly US$ 1.5 billion in 2012 to US$1 billion in 2016 (83 per cent of Development Partners’ funds and 17 per cent of NGO core funds). The Aid-to-GDP ratio declined from 11 per cent in 2011 to 7.4 per cent in 2015.

63 The UN Committee for Development Policy (CDP) identifies LDCs based on three criteria: (i) per capita gross national income (GNI), (ii) human assets, and (iii) economic vulnerability. Classifications are reviewed every three years. Graduation eligibility requires meeting two of the three main criteria or having a GNI of twice the threshold (i.e. currently about $2,200). Once, placed on the graduation list, status shall be reviewed at the next CDP review (3 years later) and then confirmed by the UN General Assembly the following year. A 3-year transition is then provided for and removal from the LDC list will be followed within 3 years after the General Assembly resolution. For Cambodia, LDC status will therefore remain for some further years.
Developing inclusive partnerships will be built on SDG principles, values, shared vision and goals that place people, prosperity, the planet, and peace, at the heart of the development agenda in Cambodia.

For the UN in Cambodia the partnership agenda requires enhanced policy coherence, rationalized UN Results Groups, partnership innovation and strengthened domestic resource mobilization. The UN is well positioned to play a leading role in convening and utilizing multi-stakeholder partnerships that focus on delivering sustainable development results.

**Government and the UN**

The United Nations system in Cambodia will support CSDG progress and contribute to embed the Sustainable Development Goals (SDGs) in national priorities, strategies and monitoring systems. Cambodia needs to continue to place people at the centre of its national priorities and localised SDG goals, with sustained efforts to eradicate all forms of poverty, to reduce inequalities and to achieve sustainable development in all its dimensions.

The UN will also ensure it is highly networked and has the ability to leverage the capabilities and resources available.

For the Government of Cambodia, the UN will remain a trusted partner both as an implementer and in public policy development especially in the social sector, and therefore a crucial collaborator in the realisation of some of the Government’s 2030 Agenda commitments. The UN will assist in strategic institutional capacity development interventions, with a stronger focus on regional or South-South experimentation and experience with institutional responses to complex development issues in the 21st century. With knowledge, experience and practical examples widely available and accessible by networked IT systems and applications, the UN contribution will continue to evolve from an implementer and expert development knowledge supplier to a regional and international networker, ‘connector’ and ‘collaboration-enabler’.

An increasingly important role of the UN, from the Government’s perspective, is the access it provides to multiple international platforms. Given the regional or even international origin and implications of many issues impacting development (most obviously climate change, but increasingly, in a networked world, finance and economy, migration, international crime, internationalization of education and labour, etc.), meaningful participation – and the ability to fight for its interests – is crucial for the Government of Cambodia. The UN seeks to fulfil a crucial role for the ability of the Government to do so: it will not only provide a ‘bridge’ to these platforms, but it is also an important source of information on the process, ‘politics’ and status of international discussions on relevant issues. By being part of the system, the UN in Cambodia will call upon deep layers of capacity to help the Government prepare for, participate in, negotiate and profit from international deliberations, solutions and, crucially, finance for the realisation of the SDGs. The UN and the Government, therefore, seeks to further establish coordination mechanisms at different levels of government.

**South-South and Regional Cooperation for Sustainable Development**

During the past decades, South-South cooperation has increasingly demonstrated its contribution to development results through a variety of flexible cooperation modalities, including knowledge exchanges, technology transfers, financing peer support, and regional initiatives. It has contributed to countries forming common development agendas and seeking collective solutions. The UN has a strong role to play as knowledge broker, capacity development supporter and partnership facilitator when countries in the region work together to find solutions to common challenges.
South-South cooperation strengthens Cambodia's global network and offers opportunities for Cambodia to share its experience in fulfilling its development commitments.

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

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

The UN will seek to play an ‘access and connect’ role also at the regional level, leveraging its presence in all South East Asian countries. At the regional level, the UN will work together on an ad-hoc basis to assist their respective host-governments and ASEAN in reaching regional cooperation to tackle cross-border development challenges and maximising emerging opportunities. In contributing to the development process in Cambodia, the UN will draw on the comparative advantage and collective strengths of the UN system in Cambodia, applying its knowledge of UN programming principles and the principles of development effectiveness. This will include both normative and technical advisory services focused on strengthening institutional and human resource capacities at national and sub-national levels, and support to result-based programmes that are monitored and evaluated based on qualitative and quantitative evidence.

