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Swiss Agency for Development
and Cooperation SDC

Swiss Development Cooperation in Cambodia

SDC Mekong Region Cooperation Strategy
2013–2017



At a Glance The Swiss Agency for Development and Cooperation

The Swiss Agency for Development and Cooperation (SDC) is Switzerland's International Cooperation Agency within the Swiss Ministry of Foreign Affairs (Federal Department of Foreign Affairs). SDC is responsible for overall development activities and for the humanitarian aid delivered by the Swiss Confederation.

SDC supports countries in their efforts to overcome poverty-related and development-related problems. In particular, it enables disadvantaged groups to gain better access to education and healthcare, and helps resolve environmental problems. Gender equality and good governance are important guiding principles for SDC's work. SDC is committed to tackling global challenges, such as climate change and water scarcity, which seriously compromise poor countries. It is also committed to promoting globalization that favors development.



Editorial

Switzerland is a long-standing supporter of equitable and sustainable development in the Mekong Region. The new 2013–2017 strategy of the Swiss Agency for Development and Cooperation (SDC) for the Mekong Region re-affirms this commitment. Switzerland will increase its presence and financial volume in the Mekong Region, building up a portfolio of regional projects, including Cambodia, Lao PDR, Myanmar and Vietnam, continuing its country programs in Lao PDR and Vietnam, and launching a new country program in Cambodia.

The Swiss strategy for the Mekong Region responds to the region's major challenges, including the start of the ASEAN Economic Community by the end of 2015. Switzerland supports its partner countries in their efforts to narrow development gaps between ASEAN member countries. Overall, Switzerland aims to contribute to poverty reduction, supporting food security, democratic governance and employment and income creation. Switzerland's regional program aims to strengthen governmental and non-governmental actors to become equal and empowered partners in the ASEAN Economic Community.

Over the last 20 years, Cambodia has achieved substantial socio-economic development, transforming from a war-torn country towards peace and social stability. It is well on the way to achieving major targets set out in the Cambodia Millennium Development Goals, yet there is still a long way to go towards becoming a prosperous middle-income

country. Challenges include enhanced access to quality public services, democratic governance, food security and sustainable natural resources, skills development and integration into the ASEAN Economic Community.

In line with national priorities set out in Cambodia's new Rectangular Strategy III (2013–2018) and the National Strategic Development Plan, and drawing on achievements in the region, the Swiss development program will have a three-fold focus. In Local Governance and Citizen Participation, SDC will contribute to improving public service delivery through strengthening local government and promoting citizens' voices. In Agriculture and Food Security, SDC will support women and men in rural areas to improve their livelihoods and increase their incomes through enhanced production capacities and sustainable management of community natural resources. In Employment and Vocational Education and Training, SDC will support disadvantaged groups to improve their skills to find better-paid jobs. It will support strengthening the national vocational education system and regulatory frameworks.

We are looking forward to implementing this strategy in close partnership with the Royal Government of Cambodia, civil society, private sector actors and development partners, towards achieving tangible development results, particularly, enhanced livelihoods of poor people in Cambodia.



Ruth Huber
Regional Director of Cooperation
Swiss Agency for Development and Cooperation
Mekong Region Program



Rahel Boesch
Director of Cooperation
Swiss Agency for Development and Cooperation
Cambodia

Acronyms

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CHF	Swiss Franc
COOF	Cooperation Office
CLMV	Cambodia, Lao PDR, Myanmar and Vietnam
CSO	Civil Society Organization
EU	European Union
FAO	Food and Agriculture Organization
GBV	Gender-Based Violence
GIZ	(German) Gesellschaft für Internationale Zusammenarbeit
INGO	International Non-governmental Organization
IP3	Three-year Implementation Plan of SNDD
M&E	Monitoring and Evaluation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MDG	Millennium Development Goal
MERV	Monitoring Entwicklungsrelevanter Veränderungen
MoLVT	Ministry of Labor and Vocational Training
MoWA	Ministry of Women's Affairs
MRS	Swiss Mekong Region Cooperation Strategy
MTR	Mid-term Review
NEA	National Employment Agency
NGO	Non-governmental Organization
NQF	National Qualification Framework
NSDP	National Strategic Development Plan
RIICE	(SDC) Remote Sensing-based Information & Insurance for Crops in Emerging Economies
SAM	Small Actions Mekong (of SDC)
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Cooperation Agency
SNA	Sub-national Administration
SNDD	National Program for Sub-national Democratic Development
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UXO	Unexploded Ordnance

1 Swiss Development Cooperation in the Mekong Region

Regional Approach and Frame of Reference

The Swiss Mekong Region Cooperation Strategy 2013–2017 focuses on the four CLMV countries – Cambodia, Lao PDR, Myanmar and Vietnam – as one geographic region, embedded within the wider Greater Mekong sub-Region¹ and ASEAN frameworks. The regional strategy also takes into account the heterogeneous cultural, political and economic backgrounds of the four countries. The strategy has a double focus:

- A regional focus on shared development challenges of the CLMV countries in relation to ASEAN integration planning, and the potential to address these challenges jointly with the support of specialized institutions from the wider region;
- A country focus on similar development challenges in each country, that takes into account country-specific contexts and development planning frameworks, as well as the potential to address these challenges through partnerships with national and international partners.

The strategy lays the foundation for contributing to peace and stability in the whole region, and in particular, to equitable development in Cambodia, Laos and Myanmar in their transition towards middle-income country status. SDC will contribute to consolidating development results in Vietnam, while phasing out by 2016, as the country reached middle-income status in 2010. At the same time, the Swiss State Secretariat for Economic Cooperation will increase its support to Vietnam's integration into world markets.

Overall Goal of the Swiss Mekong Region Cooperation Strategy

Switzerland contributes to reducing poverty, supporting equitable and sustainable development and fostering democratic governance. It strengthens CLMV governments and non-government actors in their aim to become equal and empowered partners in the upcoming ASEAN Community.

Thematic Focus Areas

The thematic orientation of the programs in Cambodia, Vietnam and Lao PDR are: local governance and citizen participation; agriculture and food security; and employment and vocational education and training, in accordance with the new Message on International Cooperation 2013–2016 to the Swiss Parliament. Improvements in governance are considered the most important factor for equitable, inclusive and sustainable growth in CLMV countries, enabling them to reap benefits from the ASEAN Community integration. Agriculture remains the livelihood base of the majority of the population in the Greater Mekong sub-Region, with poverty being most widespread in rural areas and among people belonging to ethnic minority groups. To allow the poor to benefit more from economic development and to improve their chances for economic diversification, employment and vocational education and training is introduced as the third thematic domain in Cambodia and Lao PDR. Better skills will allow the many young people entering the labor force each year to find better-paid jobs, and better skills offer opportunities for those moving out of agriculture.

