



Kingdom of Cambodia

Nation – Religion – King

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Royal Government of Cambodia



CAMBODIA EFFECTIVE DEVELOPMENT COOPERATION AND PARTNERSHIPS REPORT

**Prepared by
Cambodian Rehabilitation and Development Board
Council for the Development of Cambodia**

OCTOBER 2015



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Acknowledgement

The sources of information used in preparing this 2014 Effective Development Cooperation and Partnerships in Cambodia are the reports on TWG strengthening exercise and JMI progress report prepared by all Technical Working Groups (TWGs). The great efforts of all TWG Chairs, focal points and lead development partner facilitators is therefore acknowledged on the record with gratitude and it is hoped that the Report will be used in their future work.

It is also necessary to acknowledge the significant time and effort that has been contributed by development partner focal points who have entered information about their programmes into the Cambodia ODA Database from which the data was extracted in April 2015. The findings and completion of this report could not have been accomplished without their patience and cooperation.

In all cases CRDB has attempted to validate the data and evidence to confirm the factual basis for the analysis that has been presented.

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ACRONYMS

ADB	Asian Development Bank
CCCSP	Cambodia Climate Change Strategic Plan
CDC	Council for the Development of Cambodia
CRDB	Cambodian Rehabilitation and Development Board
DCPS	Development Cooperation and Partnerships Strategy (2014 - 2018)
DPs	Development partners
EC	European Commission
EU	European Union
FDI	Foreign Direct Investment
GAVI	Global Alliance for Vaccines and Immunization
GCF	Green Climate Fund
GDP	Gross Domestic Product
GEF	Global Environment Facility
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GNI	Gross National Product
HDI	Human Development Index
IDA	International Development Association
IDP	Industrial Development Policy
JMIs	Joint Monitoring Indicators
LDC	Least Developed Country
LMIC	Lower-Middle Income Country
MDG	Millennium Development Goal
MoE	Ministry of Environment
MoWA	Ministry of Women Affairs
NCDM	National Committee for Disaster Management
NSDP	National Strategic Development Plan
NGOs	Non-Governmental Organisations
ODA	Official Development Assistance
P.C	Per Capita
PBA	Programme-Based Approach
PFM	Public Financial Management
RGC	Royal Government of Cambodia
RS	Rectangular Strategy
SDGs	Sustainable Development Goals
SMEs	Small and Medium-sized Enterprises
TWGs	Technical Working Groups
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change

Foreword

The Royal Government of Cambodia, under the leadership of **Samdech Akka Moha Sena Padei Techo HUN SEN, Prime Minister of the Kingdom of Cambodia**, has a strong commitment to promote effective development results through increased ownership and strengthened capacity towards achieving the Cambodia Millennium Development Goals. The witness of impressive progress has been addressed through the improved public services and well as the core reforms in line with socio-economic development agenda over the last two decades.

To fulfill these commitments, the Royal Government has launched the Third Phase of the Rectangular Strategy for Growth, Employment, Equity and Efficiency which emphasized the continued need to strengthen effective partnerships with all stakeholders as Cambodia consolidates progress, confronts future challenges and seizes new opportunities in a new regional and global dynamic.

In implementing the Rectangular Strategy – Phase III and the NSDP 2014-2018, the Royal Government has accordingly prepared the Development Cooperation and Partnerships Strategy to continue to define development effectiveness in the Cambodia context as well as to set out priority actions for development partnerships and to establish working arrangements for the period 2014-2018. These works have been strengthened through effective external resource management, alignment of external resources with national development plans, external resource transparency and information sharing.

The over-arching objective of this “2014 Cambodia Effective Development Cooperation and Partnerships Report”, prepared by the Cambodian Rehabilitation and Development Board of the Council for the Development of Cambodia (CDC/CRDB), is to track progress in development partnerships and provide evidence-based analysis of trends in development cooperation to guide our efforts to strengthen partnerships to support the implementation of the Rectangular Strategy Phase III. The report reflects how partnership work has evolved in Cambodia in recent years in the context of Cambodia’s approach to becoming a Lower Middle-Income country in 2016 and in launching its first Industrial Development Policy in August 2015.

I would like to take this opportunity to acknowledge the excellent work of H.E. Chhieng Yanara, the CRDB/CDC Secretary General and his staff at CRDB/CDC who have prepared this “Progress on 2014 Effective Development Cooperation and Partnerships in Cambodia”. By acknowledging the Report's contribution to providing evidence-based analysis and recommendations, I trust that the analysis presented in this report provides important insights for all policy makers and development actors for the acquired source of information.

Phnom Penh, October 2015

KEAT CHHON, MP
Permanent Deputy Prime Minister
First Vice-Chairman, Council for the
Development of Cambodia

Executive Summary

The development cooperation context, both global and national, has rapidly evolved over the last decade. Even though it was a changing role in development partnership, significantly the moving from aid effectiveness toward development effectiveness principles, the role of ODA has evolved with alternative sources of development finance in achieving SDGs by 2030. To contextualize the evolution of these global commitments, the Royal Government has currently developed strategic policies – principally the Rectangular Strategy - Phase III and NSDP (2014-2018) – to set out priority actions to guide long-term development. Through its advanced economic growth, there were some positive signs in upgrading from LDC and moving toward the LMIC status in Cambodia.