**Civil Society, Community-Based Organizations and the UN**

As part of the UNDAF evaluation and drafting process, consultations with stakeholders including civil society were carried out analysing the UN's support to Cambodia and identifying potential priorities and opportunities for expanded and innovative collaboration and partnership. The UN’s focus on reflecting the principles and values of the 2030 Agenda, and specifically human rights, gender equality, sustainability and availability of timely and accurate data, necessitates strong partnerships with civil society, and communities. The UN will ground its partnerships in support of the implementation and monitoring of the relevant existing strategies, frameworks and policies. It will do this through innovation and creative thinking, capacity development, technical support and assistance, the use of research and analysis of disaggregated data, and support to the implementation of work relating to the SDGs. The UN will play a key role in bridging the gap between development actors. It will bring together government, civil society, community and faith-based organizations and government sector leads.

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

The UN will broaden its working relationships reaching out to new untested constituencies. New social change experts including social entrepreneurs, philanthropists, young people, individuals outside traditional forms of organisation will be used to capitalise on the opportunities provided by the emerging new development realities.

**Private Sector and the SDGs**

The UN will support leveraging the power of private sector to improve basic social services in Cambodia, harnessing their core business and innovation, and advocating for them to uphold human rights. At both a local, regional and global level it will influence markets for vulnerable and marginalized populations, including pursuing a research and development of hardware and technologies for the achievement of the Sustainable Development Goal targets.

The SDGs present a framework for businesses and the private sector to grow and gain competitive advantage. Leading organizations are starting to view the global goals as a framework to differentiate themselves, by expanding their customer bases, developing core innovations and new services, developing more resilient supply chains, and engaging in policy advocacy. The UN in Cambodia is committed to offering knowledge and expertise to businesses and the private sector and working together in partnership under the guidance of the 2030 Agenda, the UN Global Compact and the Guiding Principles on Business and Human Rights.

**International Development Partners and the UN**

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

**Accountability, Results and Delivery**

Multi-stakeholder partnerships call for new governance models in place of traditional development projects, while respecting the national priorities of host countries and adhering to any relevant guidance provided by the Government. Partnerships that work towards sustainable development and support the SDGs, aimed at spurring economic growth, environmental sustainability and social equity, should be consistent with national laws, and be fully aligned with national development strategies and CSDGs.

In addition, a partnership should aim to include a broad spectrum of stakeholders from various sectors into its governance models, structures, and stakeholder and community engagement efforts. This will not only ensure accountability and transparency to its beneficiaries, but also allow the partnership to draw expertise and solutions to its problems while addressing the three dimensions of sustainable development. The 2019-2023 UNDAF is focused on delivery of the articulated interventions to achieve the targets outlined in the accompanying Results Framework Annex II.
Implementation arrangements and programme coordination

The UN will, through the UNDAF, support national development priorities as part of an integrated approach to sustainable development, in close partnership with various levels of governments, civil society, the private sector and other partners.

In keeping with the principles of development effectiveness and national ownership, the UN will coordinate its efforts through national development coordination mechanisms, including the Technical Working Groups, under the oversight of the Council for the Development of Cambodia (CDC). Building on its impartiality and neutrality, the UN will facilitate dialogue between duty-bearers and rights holders, and promote partnerships between all stakeholders across sectors, including civil society. Reflecting its normative mandate, the UN includes vulnerable people and groups at the heart of its development efforts.

The Council for the Development of Cambodia (CDC) will continue to be the main government counterpart of the UN with regard to the UNDAF. CDC will ensure coordination of relevant government agencies and facilitation of the endorsement of the UNDAF by the RGC. Joint annual meetings between the RGC and the UN will be organised to discuss annual work plans as well as progress of UNDAF implementation.

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

The UNDAF will be made operational through the development of joint work plans and/or agency-specific work plans and project documents as necessary, which will describe the specific results to be achieved.