Overall, 15% of SDC's financial resources will be allocated to regional programs, while the rest will be allocated at a country level.²

¹ The Greater Mekong sub-Region includes Cambodia, Lao PDR, Myanmar, Thailand, Vietnam, and the Chinese provinces of Yunnan and Guangxi

² Annex 1 provides a synopsis of the regional strategy and shows the relationship between the regional program goal and country-level outcomes. Annex 3 provides the details of allocation planning by country and domain

2 Focus of Swiss Cooperation with Cambodia 2013–2017

The focus of the Swiss cooperation with Cambodia responds to the country's key development challenges and is fully in line with the Rectangular Strategy III. SDC's Cambodia Cooperation Strategy was informed by broad consultations and briefings with relevant government agencies, donor partners and civil society organizations; and by various studies and analyses conducted by Cambodian and international experts.

SDC will support Cambodia's poor and marginalized women and men, especially in rural areas, in equitable access to economic opportunities, improved livelihoods and participation in decision-making. SDC aims to contribute to re-building trust and confidence to support reconciliation as key elements of stability, peace and sustainable human development in Cambodia.

SDC will focus on promoting local governance and citizen participation, on agriculture and food security, and on employment and skills development (detailed results frameworks for each of the three domains and can be found in Annex 2). The Swiss cooperation program with Cambodia is part of the Swiss Mekong Region Cooperation Strategy (2013–2018) and draws also on SDC's achievements in Laos and Vietnam (see Boxes 3–6).

Box 1: Some of SDC's lessons learnt in the region include:

- Supporting poor households in remote areas has a large impact on their food security and on poverty reduction.
- Participatory agriculture extension methodologies that are documented and integrated into the government education system/curricula produce long-term benefits in human resource development.
- Real participation and full transparency are key factors of successful mobilization of people at grassroots level.

Local Governance and Citizen Participation

Strengthening local governance and restoring the social fabric destroyed by years of civil unrest is a prerequisite for inclusive and equitable development. SDC will contribute to inclusive and equitable development through a two-pronged approach: i) strengthening equitable, efficient and responsive public services; and ii) promoting citizens' voice, rights and participation in local decision making. This will complement SDC's interventions in agriculture and skills development. Building and supporting platforms for exchange and dialogue and building trust at the commune level is essential for addressing trauma and the need for reconciliation following the genocide and longstanding civil war.

Program Goal

Enhanced local governance mechanisms contribute to improved public service delivery and inclusive and equitable development.

Outcomes

Poor and vulnerable women and men use equitable and responsive public services (health, education, water and sanitation).

Citizens, in particular women and vulnerable groups, can voice their needs, exercise their rights and participate in local decision making.



Agriculture and Food Security

About 90% of Cambodia's poor people live in rural areas, with a high incidence of food insecurity and malnutrition. SDC wants to contribute to inclusive and equitable growth of the agricultural sector as a driver of change for poor rural female and male farmers. The program will have two closely inter-linked focuses: i) improving the livelihood resilience of smallholder farmers, including female-headed households and ethnic minorities, through enhanced production capacities and improved market access; and ii) supporting women and men, in particular communities making a living from forests and fisheries, through secured and equitable access to community resources, as well as market access for non-timber forest products.

Program Goal

Improved rural livelihoods and food security, especially of female-headed households.

Outcomes

Women and men smallholder farmers (including female-headed households and ethnic minorities) improve their livelihood resilience.

Women and men, in particular those belonging to ethnic minority communities, have enhanced production and secure and equitable access to and control over community resources (forests and fisheries).

Box 2: SDC's achievements in promoting local governance in Laos

SDC supported the development of the governance and public administration reform agenda, oriented towards better service delivery to the population. Through the provision of operational block grants, more than 2,300 district officials in 35 district administrations have developed their capacities for participatory planning and budgeting procedures for the delivery of small-scale infrastructure, applying the principles of participation, transparency, accountability and efficiency. SDC contributed to the Lao Government's increased acceptance of the notion of bottom-up planning, active participation and elected representation. As a result of the combination of citizen participation in local decision making and grants for service delivery, more than 500,000 villagers in 21 of the 47 poorest districts in Lao PDR now have better access to health centers, schools and clean water.

SDC addressed land governance issues using a rights-based approach. More than 20,000 people (mostly of ethnic minority origin) in 40 target villages of Saravan province have increased their understanding of their land-related rights and are now better able to deal with land-related conflicts.

Box 3: SDC's achievements in promoting rural livelihoods and natural resource management in Laos

Gains in production and marketing facilitated by SDC allowed farmers to increase their household consumption and income. Results include:

- 17,000 households, in particular those from ethnic minorities, are using new techniques which enable them to rely more on farm production and move away from wild harvesting in forests.
- Better quality technical advisory services have generated an important evolution in knowledge, attitudes and skills of Ministry of Agriculture and Forestry staff, leading to improved support to farmers. Farmers have progressively acquired better skills to control their farming systems and to negotiate more predictable relationships with traders.
- The development of agricultural value chains has led to higher household incomes for participating producers. For example, coffee producers tripled their income from US \$0.80/kg to US \$2.40/kg.
- The introduction of a multi-stakeholder method for land use planning optimizes the use of agro-biodiversity, protects soil fertility and strengthens farmers' land use rights. These initiatives benefitted 3,000 households in 37 villages.

Employment and Vocational Education and Training

Employment generated by recent economic growth has been insufficient to catch up with the rising number of youth seeking jobs in Cambodia or abroad. People urgently need more vocational education and skills development if Cambodia is to remain competitive in the context of regional integration, and to address the mismatch between market needs and the available skilled labor force. Protection of labor rights will also be addressed.

SDC's program will focus on skills development for men and women in rural areas, enabling them to benefit from upcoming potential employment opportunities, in particular in the booming tourism sector. At the policy level, SDC will support the Government in: i) implementing action plans for the Technical and Vocational Education and Training (TVET) policy, ensuring the match between the TVET policy and private sector needs and the promotion of basic rights; and ii) including migrant workers' rights in national development strategies.

Program Goal

Young rural women and men acquire vocational and life skills allowing them to increase their incomes.