Result – Based Partnership 2014/15

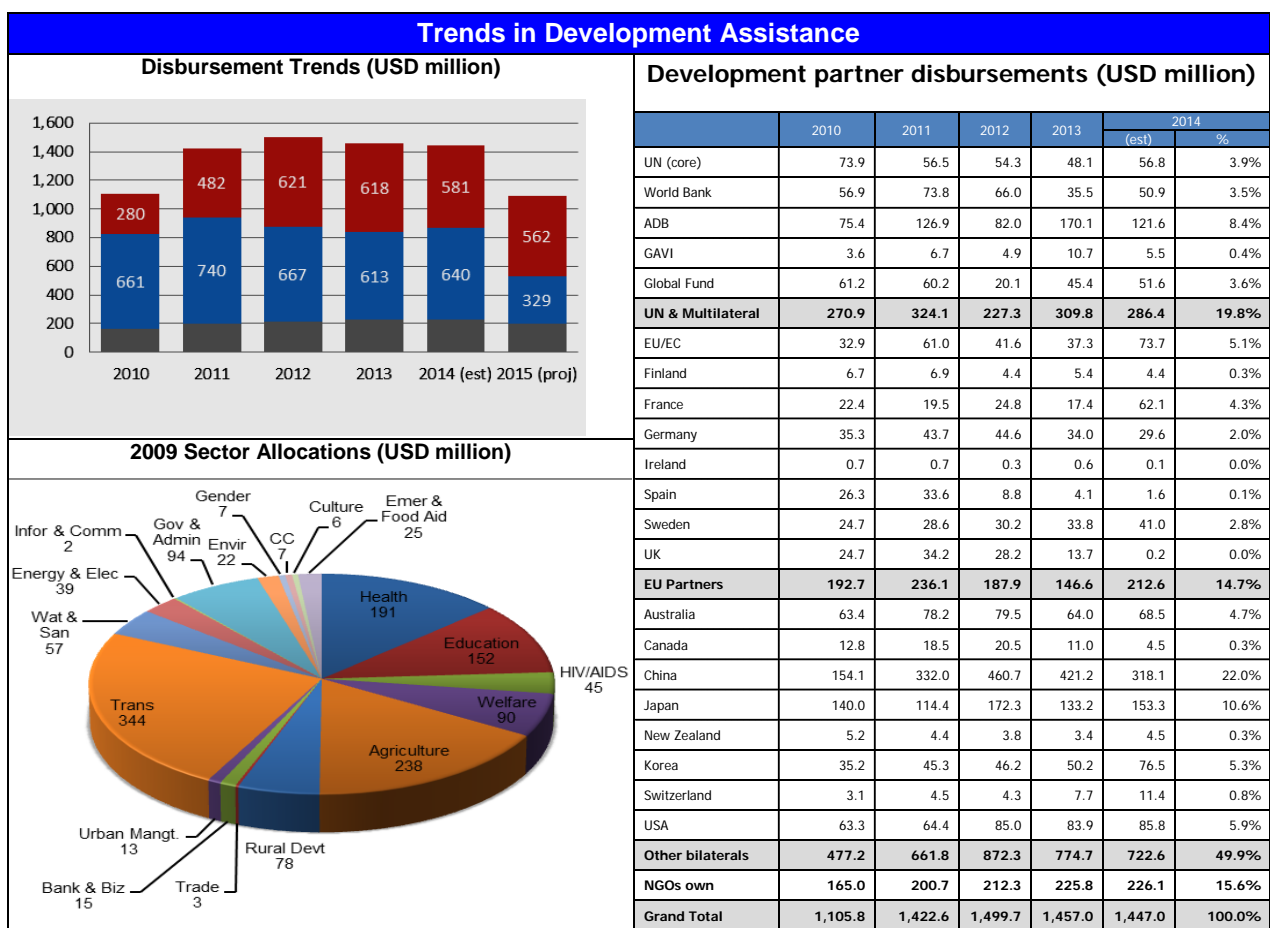
Efforts to promote results-based partnerships in 2014 focused on strengthening the Technical Working Groups (TWGs), serving as the principal mechanisms for coordination and partnership dialogue, in which the Joint Monitoring Indicators (JMIs) for 2014-2018 were prepared to address both the 'managing for development results' and the 'mutual accountability' principles of effective development cooperation and set up medium-term goals based on development outcomes articulating in the NSDP. The 2014 TWG independent review addressed that, the TWG architecture is generally sound but performance is mixed and there are several areas in which improvements should be made in line with joint partnerships including shared learning and commitment that promote individual TWG performance. To follow-up on these findings, the strengthening of TWG performance has been exercised where all TWGs were requested to consider measures that can be taken according to promote their performance and results.

To promote efficiency in compliance with global commitments made in Busan, the Royal Government also made the use of global development effectiveness indicators. The objectives, indicators and targets were included in the DCPS results framework. In most cases, the targets are still some way off, emphasising the requirement to move forward with establishing PBAs as well as strengthening and using country systems. The effort to use country systems has been progressing well and requires continued efforts to move further based on previous evidence. At the aggregate level, aid on budget and predictability are commendable but there is much variation amongst development partners. While majority DP aid provision are tied, some development partners like China, Japan and the US untie their aid.

For individual progress of DCPS implementation, climate change and education are the lead sectors in implementing results framework, supporting by France, EU, World Bank, and Switzerland which are leading development partners. For BPAs, Health and HIV/AIDS are amongst the lead sectors with health partners including GAVI, GFATM, the UN and World Bank. For PFM, education is again a lead sector while agriculture, environment, and governance all attain more than 50% in the use of PFM. Finland, ADB, France, and the EU are making progress in supporting this area. For aid on-budget, almost three-quarters of ODA made available to the Government sector is considered to be included in the budget exercise, where all loans are automatically included in the budget resulting in those development partners (and sectors) with high loan/aid ratios featuring at the top of the on-budget ranking. Development partners that perform well include Germany, Australia and the EU in this area. There is significant fluctuation in aid predictability; however, with development partners within a reasonable margin of the 100% measure including Japan, China, World Bank, Australia and Germany.

Trends in Development Cooperation

The Royal Government acknowledges the efforts made by most development partners have made significant progress in providing information and to deliver their programmes in a timely manner through the Cambodia ODA Database. At the aggregate level, trends in development assistance disbursements have roughly remained stable over the last four years (2011-2014) which were approximately USD 1.45 billion in 2014 equivalent to about 10% level of GDP, where the amount of disbursements peaked at almost USD 1.5 billion in 2012. ODA grant accounted for USD 861.5 million per year (about 60% of total ODA disbursements). China remains the single largest provider of external development cooperation in 2014, disbursing USD 318.1 million accounted for 22% of total resources although this amount has slightly dropped from 2013 disbursement. China support was given to infrastructure, which represents 31% of total aid in 2014. In terms of development partner funding modality, investment projects have notably increased, over the last three years amounted to USD 1 billion per year, thrice higher compared to TC supports.



Source: Cambodia ODA Database (April 2015)

Significant funds continue to be allocated to the social sectors, with the combined share of health, HIV/AIDS, education and social welfare support representing approximately 33% of all assistance in 2014. However, social welfare, and education are amongst the important sectors that received funding below requirements. Resource allocated to agriculture and infrastructure sector in 2014 amounted to USD 238 million and USD 344 million respectively which were even double the level requested in the NSDP and made this sector to become the largest aid-supported sector.

It is noted that almost one-third of all projects, representing 11% of total funding seem to be not associated with any TWG. For instance, the Infrastructure and Regional Integration TWG coordinates a largest portfolio of around USD 0.5 million in 2014, equivalent to 36% of total funding but only 12% of total projects. This emphasizes the need for mechanisms outside of the TWG framework to support coordination.

The contribution of NGOs in supporting national development is recognized as significant. Data on NGOs shows that their core fund disbursements contributed about 16% of the total external cooperation in 2014 supporting to community and social welfare, as well as health and education. For major DPs in support to NGO activities, USA and the European Commission were the largest funding sources. Notably, among the 444 NGOs reporting activities to CDC in 2014, the 24 largest ones represented 51% of total NGO financial activities.

Cross-cutting thematic profile

Climate change has been a major concern for the development of the world. With the world pledging to mobilize climate change financing up to 100 billion by 2020 the complexity of the global climate finance architecture is complex through both bilateral and multilateral channels. To address the climate change issues, the Royal Government has produced strategic plans, mechanisms, and institutional arrangements. Ministry of Environment is the national designated authority for leading and mobilizing funds.