Efficient coordination within the UN system will ensure achievements and measurable progress, and it will be organized around the following mechanisms:

**The UN Country Team (UNCT):** Composed of heads of all resident and non-resident UN agencies, funds and programmes, the UNCT is the highest inter-agency coordination and joint decision-making body, ensuring alignment of the UN support to national development priorities and providing internal oversight of the implementation of the UNDAF, including the joint mobilisation of resources. The UN Resident Coordinator (UNRC), who is the head of the UN diplomatic mission in country, leads the UNCT; ensuring UN coherence and alignment of UN programmes with national priorities.

**The Office of the UN Resident Coordinator (UNRoko):** Reporting to the UN Resident Coordinator, the UNRoko supports the UNCT to advance coherence within the UN system and alignment of UN assistance with national development priorities and acts as the Secretariat for the UNCT.

**UNDAF Results groups:** Five results groups, one for each of the five UNDAF outcomes, are established to lead and guide the UNDAF formulation and implementation, using Joint Annual Work Plans. The UNDAF results groups are comprised of individual agency programme staff contributing to each of the five outcomes. Each results group is co-chaired by two heads of agencies and should include at least one M&E evaluation expert to support to the work of the results group.
The Programme Management Team (PMT): Comprised of deputy or senior programme officer level representatives from all member agencies of the UNCT (resident and non-resident), the PMT supports the UNCT/RC in the coordination of the UNDAF implementation, monitoring and evaluation, with support from the M&E Group. The PMT explores opportunities for joint programming and resource mobilization and supports the evaluation of key assumptions and risks underpinning the UNDAF Results Matrix.

The Monitoring and Evaluation (M&E) Task Force: Reporting to the PMT, the M&E Task force gives periodic support to the monitoring of the UNDAF and as requested by the PMT, with a focus on quality assurance to UNDAF monitoring. It contributes to joint periodical and annual reviews and reports on UNDAF results, including on the implementation of recommendations that emerge from joint monitoring and evaluation activities. The M&E Task Force helps strengthen the M&E capacity of UN staff and partners and promotes a results-based management and evaluation culture in the implementation of the UNDAF.

Theme groups / Task forces: The various task forces, established around the accelerators and/or programming principles identified in the UNDAF as appropriate, promote coherence in programming to maximize synergies and support progress on UNDAF results and alignment with national priorities. Reporting directly to the UNCT, the task forces are committed to: promote joint programming in relevant thematic areas; the identification of and joint evidence creation and data collection/analysis requirements to support UN common country programming processes; joint advocacy and communication, where there is added value in doing so; monitoring of UNDAF progress vis-à-vis their thematic focus areas, feeding input to UNDAF monitoring and evaluation processes; dialogue and coordination of action on emerging issues; and capacity development across the UN. Task forces are chaired by the Head or Deputy Head of the lead UN agency. Additional thematic taskforces in support of the UNDAF may be established by the UNCT on a needs basis.

The UN Communication Group (UNCG): Composed of communication focal points of UN agencies, the UNCG disseminates UNDAF results achieved, best practices and success stories to promote scaling up. The UNCG supports the development and rollout of joint advocacy initiatives identified by the UNCT and coordination groups.

The Operations Management Team (OMT): The Operations Management Team (OMT) brings together UN organizations’ operations managers. It provides the UNCT with recommendations on common services and business-related issues, identifying opportunities for collaboration and innovation to increase the efficiency and effectiveness of UN programmatic work. It provides recommendations on the harmonisation and simplification of operational procedures for the effective implementation of the UNDAF.

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

UNDAF Implementing Structure
Monitoring and Evaluation

The UNDAF 2019-2023 has been developed following a results-based management (RBM) approach. An UNDAF monitoring and evaluation calendar has been developed, including an integrated five-year evaluation plan and monitoring commitments. Progress on delivery will be jointly monitored with the RGC against key indicators for the outcomes as set out in the UNDAF Results Matrix (Annex II) and the Table of UN Human Rights mechanism recommendations (Annex IV). The data for these indicators will draw on national systems and has been selected by UN agencies contributing to the outcomes.

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

**UNDAF Joint Annual Review**

The Government and the UNCT annually conduct a strategic joint annual review of the UNDAF with the purpose of assessing progress towards achievement of the outcomes agreed in the UNDAF Results Matrix. Progress of the UNDAF will be measured against targets set, as well as risks and assumptions made at the design stage assessed and reviewed as needed. The UNDAF joint annual review draws lessons and conclusions that feed into the UNDAF implementation, including development of subsequent annual UNCT work plans, UN Theme Group work plans, where applicable, and the M&E Plan.