Outcomes

Women and men who participate in TVET programs earn increased incomes in decent employment.

Strengthened national TVET system, regulatory frameworks and delivery systems oriented towards ASEAN integration.





Support to Maternal and Child Health

The Kantha Bopha pediatric hospitals were established in 1992 on the initiative of the Swiss medical doctor, Beat Richner. They make a major contribution to the improvement of the health of children and to public health generally in Cambodia. SDC began supporting five Kantha Bopha hospitals in 1994. Since then, the Kantha Bopha hospitals have treated more than one million children requiring hospitalization and more than 10 million children as outpatients.

Cross-cutting Themes

Responding to need and aligning with major efforts undertaken by civil society and government actors to ensure long-term sustainable and inclusive growth, four cross-cutting themes will be mainstreamed in all programs and projects:

Gender equality: While the Government, civil society and international agencies have worked hard to advance the well-being of all Cambodians, women continue to face pressing concerns, many of which relate to poverty and its impact on them. The Ministry for Women's Affairs (MoWA) has prioritized strengthening capacity to support the implementation of the Convention on the Elimination of All Forms of Discrimination Against Women.

Box 4: SDC's achievements supporting rural livelihoods in Vietnam

SDC assisted 8,000 poor farmers, 90% of whom were women, to increase their income by about US \$700/year/household through small-scale livestock and agricultural production. Through 3,400 small infrastructure and agricultural projects, SDC helped improve the livelihood of 77,000 households, 20,000 of them poor, and, depending on the location, 35% to 90% of them belonging to ethnic minorities.

As a co-funder of a multi-donor trust fund for forests managed by the Government of Vietnam, SDC contributed to sustainable forest protection and development, including:

- Development of key national policy instruments, such as the Vietnam Forestry Development Strategy (VFDS) 2006–2020; in total more than 10 government decrees, decisions and circulars.
- Support for the implementation of five programs of the VFDS, increasing forest coverage by more than 50,000 hectares and benefitting more than 45,000 households; reducing poverty through the allocation of 41,000 hectares of forest land with land use certificates for 23,000 households.



en (CEDAW) and mainstreaming gender equality into the general policy framework as platforms for realizing women's human rights. Addressing gender-based violence and the sexual exploitation of women is also a top priority. Gender equality is thus reflected in all three domains in the outcome level indicators. Specific key results will be formulated through affirmative actions that align with the Government's national action plan on promoting women's empowerment. All project data will be sex disaggregated.

Good governance will be mainstreamed with a particular focus on the principles of accountability and transparency, participation, non-discrimination, efficiency and effectiveness. These principles of good governance will be approached from a human-rights-based perspective, with a view to strengthening the capacities of rights holders and duty bearers.

Conflict-sensitive program management is crucial in post-conflict contexts, such as Cambodia. Conflict sensitivity and the prevention of violence will be included as key elements of all programs and will be based on 'do no harm' risk analysis, the 'right to know' and the potential for conflict transformation and dealing with trauma. Promoting platforms for dialogue and exchange between different communities, civil society organizations and local authorities will be an important means to support the re-building of trust and confidence.

Climate Change Adaptation and Mitigation and Disaster Risk Reduction will be included as a cross-cutting theme, particularly in agriculture and food security programming, using existing instruments to analyze the risks and integrate preventive or mitigation activities.

Culture is at the heart of development. Recognizing that, SDC promotes cultural understanding and cultural diversity with the aim of consolidating the processes of development in the countries in which it is active. In line with SDC's overall policy to promote diversity of cultural expression in partner countries, the SDC Cambodia Country Program will dedicate approximately 1% of its total budget to promoting culture.

3 Program Management and Monitoring

Aid Modalities

In the development and implementation of projects and programs, SDC will follow the following principles:

- A good mix of implementation modalities (mandated “self-developed” projects, co-financing with bilateral agencies, contributions to programs of government, multilateral agencies, NGOs, etc.) will allow SDC to flexibly react to opportunities or constraints in the political context and to shift the emphasis of the program to those partners and activities that promise the best development results for the defined target populations.
- In addition to supporting national level reforms, SDC will focus on selected provinces where the poor and vulnerable are currently underserved, or in areas where there is potential for synergy and scale with other donor partners. SDC will follow an area-based approach that will enable approaching complex, interconnected issues in a comprehensive manner. The provinces envisaged are in the Plateau-Mountains (Oddar Mancheay and Preah Vihear) and in part of the Mekong River Plain (Stung Treng and Kratie). See Annex 4 for a map of Cambodia.
- The Swiss Cambodia Country Program will seek close collaboration and use synergies with regional programs that are developed and implemented by SDC in the context of the Swiss Mekong Region Program, including for example, land governance, social forestry, climate change and cross-border integrated water management.
- SDC’s Global Programs on food security, climate change, water initiatives, migration and health,





- SDC will seek a pluralistic mix of partner institutions and implementation modalities, in the spirit of the development effectiveness principles agreed in Busan. Close coordination and good cooperation with the partner government will be important. While SDC's program is aligned with the National Strategic Development Plan (NSDP), the potential for on-budget financing is low.

Monitoring and Evaluation

The primary instruments to capture results are Progress Reports submitted by partners, partner dialogues, field visits and project reviews. Annual reflection days will be held with program partners in each domain.

For monitoring development results at the domain level, SDC will refer to the indicators developed within the Swiss Mekong Region Cooperation Strategy. The monitoring system will be harmonized with the NSDP results framework as far as possible. NSDP monitoring reports will be an important source of information.

A mid-term review of the implementation of the Cambodia Country Program will be conducted in 2015, together with a review of the Swiss Mekong Region Cooperation Strategy. Reporting on performance and results achieved will follow standard SDC procedures, namely the annual Internal Control System (ICS) compliance report, office management report and annual report.

Risk Management

The operational and partner risks of the program will be monitored and managed through existing project instruments. Major risks of each domain program are included in the result frameworks. The risks related to context assumptions will be monitored through the SDC MERV instrument (a tool for monitoring changes in the operating context). Risks related to the impact hypothesis of projects will be monitored through impact studies. Mitigation measures will be adopted through annual reports, in case of context risks, and through management responses to project reviews when the risks are related to the contribution logic of specific projects. In Cambodia, conflict-sensitive program management is applied to manage risks emanating from social tensions.

coordinated by SDC Head Office, have an increasingly strong outreach in the Mekong region. Those projects allow for close collaboration and synergies with regional and country-level projects. Two such programs are Remote Sensing-based Information & Insurance for Crops in Emerging Economies (RIICE)³ and support to a regional network on social forestry within the framework of ASEAN. SDC will foster effective channels of communication and further strengthen complementarities with SDC global cooperation.