Cambodia has launched Industrial Development Policy for the first time in March 2015. This policy will need a strong development in private sector to an export-led open economy. The ODA will continue to play vital role in private sector development though support to public infrastructure development; direct partnerships with the private sector; strategic investments that promote economic competitiveness; support to Government efforts to enhance the enabling environment. More than USD 400 millions of development cooperation assistance contributed to private sector led growth in 2014 injected to public infrastructure development, direct partnerships with the private sector, strategic developments that promote economic competitiveness, government efforts to enhance enabling the environment.

The Royal Government has fully acknowledged that continued social and economic progress in Cambodia requires making further advances towards women's empowerment and gender equality. In 2014 more than USD 250 million of ODA was injected to support gender equality which just over 25% implemented through MOWA and the remaining 75% being channeled through Non-RGC. A significant share of ODA resources, almost 20% of total funding, to Gender indicates the important task of promoting gender equality in Cambodia, especially Neary Rattanak IV.

1. Introduction

Development cooperation architecture at global and national levels

The development cooperation context, both global and national, has rapidly evolved over the last decade. Since the Millennium Declaration on Development Goals in 2000, major global commitments have emerged to address 21st century development challenges. The agreement made in the Paris Declaration (2005) and the Accra Agenda for Action (2008) identified measures to effectively use development cooperation through a focusing on strengthening national ownership, alignment of resources with national priorities in harmonized process, and joint commitments to achieve results. These have been significantly accelerated in the Busan (2011) and Mexico (2014) High-Level Forums on Effective Development Cooperation, which emphasized development effectiveness through strengthening effective partnerships with a wider range of development actors. This included the recognition of the roles of the private sector, non-state actors and South-South Cooperation. Currently, in the frameworks of the Global Sustainable Development Goals and Financing for Development, the role of ODA has evolved with alternative sources of development finance, including domestic resource mobilization, taking their place at the vanguard of efforts to attain SDGs by 2030. ODA continues to play a role, especially in addressing inequality and vulnerability and in supporting Government reforms aimed at public service delivery, including improving tax reforms, revenue and budget management, public-private partnership and promoting FDI. Emerging priorities are also addressed, especially in the scaling up of climate finance.

In the Cambodian context, the Royal Government has contextualized these global commitments through the current development of policies on development cooperation. The impressive progress made towards national socio-economic development and the Cambodia Millennium Development Goals over the last two decades is testament to the Royal Government's leadership and its ability to promote social and economic well-being. To consolidate and maintain this progress, the Royal Government has produced the Rectangular Strategy – Phase III to set out priority actions for the period 2014-2018. The NSDP will serve to guide the implementation of these priority actions in order to ensure that the objectives of the Rectangular Strategy are achieved. The Industrial Development Policy (2015-2025) was also prepared to provide overall guidance and systematic solutions to promote long-term development through improving competitive industrial sectors in Cambodia to achieve a full integration into regional and global value chains.

In recognition of the important role to be played by its development partners, the Royal Government has formulated its Development Cooperation and Partnerships Strategy (2014-2018). This Strategy identifies the effective working arrangements, principles and tools that are required to facilitate development effectiveness and results-based partnerships amongst a wide range of development actors, including providers of ODA and other forms of development finance, South-South actors, the private sector and NGOs.

Based on these empirical evidences, there were some positive trends regarding upgrading from LDC and moving toward the LMIC status in Cambodia. Cambodia ranked at number 5 among developing countries that could achieve the MDGs earlier than the United Nations- target of 2015. The high 7.6% of economic growth rate in 2013, contributed to a sustained poverty reduction rate, with the

Clarifying Lower-Middle Income and LDC status

Cambodia is quickly approaching the threshold for classification as a Lower-Middle Income Country. However it will continue to be categorized as a Least Developed Country (LDC) for some time.

Graduation to lower-middle-income status

Based on the current World Bank data in fiscal year 2015, low-income economies are defined as those with a GNI per capita of \$1,045 or less in 2013. Cambodia's 2013 GNI per capita, according to World Bank data, was 1,006. Based on an estimated growth rate of 7%, Cambodia will surpass the current threshold in one year's time and will therefore be eligible for re-classification as a Lower-Middle-Income Country in 2016. This will affect Cambodia's access to concessional "IDA only" status as Cambodia will be termed a "blend country".

Graduation from Least Developed Country status

The LDC classification is administered by the UN and is distinct from the World Bank's income-based country classification. 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 criterion or having a GNI of twice the threshold (i.e. currently about USD 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.

poverty headcount ratio decreasing from 47.8 percent in 2007 to 18.9 percent in 2012. GNI per capita in average recorded an annual compound increase of 7.1% since 2007. The Royal Government has also greatly improved human development as measured by HDI – life expectancy at birth, educational attainments and providing decent living standards – at an annual growth rate about 1.7% between 1990 and 2012. This is faster than low and medium HDI groups.

Principles of LDC graduation

LDC graduation depends on more than GNI and will require progress over the medium-term on the respective components. To graduate from LDC, a country requires being qualified in terms of the three components—income, human asset index and economic vulnerability index, as shown in Table 1 below.

Table `1. LDC graduation – 3 components

Income	Human Asset Index	Economic Vulnerability Index
<p>The threshold for graduation is set at USD \$1,242 in 2015 (20% above the inclusion threshold of USD 1,035).</p> <p>A country can graduate by having twice the GNI threshold. (USD 2,484 in 2015(even if the other 2 components are not met).</p>	<p>Percentage of population undernourished (25%)</p> <p>Mortality rate (under-fives) (25%)</p> <p>Gross secondary school enrolment ratio (25%)</p> <p>Adult literacy rate (25%)</p>	<p>Exposure index (50%)</p> <p>Size: population (12.5%)</p> <p>Location: remoteness (12.5%)</p> <p>Economic structure:</p> <p>(a) Merchandise export concentration (6.25%)</p> <p>(b) Agriculture/forest/fish share (6.25%)</p> <p>Environment: population in low-elevation coastal zones (12.5%)</p> <p>Shock index (50%)</p> <p>Trade shocks: Instability of good & services exports (25%)</p> <p>Natural shocks:</p> <p>(a) Victims of natural disasters (12.5%)</p> <p>(b) Instability of agricultural production (12.5%)</p>

Source: http://www.un.org/en/development/desa/policy/cdp/ldc/ldc_criteria.shtml

2. Monitoring a Results-Based Partnership

Efforts to promote results-based partnerships in 2014 focused on strengthening the Technical Working Groups. This began with an independent review of performance and has continued with a 'strengthening exercise', led by the TWGs themselves as well as a review of JMI implementation. Technical Working Groups are the principal mechanisms for coordination and partnership dialogue, in which the Joint Monitoring Indicators (JMIs) address both the 'managing for development results' and the 'mutual accountability' principles of effective development cooperation. In 2014 an independent review of TWG performance was conducted and a "strengthening exercise" was initiated by CRDB/CDC in dialogue with the Partnership & Harmonisation TWG. The follow-up to the TWG review and the strengthening exercise will comprise an important part of the Government's development effectiveness work in 2015. At the same time, the JMIs (2014-2018) were developed to be aligned with the full 5-year 2014-2018 NSDP implementation period and setting medium-term goals based on development outcomes (i.e. five-year period outcomes) that have been prioritized in the Rectangular Strategy. Outputs – with indicators – were then agreed by the TWGs to guide activities during the period 2014-15.