**Joint UNDAF Results Report**

A joint UNDAF results report will be prepared annually to measure the progress of the UNDAF and will be discussed at the UNDAF joint annual review.

**Joint annual work plans**

The UNDAF results groups will develop and manage joint annual work plans to operationalize the UNDAF Outcomes. The joint annual work plans specify outputs that are measurable through
indicators, baselines, targets, means of verification, and assumptions and risks. Each joint work plan comes with an annualized Common Budgetary Framework (CBF).

**Gender Scorecard**

An update of the gender scorecard done in 2014 was undertaken in 2017 as part of the planning for the 2019-2023 UNDAF development and will be completed again in 2022, providing an opportunity to assess progress within the UN system on gender mainstreaming and the promotion of gender equality, and to identify strategies for improving UN system contributions in the following UNDAF cycle.

**UNDAF Midterm Review**

An UNDAF midterm review is to be conducted by mid-2021. This will enable the UN Country Team and partners to take stock, identify bottlenecks, and to adjust the UNDAF as required. Alignment of the UNDAF with the new rectangular strategy and NSDP to be released in 2018/19 will also be assessed. The cost of the midterm review will be shared by the UN system.

**UNDAF Evaluation**

An independent evaluation of the 2019-2023 UNDAF is foreseen for 2022. The evaluation will be a comprehensive and strategic assessment involving a broad range of stakeholders and partners who will evaluate the UNDAF’s contribution to national priorities, the SDGs and the programmes’ relevance, effectiveness, efficiency and sustainability. The cost of the evaluation will be shared by the UN system. The outcome indicators are the measurement tools used to assess progress, and the evaluation will follow the United Nations Evaluation Group’s norms, standards and guidance, serving as an accountability and learning tool for the UN Country Team and partners. The evaluation is a fundamental component of evidence-based strategy, policy-making and implementation.

**Support to strengthening national Monitoring and Evaluation systems**

The UN in Cambodia is strongly committed to supporting strengthened quality and accessibility of government monitoring systems, as outlined in the foreseen UNDAF accelerator “Enhancing national statistical infrastructure and building data producer and user capacities”, and to using existing national monitoring systems for UNDAF monitoring to the fullest extent possible.

**Text highlighted in grey denotes mandatory standard UN legal text**

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

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in the specific clauses of their engagement documents/contracts with the UN system agencies.
2. Programmatic monitoring of activities following the UN system agencies’ standards and guidance for site visits and field monitoring.
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies, (where so desired and in consultation with the respective coordinating ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.
The audits will be commissioned by the UN system agencies and undertaken by private audit services.

Common Budgetary Framework

The Common Budgetary Framework comprises the estimated financial resources necessary for the UN system in Cambodia to deliver the commitments outlined in the UNDAF. It estimates that a total of about US$ 529 million will be required with about USD$ 321 million available as of December 2018, and a funding gap of about US$ 208 million. These figures have been estimated as per information available as of December 2018 and is subject to change.

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Total required (USD)</th>
<th>Projected to be available</th>
<th>Resources to be generated</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 (People)</td>
<td>224,983,000</td>
<td>158,824,500</td>
<td>66,158,500</td>
</tr>
<tr>
<td>2 (Prosperity)</td>
<td>131,534,308</td>
<td>75,379,651</td>
<td>56,154,657</td>
</tr>
<tr>
<td>3 (Planet)</td>
<td>112,442,458</td>
<td>51,589,281</td>
<td>60,853,177</td>
</tr>
<tr>
<td>4 (Peace)</td>
<td>40,467,933</td>
<td>18,102,921</td>
<td>22,365,012</td>
</tr>
<tr>
<td>5</td>
<td>19,255,500</td>
<td>17,155,500</td>
<td>2,100,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>528,683,199</strong></td>
<td><strong>321,051,853</strong></td>
<td><strong>207,631,346</strong></td>
</tr>
</tbody>
</table>

**Common Budgetary Framework – agency breakdown**

<table>
<thead>
<tr>
<th>Agency</th>
<th>Total Budget</th>
<th>Projected to be available</th>
<th>Resources to be generated</th>
</tr>
</thead>
</table>

Financing the UNDAF is both an individual responsibility of UN organizations as well as a shared one by the UN Country Team, as led by the Resident Coordinator. The Common Budgetary Framework will be operationalized through the detailed annual joint work plans and monitored as part of the annual review of the Results Groups progress.