- Many Swiss NGOs have been active for a number of years in Cambodia. SDC will monitor the results achieved by Swiss NGOs with projects funded through SDC program contributions, and will strengthen exchanges among Swiss NGOs active in the region.

Partnerships

All projects will be implemented through, or in close partnership with government agencies, development partners and/or civil society organizations.

- SDC will actively participate in policy dialogue and coordination with the Royal Government of Cambodia in all sectors where it is active. Also, SDC is participating in overall government-donor coordination.
- Switzerland through SDC has joined the European Development Cooperation Strategy for Cambodia 2014–2018 and will contribute to its implementation.
- SDC will seek opportunities for co-financing multilateral programs or delegated cooperation with other bilateral agencies. For the sake of efficiency, SDC will keep the number of projects to a minimum, with a budget of less than one million CHF per year.

³ <http://www.riice.org>

Annexes

1. Mekong Region Cooperation Strategy 2013–2017 Synopsis
2. Cambodia results frameworks
3. Allocation Planning by Country and by Thematic Domain
4. Cambodia map



Annex 1: Mekong Region Cooperation Strategy 2013-2017 Synopsis

Program Goal			
Switzerland contributes to reducing poverty, to supporting equitable and sustainable development, and to fostering democratic governance. It strengthens CLMV governments and nongovernment actors in their aim to become equal and empowered partners in the upcoming ASEAN Community.			
Cross cutting themes <ul style="list-style-type: none"> – Gender equality – Good governance (accountability, participation, nondiscrimination, efficiency and effectiveness, transparency) – Climate change adaptation and mitigation, and Disaster Risk Reduction – Conflict sensitive program management 			
Mekong region program outcomes	Local Governance and Citizen Participation	Agriculture and Food security	Employment and Vocational Education and Training
Supra-national program outcomes	<p>1.1 Development actors of the Mekong countries take advantage of enhanced economic opportunities through improved cross border connectivity and thereby contribute to inclusive and equitable local economic development.</p> <p>1.2. Mekong River Commission member countries jointly better govern the natural resources in the Mekong River Basin to achieve sustainable management of Mekong water resources.</p>	<p>2.1 Smallholder women and men farmers in CLMV countries, especially those belonging to ethnic minorities, have secure and equitable access to and control over agricultural land and forest.</p> <p>2.2 Smallholder women and men farmers in CLMV countries use agricultural practices that are both, resilient⁴ to climate change and natural hazards as well as market oriented.</p>	3.1 Mekong region countries recognize and respect the rights of migrant workers, and workers are able to claim their rights.
Cambodia outcomes	<p>1.3 Poor and vulnerable women and men use equitable and responsive public services (health, education, water and sanitation).</p> <p>1.4 Citizens, in particular women and vulnerable groups, can voice their needs, exercise their rights, and participate in local decision-making.</p>	<p>2.3 Women and men smallholder farmers (including female headed households and ethnic minorities) improve their livelihood resilience.</p> <p>2.4 Women and men, in particular those belonging to ethnic minority communities, have enhanced production and secure and equitable access to and control over community resources (forests and fisheries).</p>	<p>3.2 Women and men who participated in TVET programs earn increased incomes in decent employment.</p> <p>3.3 Strengthened national TVET system, regulatory frameworks, and delivery systems oriented towards ASEAN integration.</p>
Lao PDR outcomes	<p>1.5 Lao women and men in poorest districts use quality services in MDG areas, thanks to equitable, efficient, and responsive public service delivery.</p> <p>1.6 Lao women and men citizens participate in public debate in an informed manner, to shape more inclusive and responsive policies and to hold government accountable for its actions.</p>	<p>2.5 Women and men smallholder farmers, including ethnic minority groups, improve their resilience and food security.</p> <p>2.6 Women and men smallholder farmers, including ethnic minority groups, enjoy better production and sale conditions and increase their income.</p>	<p>3.4 The regulatory framework and delivery mechanism of the TVET system in Lao PDR are oriented toward the ASEAN integration process, satisfy the quantitative and qualitative requirements of the labor market and integrate disadvantaged groups.</p> <p>3.5 Women and men in rural areas, especially those belonging to ethnic minorities, earn higher incomes, due to improved skills, through employment and from selling improved goods and services.</p>
	1.7 and 2.7 Rural women and men, including ethnic minorities, have secure and equitable access to and control over agricultural land and forest.		
Vietnam outcomes	<p>1.8 Women and men citizens in four provinces (Hoa Binh, Cao Bang, Thai Nguyen, Quang Binh) plan, budget, implement, and monitor their commune's socioeconomic development.</p> <p>1.9 Women and men citizens benefit from more efficient, effective, transparent, and accountable public administration performance.</p>	<p>2.8 Women and men farmers in selected provinces have increased incomes through more effective access to markets.</p> <p>2.9 Women and men farmers in selected provinces use improved, demand driven services for agriculture and rural development.</p>	No start of TVET program due to phasing out.

4 Resilience is the ability of an individual, a household, a community, a country or a region to withstand, to adapt, and to quickly recover from stress and shocks