As Cambodia develops, the partnership situation in each TWG has evolved along its own path, dynamics, priorities and circumstances. The challenges and opportunities for each TWG – the profile of support, the capacities of Government, the needs for service delivery – has changed quite dramatically in some TWGs. The TWG independent review reported that the TWG architecture is generally sound but performance is mixed and there are several areas in which improvements should be made in line with joint partnerships including shared learning and commitment that promote individual TWG performance.

A set of recommendation focuses on mutually reinforcing of three factors – social, procedural and institutional context – which need to be reactivated, modified, or simply implemented. The strong leadership of TWGs in guiding overall sector work and needs as well as improve sector partnership is significant. TWG performance cannot be sustainably improved without fully implementing the Partnership Strategy. Therefore, the tools identified in the Partnership Strategy, especially PBAs and results frameworks, offered new opportunities to forge closer partnerships related to specific and concrete development objectives, should be effectively implemented. More importantly, TWG must re-affirm on value added to their work by taking in consideration the five critical areas such as coordination and resource mobilization, information sharing, monitoring and evaluation, policy dialogue and cross-cutting issues.

In order to follow-up on these recommendations, the strengthening of TWG performance has been exercised where all TWGs were requested to review the findings of the TWG Performance Review and to consider measures that can be taken according to the criteria of composition and size of TWGs, capacity and resourcing of secretariat, roles and functions of TWGs, conduct of meetings, CDC support and other issues in order to promote their performance and results.

Monitoring the development partnership in 2014

To monitor the result-based partnership in Cambodia, the Development Cooperation and Partnerships Strategy utilises its own monitoring and results framework in line with national development effectiveness priorities. To promote efficiency and to comply with global commitments made in Busan, the Royal Government also makes use of global development effectiveness indicators. To ensure accuracy, the ODA Database has been adapted to gather the required data at project-level in order to produce the required indicators.

The objectives, indicators and targets included in the DCPS results framework are as follows:

Objective 1: External resources are used to promote effective and sustainable development

- 1a) Extent of use country results frameworks by development partners (baseline & target: tbc)
- 1b) Share of ODA provided through programme-based approaches (baseline: 28%; target 50%)
- 1c) Share of untied aid (maintain at > 60%)

Objective 2: Partnerships focus on capacity development & systems strengthening

- 2a) Use of country PFM systems (baseline: 32%; target: 50%)
- 2b) Use of country procurement systems (baseline: 20%; target: 35%)

Objective 3: All development actors join a partnership for equitable & broad-based growth

- 3a) Aid on-budget (baseline: 79%; target: 90%) & disbursed on schedule (baseline: 91%; target: 95%)
- 3b) Conducting annual meetings & mutual assessments of progress, incl. JMIs

Using 2014 data it is possible to generate the most recent performance statistics. In using this information for policy-making and programme management, it is very important to highlight the significant concern related to data quality. While the overall quality of data provided to the ODA Database is usually very good, the DCPS and Busan indicators appeared to be completed with insufficient understanding or attention. Prior to the next round of global monitoring, expected in early 2016, it will be necessary to increase outreach support and data validation to ensure accuracy. Publishing and analysing these results can also provide additional motivation and incentive to improve reporting but, for the present time, it also means that results should be interpreted with caution.

Table 2. Progress towards DCPS indicators (2014 data)

	2014 value	2018 target	2010 (reference)	2007 (reference)
1a) Use of results frameworks	17.5%	tbc	---	---
1b) Use of PBAs	25.7%	50%	35%	28%
1c) Share of untied aid	58%	> 60%	59%	52%
2a) Use of PFM systems	28.3%	50%	21%	12%
2b) Use of procurement systems	28.9%	35%	24%	16%
3a) Aid on-budget	73.7%	90%	114%	85%
Predictability	116.9%	95%	91.3%	104%
3b) Mutual assessments of progress (JMIs)	JMIs established for 2014-2018	1 st monitoring report produced	Yes	Yes

In most cases, the targets are still some way off, emphasising the requirement to move forward with establishing PBAs as well as strengthening and using country systems. Linking project results frameworks to work at sector level is a priority for meaningful development effectiveness and this is something that can be strengthened through PBAs or other sector coordination work linked to programme management and monitoring. The effort to use country systems has been progressing well and requires continued efforts to move beyond 30%, a level not passed since Paris Declaration monitoring began in 2006. Aid on budget and predictability are commendable at the aggregate level but there is much variation amongst development partners. While most development partners untie their aid the total figure is affected by China, Japan and the US, all of whom provide significant sums of which the majority is tied.

Disaggregation is possible, presenting the data by development partner and sector. This is made possible by using the Cambodia ODA Database to gather data at the level of the project record, which results in the potential for increased accuracy as well as efficiency in reporting (there was no additional transaction cost or reporting burden for development partners associated with this exercise). The individual results for development partners are presented in Table 3 below.

Table 3. 2014 Development Effectiveness Indicators (by development partner)