Text highlighted in grey denotes mandatory standard UN legal text

The UN system agencies will provide support to the development and implementation of activities within the UNDAF, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, Monitoring and Evaluation, training activities and staff support.

Part of the UN system agencies’ support may be provided to non-governmental [and civil society] organizations as agreed within the framework of the individual agency specific work plans (WPs) and project documents. Additional support may include access to UN organization-managed
global information systems, the network of the UN system agencies’ country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN Specialized Agencies, Funds and Programmes. The UN system agencies shall appoint staff and consultants for programme development, programme support, technical assistance, as well as Monitoring and Evaluation activities.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies’ funds are distributed by calendar year and in accordance with the UNDAF. These budgets will be reviewed and further detailed in the work plans and project documents. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be re-allocated to other programmatically equally worthwhile activities.

On the basis of the initial projections in the Common Budgetary Framework, the UN system will develop a Financing Strategy that outlines the balance of financial sources and mechanisms for the UNDAF.

**Financing Strategy**

The UN’s support to the Government as it implements the 2030 Agenda requires an innovative and multi-financing approach. As a relatively recently graduated Lower Middle Income Country, Cambodia continues to see a fall in ODA as a percentage of the Government’s total budget expenditure. As the country embarks on the implementation of the CSDGs, it is necessary for it to receive support from the international community in the form of grants and concessional funding.

The UN system, which is a development partner and not a donor to the government, will explore funding options from both traditional and non-traditional resource streams, such as the private sector, as well as cost-sharing options with the government, where appropriate.

The financing strategy will: map the financial landscape and identify innovative partnerships to diversify funding streams; further validate the initially identified financing gap; identify the financing instruments to address the gap and blend a number of financing instruments such as the pooled fund mechanism; and define the coordination mechanisms between the different financing instruments.

The UN’s priority is to maximise the impact of available resources. As the international landscape evolves, donors will gradually reduce their financial support for Cambodia as a new Middle Income Country and/or shift from development assistance to a focus on bilateral trade relations. Thus, there is a growing need to mobilise domestic resources in pursuit of development aims and overcoming small- or medium-scale disasters. There is also a need to shift from funding to financing. To this end, the UN in Cambodia will act as a smart development entrepreneur, evoking a change in its business policies and engaging the Government to ensure the planning and financing needed to attain Cambodia’s development aims.

The UN will develop an innovative funds mobilisation plan for Cambodia incorporating new ways of attracting investment. It will consider a range of key issues: leadership that facilitates institutional coherence, a clear vision of results; overarching strategic financing policies for specific flows; and an enabling environment for accountability and dialogue. It will seek additional funding opportunities by engaging with new investors; diversifying the funding landscape; building partnerships built on trust; reducing transaction costs; and, most importantly, working collectively.
Shifting from funding to financing will be based on certain key elements. The UN system in needs to be a smart investor, filling resource gaps. The UN must build financial coalitions with high impact social investors to create bring about sustainable change, while influencing the policy environment and offering incentives to use funds as unifier towards “delivering as one”.

The UNDAF will seek to evoke meaningful change through new communication tools, built around advocacy objectives and a better understanding of key actors relevant for Cambodia’s development and financing landscape. UN agencies are expected to “map” stakeholders based on market research; understanding how resources flow in Cambodia and how these will be allocated; developing new fundraising initiatives in collaboration with major state companies, the private sector and government partners; focusing on value for money; championing policy-oriented results; and thoroughly analysing each sector in which interventions will take place. Private sector engagement will be guided by the UN Guiding Principles on Business and Human Rights.
Annex I | Basis for the Relationship

Text highlighted in grey denotes mandatory standard UN legal text

Partnerships, Values and Principles

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

a) WHEREAS the Government and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Basic Assistance Agreement (SBAA)) which was signed by both parties on xxxxx. Based on Article I, paragraph 2 of the SBAA, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG simplification and harmonization initiative. In light of this decision this UNDAF together with a work plan (which shall form part of this UNDAF, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the SBAA.