Annex 2: Cambodia results framework per domain

Cambodia Local Governance and Citizens Participation Program Goal Enhanced local governance mechanisms contribute to improved public service delivery and inclusive & equitable development.		
(1) Swiss portfolio outcomes	(2) Contribution of Swiss program	(3) Country development outcomes ⁸
<p>Outcome statement 1.3</p> <p>Poor and vulnerable women and men use equitable and responsive public services (health, education, water and sanitation).</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Percentage of the national budget reallocated (and transferred) to SNAs as a result of the functional reassignment. - Percentage of local citizens (disaggregated by sex, ethnic minority, and disability) satisfied with quality of service delivery (health, primary education and W&S). <p>Baselines and 2017 target values to be defined in 2013.</p>	<p>Trends and drivers of change:</p> <p>The sub-national democratic development (SNDD) reform is a government-wide reform, aiming at building up and strengthening accountable state institutions and improving public services at decentralized levels. Decentralized administration and councils established at <i>commune, district, and province</i> levels provide an important opportunity for better quality service delivery reaching out to local levels. Major challenges ahead include the clarification of functional assignments, increasing the available resources, fiscal decentralization and, most importantly, capacity-building at all levels. The ten-year SNDD reform program (2010-2019) is the key strategic framework for driving the country toward ensuring stability, better service delivery, and democratic accountability. Political commitment to move forward is given, and thousands of involved staff all over the country are contributing to SNDD 2010-2019 reforms.</p> <p>Impact hypothesis:</p> <p>With clearly defined institutional mandates along with adequate resources, capable staff, and accountability mechanisms at sub-national level (province, district, and commune level), SNDD reform will contribute to poverty reduction and the delivery of equitable, efficient, and responsive services (health, education, water, and sanitation).</p> <p>At the policy level, SDC will contribute to the SNDD reform through policy dialogue and support the capacity-building of sub-national government, advocating for strengthening of local service delivery mechanisms, functional mandates, resource mobilization, capacity and accountable service provision by sub-national administrations and councils.</p> <p>At the operational level, SDC will focus on (1) fostering bottom-up policy-making, participatory planning and monitoring; (2) making available meaningful information and communications on public policy and local services; and (3) empowering women and men as well as local communities to be actors of change for improved livelihoods.</p> <p>Risks and obstacles:</p> <ul style="list-style-type: none"> - Lack of cooperation and coordination amongst key ministries (Ministry of Finance and Ministry of Civil Service Reform), resulting in delayed budget allocation. - Deteriorating respect for civil and political rights in a context of polarization between ruling and opposition parties. - Lack of donor funding hampers pace of the reform, lack of coordination and harmonization results in fragmentation of approaches. 	<p>Outcome statement 1</p> <p><i>National Program on Sub-National Democratization and Decentralization (SNDD) 2010–2019:</i></p> <p>Sub-national management systems based on the principles of democratic participation, transparency, and accountability are established to promote local development and delivery of public services.</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Regulatory instruments required by the Organic Law are developed on time. (IP3, sub-program 1.1). - Functional reassignments for D/M and C/S are analyzed and tested. (IP3, sub-1.3). - SNAs have capacity to manage HR and administration functions and tools needed are in place. (IP3, sub-2.3). - Policy framework for SNA financing mechanisms is developed. (IP3, sub-4).

⁸ Note: The National Strategic Development Plan (NSDP 2014/2018) will be finalized in 2014. The results framework will be updated. SDC will contribute to updated development outcomes.

Outcome statement 1.4

Citizens, in particular women and vulnerable groups, can voice their needs, exercise their rights, and participate in local decision-making.

Indicators:

- The number of women and men, including disadvantaged groups, that actively contribute to council meetings and local planning.
- The number of local administrations that are applying gender responsive budgeting is increasing.

Baselines and 2017 target values to be defined in 2013.

Trends and drivers of change:

The foundation for a democratic culture was laid in Cambodia with the first communal elections in 2002. In the past decade, local councils have been institutionalized, and first steps towards participatory planning and decision-making were accomplished. The SNDD reform, with its holistic approach, provides the foundation for change toward strengthened accountability. At local level, democratic space for increased citizen participation and accountability systems is evolving, yet in a volatile and easily reversible way. Knowledge and awareness of people about local governance and citizens' rights is very limited, and the legacy of civil war and genocide (lack of social cohesion and trust, loss of tradition, trauma and fear) inhibit free interaction and meaningful participation in the reform processes. Yet, local councils and administrations appear to be eventually more vocal, demanding clearer definition of lines of accountability, calling for resources and capacity to address local problems and needs.

Impact hypothesis:

Democratic space, strengthened systems of sub-national accountability, and increased knowledge and awareness of rights and responsibilities will lead to increased people's participation in local governance, and eventually, their rights and needs will be better addressed. Strengthening systems of local accountability and fostering local participation require mutual top-down and bottom-up approaches.

At the **policy level**, SDC will support local partners/stakeholders (including NGOs) and local government (particularly commune and district level councils) to advocate for gender-responsive policies and for creating institutional space for communities, whereby CSOs & local councilors have the capacity to interact constructively.

At the **operational level**, SDC will focus on (1) strengthening local people's rights, especially women, children, and other vulnerable groups, for better access to legal assistance and active participation in political activities and decision-making processes; and (2) contributing to building a culture of trust and dialogue among citizens, CSOs, and local governments as an essential element for re-building social networks and restoring the social fabric destroyed during the Khmer Rouge-period and years of civil war.

Risks and obstacles:

- Gender inequality, attitudes deeply rooted in culture, and perceptions towards women continue to hold back women's full participation in local governance.
- SNA's are more accountable to central government than to the local people/constituencies.

Outcome statement 2

SNDD 2010-2019:

Pilot programs that promote citizen participation are developed and implemented on citizens' rights and involvement of citizens: Guidelines and procedures for SNA on citizens' participation are developed and piloted; guidelines are promulgated.

Indicators:

- Policy and program management capacity is in place, monitored & administered efficiently (sub 1.2).
- SNAs have capacity to plan and the tools & systems designed for planning are used as expected and are effective (sub-5.2).
- SNAs have improved access to financial resources & these are used effectively (sub 4.1).

Lines of intervention:

- Contribute to the implementation of the SNDD reform through policy dialogue, funding, and expertise, with a particular focus on capacity-building, participatory mechanisms, fiscal decentralization, and functional reassignment;
- Contribute to building the capacity of female and district councilors to ensure their voice in council meetings; and support to activities that are strengthening the capacity of commune committees for women and children (CCWC) and the district/provincial women and children consultative committees (WCCC);
- Promote platforms for constructive dialogue between SNAs, CSOs, and women and men, which contribute to trust building, social cohesion, and healing the trauma of the past;
- Promote civic engagement, e.g. through support to CSOs providing civic education and social mobilization on rights (with an emphasis on access to justice, women's participation in electoral processes, and GBV).

Resources, strategic partnerships envisaged:

Financial envelope: About 13 million CHF for five years.

Government and Development Partners (DPs): Ministry of Interior, Secretariat of National Committee for Democratic Development, SIDA, UNICEF, EU, GIZ; INGOs and NGOs: Private Agency for Collaborating Together (PACT), Vitriasthan Bondosbondal Neak Krubkrong (VBK), Cambodian Organization for Research and Development (CORD), The Asia Foundation (TAF), Secretariat of Committee to Promote Women in Politics (SILAKA).

Cambodia Agriculture and Food Security Program Goal
Improved rural livelihoods and food security, especially of female-headed households.