	Objective 1. External resources promote effective and sustainable development				Objective 2. Capacity and systems strengthening		Objective 3. Planning & budgeting for equitable and broad-based growth					
	Results Frameworks		PBA (%)	Untied aid (%)	Use of PFM systems (%)	Use of Procurement Systems (%)	Aid on Budget (%)	Predictable aid (%)	1-year Plan shared with counterpart		3-year Plan shared with counterpart	
	%	No. of projects							%	No. of projects	%	No. of projects
FAO	4.2	2/9	0	100	0	0	0	4.2	2.8	1/9	2.8	1/9
IFAD	0	0/6	100	100	100	0	89.2	112.6	0	0/6	0	0/6
UN Women	0	0/1	100	100	0	0	0	0	0	0/1	0	0/1
UNAIDS	100	1/1	0	100	0	0	0	0	0	0/1	0	0/1
UNDP	62.3	16/26	67.5	100	32.5	10.2	0	220.6	51.4	12/26	11.3	3/26
UNESCO	100	14/14	0	100	0	0	0	0	0	0/14	100	14/14
UNFPA	0	0/20	30.3	100	0	0	0	3,417.7	0	0/20	0	0/20
UNICEF	31.5	2/6	69.4	100	33.3	0	0	224.6	55.3	0.5	31.5	2/6
UNIDO	0	0/7	4.5	100	0	0	0	0	0	0/7	0	0/7
UNODC	0	0/5	48.9	100	88.5	65.5	0	0	0	0/5	0	0/5
WFP	0	0/1	0	100	0	0	0	0	100	1/1	0	0/1
WHO	100	1/1	100	100	0	0	0	0	100	1/1	100	1/1
sub-total UN	24.9	36/97	63.3	100	49.0	2.1	21.3	172.9	35.4	18/97	14.7	21/97
World Bank	52.6	8/15	52.6	100	0	99.4	64.0	111.6	98.1	13/15	98.1	13/15
ADB	0.1	1/57	31.7	100	96.4	96.4	88.3	61.5	0.1	1/54	0.1	1/54
GAVI	0	0/3	100	100	0	0	0	0	0	0/3	0	0/3
Global Fund	0	0/4	64.4	100	0	0	0	0	0	0/4	0	0/4
EU/EC	64.7	12/67	69.6	100	68.4	67.6	31.4	178.9	45.9	7/67	51.6	6/67
Czech Rep.	0	0/3	0	100	0	0	0	0	0	0/3	0	0/3
Finland	0	0/1	0	100	100	100	0	0	0	0/1	100	1/1
France	72.2	6/29	2.5	100	88.1	88.7	27.7	185.0	62.3	2/29	4.5	5/29
Germany	28.8	8/24	22.8	88	17.1	28.0	46.3	120.2	13.1	3/24	29.6	7/24
Ireland	0	0/1	0	100	0	0	0	0	0	0/1	0	0/1
Spain	0	0/4	0	74	0	0	0	101.5	0	0/4	0	0/4
Sweden	19.3	3/33	56.2	100	33.4	33.4	0	135.1	0	0/33	0	0/33
UK	0	0/8	0	100	0	0	0	0	0	0/8	0	0/8
sub-total EU	51.2	29/170	38.9	98	59.1	61.1	26.7	161.3	35.9	12/170	25.4	19/170
Australia	12.3	5/26	27.4	100	0	0	39.1	121.8	0	0/26	0	2/26
Canada	19.4	1/17	24.4	100	0	0	0	0	0	0/17	0	0/17
China	0	0/26	0	0	0	0	100	104.0	0	0/26	0	0/26
Japan	14.6	13/85	32.6	39	38.0	19.9	88.0	100.7	38.9	23/85	33.8	17/85
New Zealand	0	0/5	38.6	100	0	0	0	0	0	0/5	0	0/5
Rep of Korea	1.9	1/30	16.0	71	12.3	12.3	75.7	236.6	2.5	2/30	2.5	2/30
Switzerland	50.2	8/18	19.2	95	38.4	38.4	0	267.0	23.8	2/18	44.5	4/18
USA	30.0	1/18	5.8	6	0	2.0	0	2,721.0	0	0/18	30.0	1/18
Grand Total	17.5	103/569 (18%)	25.7	58	28.3	28.9	73.7	116.9	17.2	71/569 (8%)	16.6	80/569 (14%)

The use of the ODA Database to gather data on development effectiveness commitments and produce the indicators has the additional advantage of permitting sector-based estimates as well as

those for development partners presented in Table 3. This analysis can inform Government ministries and TWGs in their development effectiveness and coordination efforts.

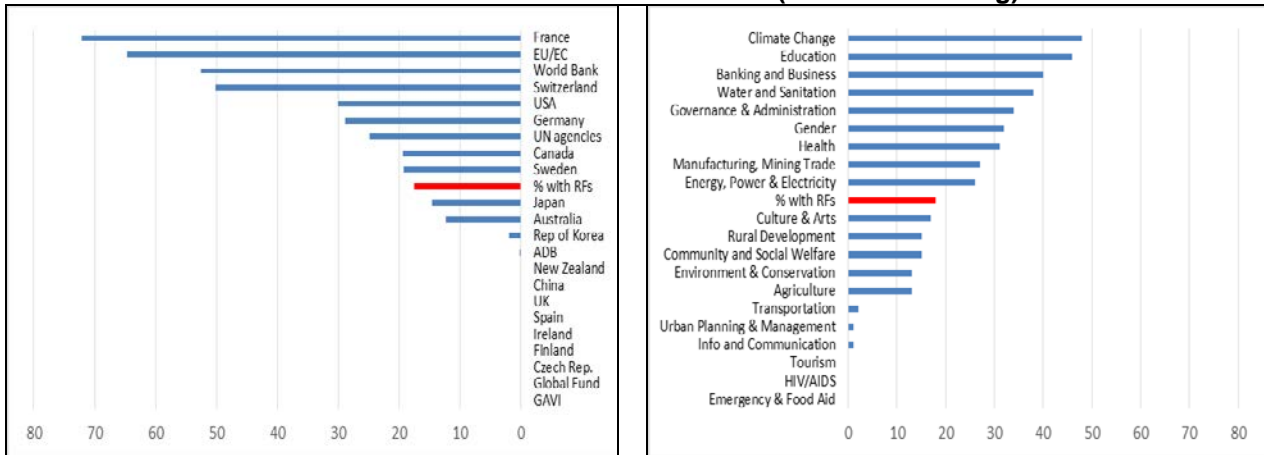
Table 4. 2015 Development Effectiveness Indicators (by sector)

	Objective 1. External resources promote effective and sustainable development			Objective 2. Capacity and systems strengthening			Objective 3. Planning & budgeting for equitable and broad-based growth					
	Results Frameworks		PBA (%)	Untied aid (%)	Use of PFM systems (%)	Use of Procurement Systems (%)	Aid on Budget (%)	Predictable aid (%)	1-year Plan shared with counterpart		3-year Plan shared with counterpart	
	%	No. of projects							%	No. of projects	%	No. of projects
Agriculture	13	14/94	31	51	42	23	78	135	12	9/94	2	7/94
Banking and Business	40	1/11	46	100	95	95	92	14	5	1/11	5	1/11
Climate Change	48	6/14	56	89	15	22	35	89	25	4/14	6	1/14
Community and Social Welfare	15	4/21	12	51	5	0	71	122	7	2/21	14	3/21
Culture & Arts	17	6/15	0	94	0	0	0	0	6	1/15	31	7/15
Education	46	15/70	72	78	52	67	43	137	48	16/70	46	18/70
Emergency & Food Aid	0	0/4	0	65	91	91	0	3553	0	0/4	0	0/4
Energy, Power & Electricity	26	4/17	2	52	22	31	95	98	7	2/17	6	1/17
Environment & Conservation	13	2/12	30	100	30	30	67	31	19	4/12	5	1/12
Gender	32	3/19	19	83	0	0	0	43	0	0/19	6	1/19
Governance & Administration	34	17/103	41	80	29	29	34	116	15	6/103	28	11/103
Health	31	5/59	52	65	8	17	42	248	19	6/59	30	5/59
HIV/AIDS	0	2/8	96	98	0	44	0	48	0	0/8	0	1/8
Info and Communication	1	4/7	0	88	14	14	0	33	0	0/7	1	4/7
Manufacturing, Mining Trade	27	3/7	1	10	0	0	97	5	52	3/7	25	1/7
Rural Development	15	8/26	20	76	7	64	0	118	44	6/26	51	9/26
Tourism	0	0/2	86	100	9	0	82	19	0	0/2	0	0/2
Transportation	2	5/47	1	39	25	25	66	124	9	6/47	9	5/47
Urban Planning & Management	1	1/6	2	47	46	46	98	86	54	2/6	54	2/6
Water and Sanitation	38	3/16	18	63	17	16	91	93	38	3/16	16	2/16
Grand Total	18%	103/569 (18%)	26%	58%	28%	29%	74%	117%	17%	71/569 (8%)	17%	80/569 (14%)