c) With the United Nations Population Fund (UNFPA) an exchange of letters dated xxx to the effect that the SBAA signed by UNDP and the Government on xxx be applied, mutatis mutandis, to UNFPA.

d) With the United Nations Women (UN Women) an exchange of letters dated xxx to the effect that the SBAA signed by UNDP and the Government on xxx be applied, mutatis mutandis, to UN Women.

e) With WHO a Country Co-operation Agreement concluded between the Government and WHO on xxx.

f) With the Food and Agriculture Organization of the United Nations the Agreement for the opening of the FAO Representation in Cambodia on xxx.

g) With the United Nations Environment Programme (UNEP) through the United Nations Environment Assembly (UNEA) and the UNEA’s approval of UNEP’s Medium-Term Strategy 2018-2021 and 2022-2024 and related programmes of work.

b) For all agencies: Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency’s governing structures.

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

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

Programme Management and Accountability Arrangements
The programme will be nationally executed under the overall co-ordination of the Department of National Planning and Monitoring. Government coordinating authorities for specific UN system agency programmes are noted in Annex X. Government Ministries, NGOs, INGOs and UN system agencies will implement programme activities. The UNDAF will be made operational through the development of joint workplan(s) (JWPs) and/or agency-specific work plans and project documents as necessary which describe the specific results to be achieved and will form an agreement between the UN system agencies and each implementing partner as necessary on the use of resources. To the extent possible the UN system agencies and partners will use the minimum documents necessary, namely the signed UNDAF and signed joint or agency-specific work plans and project documents to implement programmatic initiatives. However, as necessary and appropriate, project documents can be prepared using, inter alia, the relevant text from the UNDAF and joint or agency-specific work plans and project documents.

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

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents/contracts with the UN system agencies.
2. Programmatic monitoring of activities following the UN system agencies’ standards and guidance for site visits and field monitoring, special or scheduled audits.
3. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system agencies, and those whose financial management capacity needs strengthening.

The remainder of this section refers only to agencies using the Harmonized Approach to Cash Transfers (HACT). All cash transfers to an Implementing Partner are based on the Work Plans (WPs) agreed between the Implementing Partner and the UN system agencies. Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

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

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts. Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of implementation.

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64 Refers to results Groups’ or agency specific annual, bi-annual or multiyear work plans
65 For the purposes of these clauses, “the UN” includes the IFIs.
programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

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

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner accordingly. In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment accordingly. The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor. Where the UN system agencies and other UN system agency provide cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

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

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

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

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

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

The Government will honour its commitments in accordance with the provisions of the cooperation and
assistance agreements outlined in paragraph above in the section on Basis of the Relationship. Without
prejudice to these agreements, the Government shall apply the respective provisions of the Convention on
the Privileges and Immunities of the United Nations (the “General Convention”) or the Convention on the
Privileges and Immunities of the Specialized Agencies (the “Specialized Agencies Convention”) to the
Agencies’ property, funds, and assets and to their officials and experts on mission. The Government shall
also accord to the Agencies and their officials and to other persons performing services on behalf of the
Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements
between the Agencies and the Government. In addition, it is understood that all United Nations Volunteers
shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such
officials under the General Convention or the Specialized Agencies Convention.

The Government will be responsible for dealing with any claims, which may be brought by third parties
against any of the Agencies and their officials, experts on mission or other persons performing services on
their behalf and shall hold them harmless in respect of any claims and liabilities resulting from operations
under the cooperation and assistance agreements, except where it is any claims and liabilities resulting
from operations under the cooperation and assistance agreements, except where it is mutually agreed by
Government and a particular Agency that such claims and liabilities arise from gross negligence or
misconduct of that Agency, or its officials, advisors or persons performing services. Without prejudice to
the generality of the foregoing, the Government shall insure or indemnify the Agencies from civil liability
under the law of the country in respect of vehicles provided by the Agencies but under the control of or use
by the Government: (a) “Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or
Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the
courts of any country over disputes arising of this Agreement”; (b) Nothing in or relating to this document
will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and
its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of
the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the
Specialized Agencies of 21st November 1947, as applicable, and no provisions of this document or any
Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent,
inconsistent with such privileges and immunities.

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

See Attachments