(1) Swiss portfolio outcomes

Outcome statement 2.3

Women and men smallholder farmers (including female-headed households and ethnic minorities) improve their livelihood resilience.

Indicators:

- The percentage of households with year round food self-sufficiency increases (disaggregation for female-headed households).
- Average household income increases

Baselines and 2017 target values to be established, aligning as closely as possible with national monitoring mechanisms.

(2) Contribution of Swiss program

Trends and drivers of change:

Despite the fast macro-economic growth, about 80% of Cambodia's population still lives in rural areas, and 70% are dependent on agriculture and natural resources (fisheries, forests) for their livelihoods. About 90% of Cambodia's poor live in rural areas, and many living in poverty are suffering food insecurity, health problems, and a vulnerability to all kinds of external shocks, including natural disasters as a consequence of climate change. Women-headed households are most at risk of decline with more than 65% of Cambodian women being farmers, who are particularly vulnerable. Smallholder farmers who depend only on paddy rice production are most vulnerable to shocks. National policies support 'intensification' (mainly of paddy production, aimed at making Cambodia a rice exporter) and 'diversification' of agriculture production. They also support a more active role for the private sector to provide improved inputs and market-led technical assistance. But the focus of government and donor support remains mainly on increasing rice production.

Impact hypothesis:

Diversifying production and ensuring that poor farmer households are food secure all year and able to increase household income is the key to equitable and sustained economic development.

At **policy level**, SDC will support the national policy dialogue with line ministries and development partners on inclusive and equitable growth strategies with a focus on diversification of production and skills development; and advocate for enhanced donor harmonization.

At **operational level**, SDC will have a specific focus on women headed households in provinces that have received little donor support. SDC will support diversification of crops and associated skills development; enhance smallholder capacity to adapt and respond to seasonal variability and to produce a marketable surplus (combined with access to markets). SDC will link skills development with VET interventions that support enhanced access to markets for higher value products and ensure farmers have better market information and improved skills and inputs for decision-making.

Risks and obstacles:

- The government's focus remains on promotion of rice, with insufficient resources devoted to higher value non-rice crop opportunities.
- Insufficient interest from input suppliers to supply smallholder demand for improved inputs.
- Markets flooded by products from Thailand and Vietnam.
- Local consumers continue to consider imported produce is of higher quality than local produce/local produce cannot compete with imported produce on local markets.

(3) Country development outcomes⁹

Outcome statement 1

MAFF Agriculture Sector Strategic Development Plan, ASSDP, 2009-2013:

Increased agricultural productivity and diversification through:

- Enhanced and decentralized capacities of agricultural extension service.
- Use of integrated FFS-cum-FMS methodologies.

Increased market access for agricultural produce and products of smallholder and women-headed households (through increased understanding of local market demands and conditions as well as world trade regime).

Indicators:

- Food poverty indicator (i.e. population living in food insecurity as monitored annually in the "Cambodian Economic Survey").

Baseline:

2010 food poverty = 15%

⁹ Note: The National Strategic Development Plan (NSDP 2014/2018) will be finalized in 2014. The results framework will be updated. SDC will contribute to updated development outcomes.

Outcome statement 2.4

Women and men, in particular those belonging to ethnic minority communities, have enhanced production and secure and equitable access to and control over community resources (forests and fisheries).

Indicators:

- Increase in household income and food intake (livelihood security) of ethnic minority men and women.
- Number of fisheries and forestry communities (CFis) strengthened and registered.
(Baseline 2008: 221)

Trends and drivers of change:

Community resources (non-timber forest products/fisheries) are diminished/depleted due to unsustainable exploitation. Large-scale land concessions to multi-national and local companies (economic land concessions) negatively impact on secure access to land for target groups. Potential drivers of change include i) the national "Forestry and Fisheries Program", depicting a sound strategy for enhanced livelihoods and sustainable natural resource management as a key framework for inducing positive change, and ii) staff members within MAFF and INGOs who are committed to working towards implementing the strategy, and iii) NGO support to advocacy for indigenous people combined with sound – yet small scale and scattered – model initiatives. These factors provide a promising potential for change.

Impact hypothesis:

Strengthening the capacity of multiple stakeholders, government, private sector, CSOs, and community members to tackle competing interests is key to developing sustainable solutions for managing natural resources in ways that are conducive for livelihoods and biodiversity. Improving post-harvest handling and access to markets is prerequisite to generating income and enhancing food security for communities living from forest and fisheries.

At **policy level**, SDC will support the implementation of the national strategic forestry program and strategic fisheries framework. SDC will also support the translation of lessons learnt into policies related to access to community resources, conflict resolution, and economic land concessions.

At **operational level**, SDC will link biodiversity protection/conservation with promotion of marginal group's livelihoods to ensure enhanced access to their protected forest/fishery areas. SDC will also support community empowerment strategies, so communities can take responsibility for sustainable management of their natural resources.

Risks and obstacles:

- Economic land concessions continue to impinge on protected areas, and legal system fails to enforce protection regulations.
- The royal government of Cambodia does not support empowering local communities to manage local resources.
- Negative impact on fish stocks from hydropower dams (the Sesan, Srepok, and Sekong dams in Cambodia and planned dams in Lao PDR).

Outcome statement 2

Cambodia's National Forest Program 2010-2030: Common property resources sustainably exploited in ways that improve local community livelihoods. MAFF's "Strategic Planning Framework for Fisheries 2010-19: **Livelihoods of people in the (fisheries) sector are at least at the national average and improving.**

Indicators:

- Opportunities and constraints to IGAs identified and interventions leading to improved employment opportunities piloted in at least 20 (2012), 60 (2016) and 150 communities (2019).
- 468 community fisheries formed, 173 registered (2008, baseline); 300 community fisheries registered and operating effectively (2015); 470 (2019).

Fisheries and associated resources are healthy, resilient and sustainably managed (Goal 3)

Indicator:

Community fisheries are strengthened and conduct effective natural resource management (221 CFis registered and strengthened (2008 baseline); 75% registered CFis strengthened (2015); 90% (2019).

Lines of intervention:

- Support to diversification of production, enhanced market access, and better nutrition with a value chain project on non-rice crops for enhanced food security;
- Scaling up/replication of good practice in supporting livelihood activities and aligning with commune council development plans;
- Support to livelihood resilience, including use of NTFP for enhanced food security and potential income generation, while also supporting bio-diversity for marginalized groups, mainly ethnic minorities living in North-eastern provinces;
- Support to secured access to land tenure, integrated where possible in future programs, including support to mine clearance for development;

Strategic Partnerships: EU (forestry and fishery), MAFF

Financial envelope: About 12 million CHF for five years.