Some sectors appear to be making good progress across a range of indicators. Education is perhaps the best sector example along with governance, climate change and health (non-sector categories such as Banking and Business, and Urban Planning also fare well). At the other end of the scale, gender and HIV/AIDS are performing less well (together with non-sectors including culture/arts; community and social welfare; information and communication; and manufacturing, mining and trade). Government leaders and their development partners active in each sector are encouraged to take note of these findings and to use PBAs as a tool to improve resource planning and use of country systems and results frameworks.

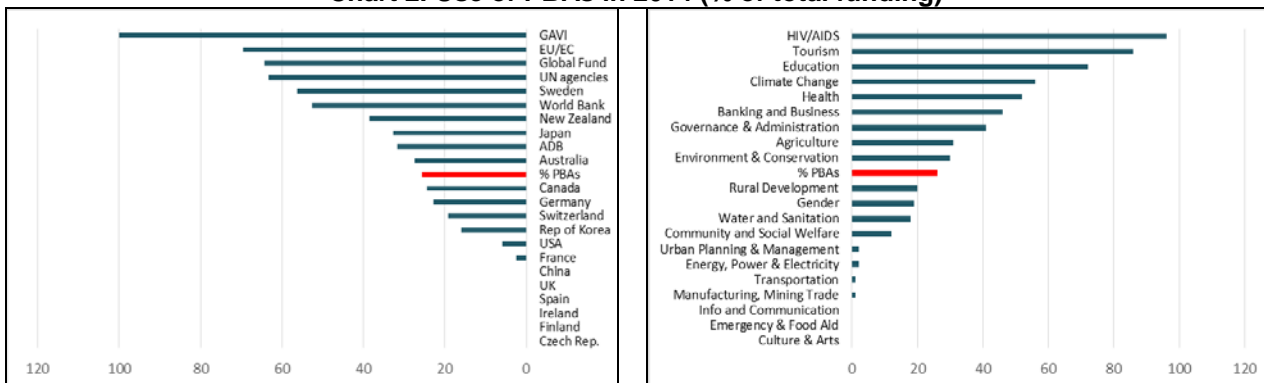
Currently, in USD terms, only 17.5% of ODA (103 out of 569 projects) uses results frameworks in a way that supports sector/thematic work. France, the EU, World Bank and Switzerland are the leading development partners. Climate change and education are the lead sectors (shown in Chart 1 overleaf) with almost half of their ODA represented in a results framework that is linked to a Government plan.

Chart 1. Use of Results Frameworks in 2014 (% of total funding)



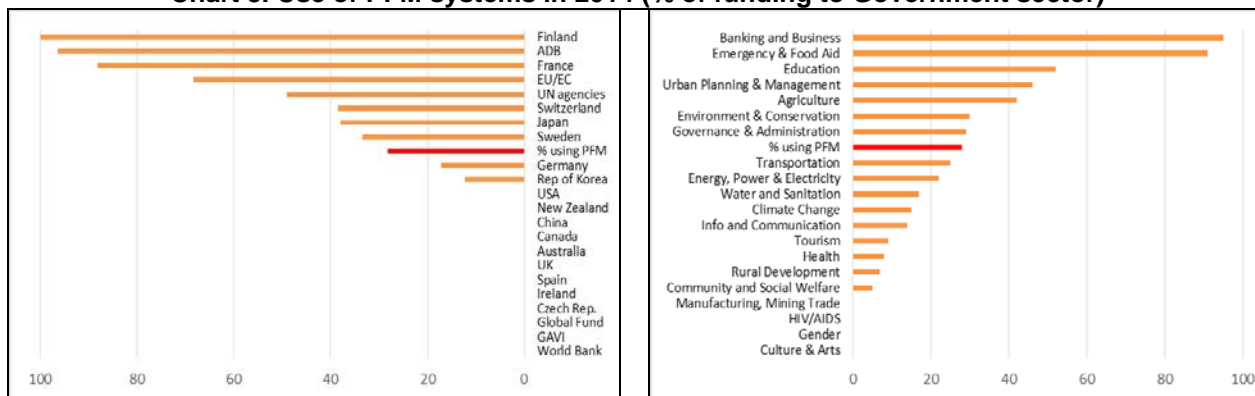
Programme-based Approaches (PBAs) have been advocated as Government's preferred arrangement for managing ODA partnerships since 2010. Health and HIV/AIDS are amongst the leading sectors (with health partners such as GAVI, GFATM, the UN and World Bank). Education and climate change, together with governance programmes, also appear to be making progress in their PBA work. Overall, however, the total ODA managed through PBAs remains low at 25.7%. The key to progress is to identify sectors that can usefully employ this approach and then to make a concerted effort to engage development partners active in those sectors.

Chart 2. Use of PBAs in 2014 (% of total funding)



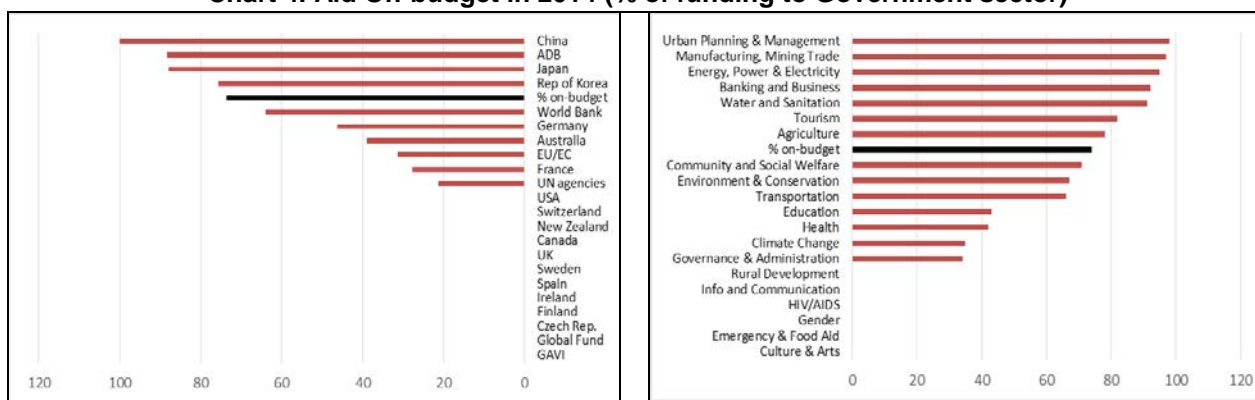
Together with PBAs, a major thrust of the Development Cooperation & Partnerships Strategy is the strengthening and use of country systems. This is measured according to use of PFM (budget, financial reporting and audit) and procurement systems. Data for the two measures is highly correlated so only PFM system use is presented here (Chart 3, overleaf). Finland, ADB, France and the EU are making progress with upwards of two-thirds of their support using PFM systems. From a sector perspective, education is again amongst the leaders while agriculture and environment, as well as governance all attain more than 50% in their use of PFM systems. As the PFM reform progresses, especially with the roll out of programme budgeting and the use of the Budget Strategic Plan, more ODA funds should be able to make use of country PFM systems and ensure that the steady progress recorded since 2006 is continued. This will enhance planning, strengthen accountability for resource use and, above all, will enable the link between resources and results to be demonstrated and better understood.

Chart 3. Use of PFM systems in 2014 (% of funding to Government sector)



Associated with the use of the PFM systems is the priority need for ODA that supports Government programmes to be included in the budget planning exercise (if not explicitly included in the budget itself). Almost three-quarters of ODA made available to the Government sector is considered to be included in the budget exercise. All loans are automatically included in the budget resulting in those development partners (and sectors) with high loan/aid ratios featuring at the top of the on-budget ranking. Development partners that perform well are Germany, Australia and the EU. Again, the use of PBAs, which should include an emphasis on coordinated planning and resource transparency as well as the use of the Budget Strategic Plan, will ensure that development cooperation is included in the budget planning process.

Chart 4. Aid On-budget in 2014 (% of funding to Government sector)

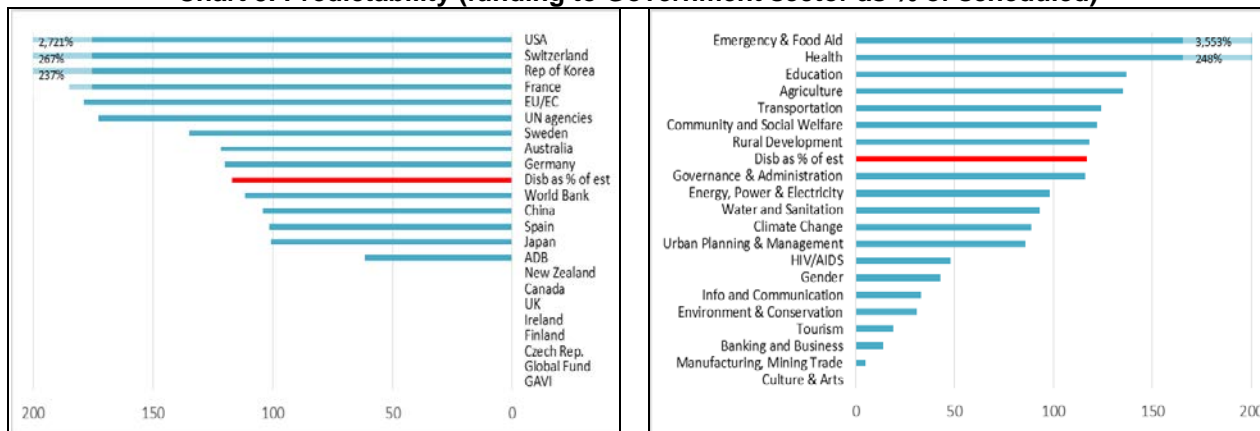


As the budget is the primary means for Government to implement its policies and achieve its Rectangular Strategy objectives, the provision of predictable funding is therefore imperative. At the aggregate level, Cambodia has performed well against this measure since the Paris Declaration monitoring exercise began in 2006. For 2014, 117% of the resources scheduled was delivered. There is significant fluctuation around the mean, however, with development partners within a reasonable margin of the 100% measure including Japan, China, World Bank, Australia and Germany. Only 71 projects out a total of 569 (17% of total funding) report that a 1-year forward plan has been shared with Government, despite this being a key global commitment made by all development partners in 2008 as part of the Accra Agenda for Action.

For sectors, it can be seen that few, if any, receive resourcing at close to the 100% level. Implementation can therefore be extremely challenging, especially where complementary Government programmes are in place. In important areas such as HIV/AIDS and gender, less than half the scheduled funds were disbursed. For partners that appear to struggle with predictability, one of three things is going wrong: (a) a lack of attention to providing accurate forecasts; (b) implementation differs radically from the plan; or (c) mis-recording of data (at plan or reporting

stage), e.g. in categorising aid for the Government sector. Accurate data recording and reporting are important parts of the planning exercise that can benefit programme implementation as well as monitoring.

Chart 5. Predictability (funding to Government sector as % of scheduled)



To conclude this section, concerns about the quality of data must once again be emphasized. By publishing these figures and analysis it is hoped that all development partners – the source of this data - will work closely with CRDB/CDC to improve their understanding of the terminology and definitions and then ensure their projects are recorded accurately. The second round of global monitoring will begin later in 2015 and it is expected that data quality issues will have been addressed by that time.

To the extent that the aggregate results yield a reasonably accurate picture (they appear consistent with previous measures presented in Table 2 earlier) then it would appear that there has been mixed progress. There are encouraging signs in the use of country systems as this indicator has increased incrementally in each monitoring exercise from 12% in 2007 to 28% in 2014. Similarly, aggregate levels of on-budget aid and predictability have been maintained at commendable levels even though disaggregated data shows room for improved individual performance.

Key areas of concern are: (i) the use of PBAs, which is seen as key to improved resource management and partnership, yet the share of ODA using this management arrangement has slipped to just one-quarter of total aid; (ii) the use of results frameworks that are linked to Government plans and monitoring systems as a central part of the development effectiveness effort; and (iii) the sharing of forward-plans on resourcing, which currently cover less than a fifth of total ODA despite being part of a global commitment that is now 7 years old.

3. Trends in Development Cooperation

To complement reporting on progress in development partnership work in Cambodia, this chapter highlights the main trends in the provision of development assistance, focusing principally on the period 2013-2014 but also taking account of projections for the period 2015-2016. This highlights sector trends and the significant role of development partners in aligning their resources with national development priorities.