Potential Partners: CARE International, IDE Cambodia, Agronomes et Veterinaires Sans Frontieres (AVSF), Professionnels du développement solidaire (GRET), Non-Timber Forest Product – Exchange Program (NTFP-EP), World Wide Fund For Nature (WWF), The Center for People and Forest (RECOFT), FAO, Oxfam; Local NGO/CBO: Hurredo, Agricultural Development Denmark Asia (ADDA), Agrisud, Centre d'Etude et de Développement Agricole Cambodgien (CEDAC), Partnership for Development in Kampuchea (PADEK), Netherlands Development Organization (SNV), Neary Khmer, Handicap International.

Cambodia Employment & Vocational Education and Training Program Goal
Young rural women and men acquire vocational and life skills allowing them to increase their income and improve their incomes.

(1) Swiss portfolio outcomes	(2) Contribution of Swiss program	(3) Country development outcomes
<p>Outcome statement 3.2</p> <p>Women and men who participated in TVET programs earn increased incomes in decent employment.</p> <p>Indicators:</p> <ul style="list-style-type: none"> - The percentage of TVET completers who have decent employment six months after finishing their training. - Percentage increased income of gainfully self-employed TVET 'completers'. <p>Baselines and 2017 target values to be developed in 2013.</p>	<p>Trends and drivers of change:</p> <p>Each year, about 300,000 young and un-skilled men and women enter the labor force, and employment generated by recent economic growth cannot catch up with the number of youth seeking work. Cambodia suffers from low productivity in its main economic sectors in comparison with other ASEAN countries, which will hamper Cambodia's ability to benefit from regional integration. Underlying structural problems in education and skills development, along with training institutions that are not sufficiently responsive to upcoming market demands, hamper inclusive growth. These bottlenecks put gains from economic growth at risk, contribute to continued low wage labor, contribute to high levels of exploitation, abuse, overall to a lack of protection of labor rights, and intensify migration (rural-urban and abroad), resulting in raised frustration and social tension. Drivers of change include i) young people keen to get better skills development; ii) NGO initiatives providing model initiatives for scaling up; iii) demands by private sector (tourism, industry) and local markets (for local agricultural products); iv) a new comprehensive reform plan coordinated between responsible ministries and responsive to private sector needs.</p> <p>Impact hypothesis:</p> <p>Skills development results in better employment opportunities, higher incomes, and contributes to better working conditions. Improved skills are key to match the needs of the labor market and are conducive for growth. In Cambodia, enhanced VET will directly tackle the risks of out-of-work young people and hence reduce risk potential for violent unrest and growing criminality. At the policy level, SDC will support the responsible line ministries to improve the overall TVET system, so as to increase TVET outreach and accessibility, in particular for poor women and men in rural areas. At the operational level, SDC will (1) contribute to expanding TVET to include more relevant occupations; (2) promote quality standards through certification under the emerging national qualifications framework (vocational track); (3) link TVET to economic growth drivers (e.g. tourism and agriculture); (4) contribute to vocational and life skills development and apprenticeships for young rural women and men and returning migrants and (5) foster access for youth completing skills training and/or for returning migrants to job orientation and placement services.</p> <p>Risks and obstacles:</p> <ul style="list-style-type: none"> - Lack of coordination between responsible ministries. - Fragmentation of donor approaches. 	<p><i>NSDP Update 2009-2013:</i></p> <p>Human resource development, through continued provision of trainings in different skills and enhancing the awareness of gender issues in development process for officials and general citizens including indigenous people.</p> <p><i>Note: a draft National Employment Strategy with thrust and quantitative targets expected by mid-2013 (by MoLVT/ADB).</i></p> <p>Interim proxies based on the thrust of the government's TVET policy that aims at:</p> <ul style="list-style-type: none"> - Expansion of overall supply capacities and throughput; - Inclusion of disadvantaged groups; - Increase in relevance (demand-led courses, market-driven); - National qualifications framework for improved inclusion, integration, permeability, and employability; - Use of enterprise-based training and apprenticeship; - Linking and matching through job centers; - Improving emigrating workers' potential; - Substitution of foreign workers by local workforce.

Outcome statement 3.3

Strengthened national TVET system, regulatory frameworks, and delivery systems oriented towards ASEAN integration.

Indicators:

- The TVET system reform deepens.
- The number of TVET trainees increases (disaggregated by sex and province).

Baselines and 2017 target values for second indicator to be developed in 2013.

Impact hypothesis:

VET is urgently needed, if Cambodia is to remain competitive in the context of regional integration and to address the mismatch that exists between market needs and available skilled labor force. At **policy level**, SDC will support the MoLVET in formulating new policies with a specific focus on providing TVET for poor and marginalized young women and men, including potential migrant workers, ensuring and promoting their rights to decent work and implemented labor standards. SDC will also support the development of national quality standards. SDC will also contribute to ensuring that migrant workers rights are included in national strategies. At the **operational level**, SDC will contribute (1) to strengthening and adding value to national employment agency job centers; (2) to supporting the government's effort to introduce career guidance; (3) to supporting implementation of National Qualifications Framework (NQF) standards through a bottom-up approach (with an emphasis on lower levels of competencies and occupations suitable for rural populations); and (4) to achievement of labor law milestones (technical, coping skills, and language; apprenticeship support tools and monitoring tools/processes).

Risks:

- NQF not started or delayed;
- Job centers 'flooded' by paying middle class clients and not accessible for the poor.

NSDP Update 2009 – 2013, paragraph 497: The royal government of Cambodia will ensure a healthy linkage between trade and working conditions by: Effective implementation of labor standards, norms, the labor law, and international conventions; continuation of the "better factory" project; facilitating workers finding jobs abroad; capacity-building through vocational training in response to market demands by mainly focusing on young drop-outs, disabled people, women, marginalized groups and minorities; development of a labor market statistical system and national qualification standards; conducting wide public awareness campaigns on labor market demands in order to assist labor mobility; and, strengthening existing mechanisms of labor dispute resolution, such as the arbitration council and demonstration and strike resolution committees at all levels.

Note: The National Strategic Development Plan (NSDP 2014-2018) will be finalized end of 2013, a results framework for the sector will be elaborated. SDC will contribute to updated development outcomes.

Lines of intervention:

- Support of national TVET reform policy dialogue, in particular to the elaboration of the next work plan;
- Skills development in-harvest techniques and food processing in poor rural households and linking them with local markets, especially with booming tourism sector, by means of recognized TVET and through a marketing and sales link;
- Strengthen the emerging national employment agency job centers by extending outreach (to poor), expanding TVET services (pre-employment and pre-departure training, competency assessment) and placement services, connecting with emerging training enterprises;
- Initialize and support apprenticeships, combining theory education with practice in enterprises, coherent with the labour law and the emerging national qualifications framework, with instruments ensuring the access of small enterprises and poor applicants. Support emigrating workers (with coping skills) as well as returning migrant workers to capitalize on work experience and savings brought back by them from abroad.

Strategic Partnerships: Ministry of Education, Youth, and Sport (MoEYS), Ministry of Labour and Vocational Training (MoLVT), National Employment Agency (NEA), International Labour Organization (ILO), UNDP, ADB, SIDA. Financial envelope: About seven million CHF for five years.

Potential Partners: Shift 360, HR INC, others to be defined.

Annex 3: Allocation Planning by Country and by Thematic Domain

Planned allocations by country (in million CHF)

	2013	2014	2015	2016	2017	% in 2017	% total	total
Cambodia	8	8.5	11.5	13	14	32.5%	27%	55
Lao PDR	15.5	17	18	18	18	42%	42%	86.5
Vietnam	8.5	8	4	2	0	0%	11%	22.5
Regional	4	5.5	6.5	7	9	21%	15%	32
COOFs & SAM	2	2	2	2	2	4.5%	5%	10
Total	38	41	42	42	43	100%	100%	205

Planned allocations by domain

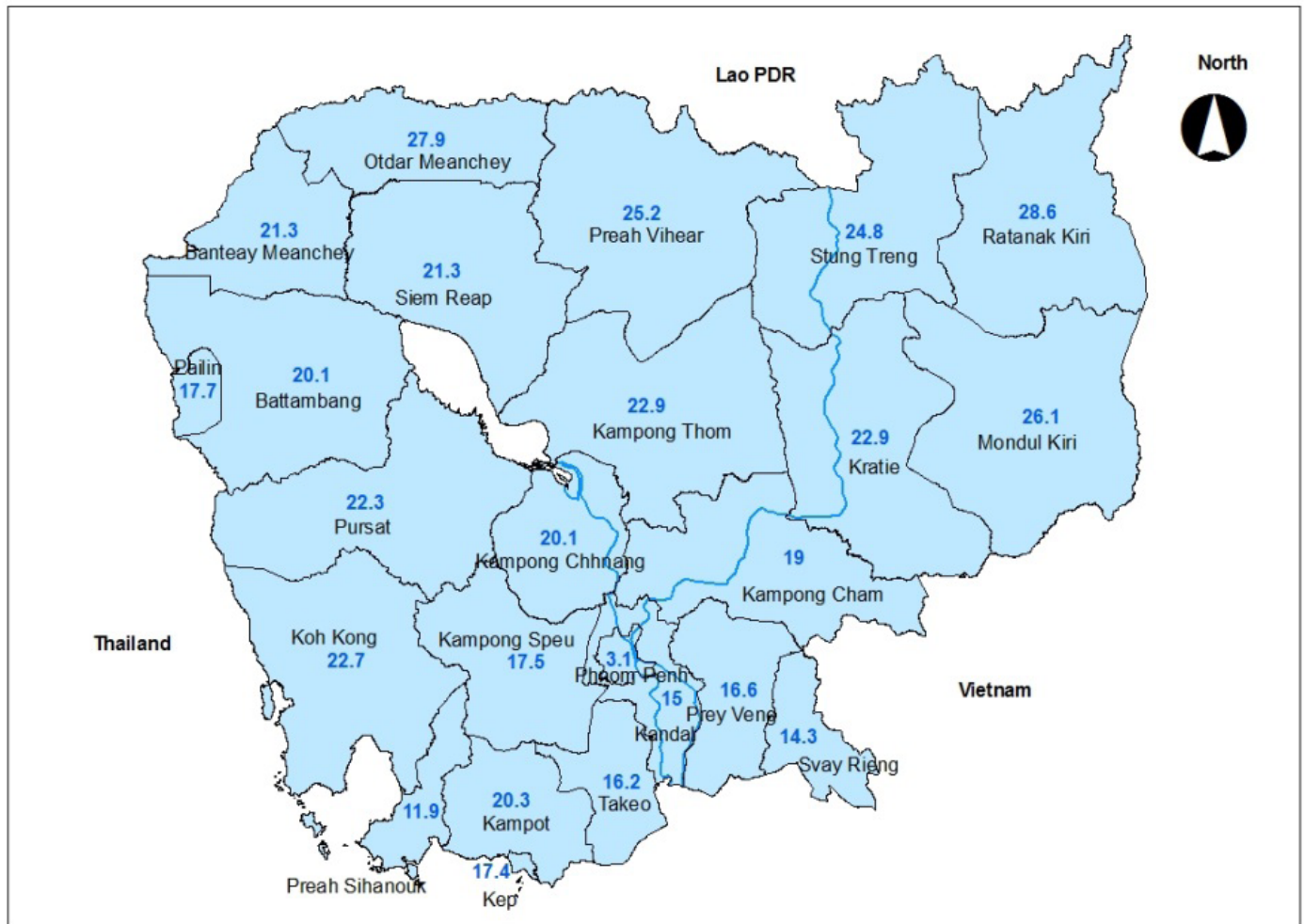
Domains	2013/17 in CHF	2013/17 in %
Agriculture and Food Security, incl. climate change	70	34%
Local Governance & Citizen Participation	70	34%
Employment & Vocational Education and Training	33	16%
Other Domains (mainly health)	22	11%
COOFs & SAM	10	5%
Total	205	100%



Annex 4: Cambodia map

Figure 1. Map and Poverty Rates in Provinces of Cambodia, 2011

Provinces in the south and southeast of Cambodia, which are more densely populated and have a long tradition of practicing sedentary farming, have a lower poverty rate than those in the north, northeast and northwest.



Source: NSDP, 2014-2018



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Orders:

sdc.admin.ch/publications

Specialist contact:

Swiss Agency for Development and Cooperation SDC

Domain of Regional Cooperation

East Asia Division

Tel. +41 58 462 35 17, Fax +41 58 465 93 57

www.sdc.admin.ch

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