Total disbursements and the contribution of development cooperation

Confirmed disbursements, shown in the Chart 6 below reveals, at the aggregate level, trends in development assistance disbursements have broadly remained stable in the last four years (2011-2014) reaching approximately USD 1.45 billion in 2014. 2011 was the first year of ODA enormously increase (about 30% from 2010 amounted only to USD 1.1 billion) compared to trends in previous years, mainly due to China’s expanding programme of support. The ODA amount peaked at almost USD 1.5 billion in 2012. Data for 2015 and beyond is neither complete nor accurate in terms of long-term planned disbursement information provided by development partners and highlights the requirement for improved forecasting.

Chart 6. Disbursements and Projections 2005-2016

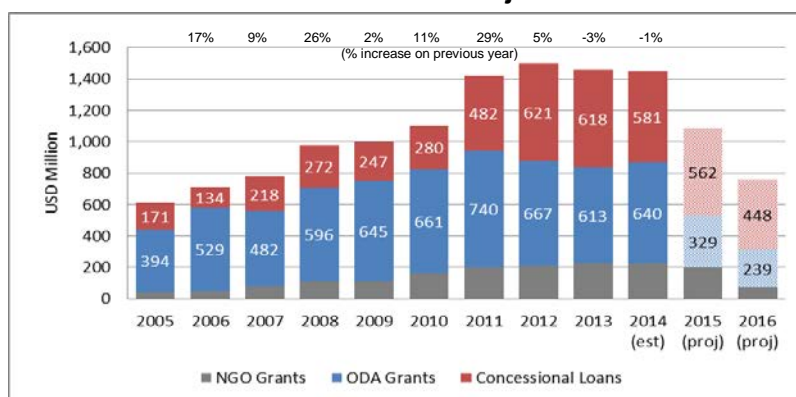
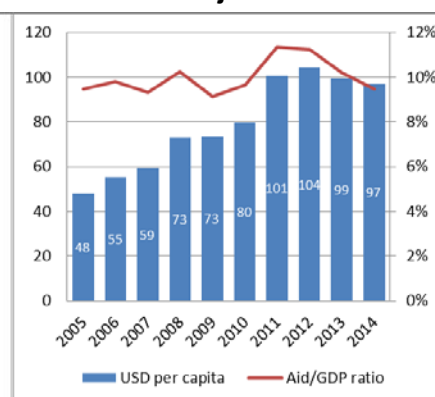


Chart 7. Major ODA Trends



(Note: all data reported in this paper was extracted from the ODA and NGO Database on 8 April 2015)

At the same time, the ODA grant (included NGO grant supports) have remained relatively unchanged in 2012-2014 responding roughly to USD 861.5 million per year (about 60% of total ODA disbursements), even though it declined 7% in 2012 compared to 2011 provision (the peak of grant receipts of USD 940.5 million in the last decade). Grants exceeded concessional loan in each of the last three years, indeed loan disbursements have been slightly decreasing since 2012. Notably, the stability in ODA grants along with the rise since 2011 in recent years suggests that ODA trends are changing only slowly. Cambodia’s continued LDC status may mean that grant funding is maintained at higher levels than may be the case for non-LDC Lower-Middle-Income Countries and Cambodia must therefore take advantage of this to ensure that development cooperation funds from all sources are used to maximum effect.

Long-term ODA trends (Chart 7) indicate that ODA to GDP ratio has been broadly stable around 10% level of the last decade; however there has been the beginning of a downward trend since 2012 as GDP growth has begun to outstrip the rate of ODA increase. The aid per capita was respectively stable in the last four years, approximately USD 100 per capita annually.

Trends in development partner disbursements

As per mention in the previous analysis, the aggregate disbursement of ODA in 2014 was approximately USD 1.45 billion. Table 5 shows funding by development partner. This reveals that China, which has been Cambodia’s single largest provider of external development cooperation since 2010, was once more the largest provider of resources in 2014 (22% of total resources). China is more than twice as large as Cambodia’s second largest partner, Japan.

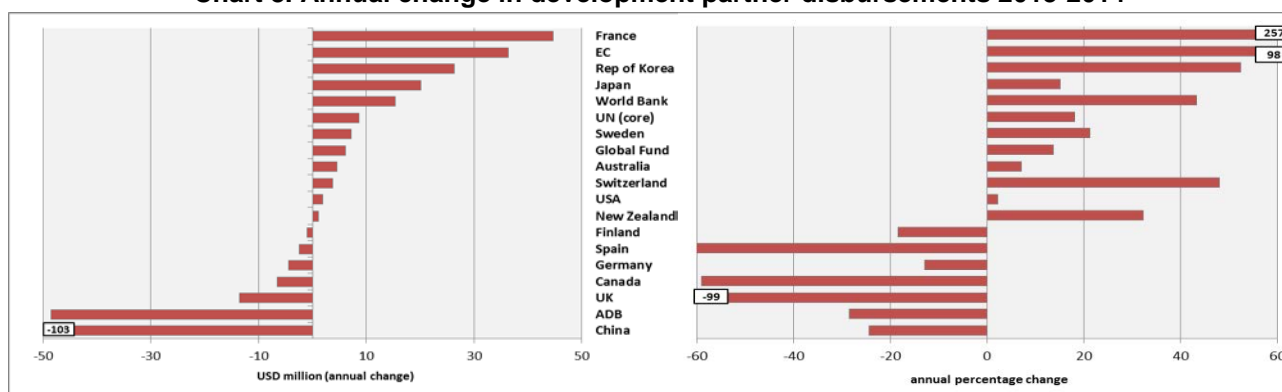
Table 5. Development partner funding 2005-2014

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
										(est)	%
UN Agencies (core funds)											
- Total Program Delivered:	91.8	96.3	98.6	118.8	148.9	114.0	89.5	89.4	87.1	92.9	6.4%
- Total Own Funds Disbursed:	41.1	54.0	58.3	73.2	101.8	73.9	56.5	54.3	48.1	56.8	3.9%
- World Bank	37.8	24.5	47.5	41.7	60.4	56.9	73.8	66.0	35.5	50.9	3.5%
- IMF	0.3	83.5	0.9	-	-	-	-	-	-	-	0.0%
- ADB	89.4	67.5	69.4	145.7	89.4	75.4	126.9	82.0	170.1	121.6	8.4%
- GAVI Alliances	-	-	-	-	1.7	3.6	6.7	4.9	10.7	5.5	0.4%
- Global Fund	18.8	21.9	21.1	38.6	46.5	61.2	60.2	20.1	45.4	51.6	3.6%
Sub-Total: UN & IFI's	187.5	251.2	197.1	299.2	299.7	270.9	324.1	227.3	309.8	286.4	19.8%
European Union											
- EU/EC	23.7	46.5	44.0	48.4	49.4	32.9	61.0	41.6	37.3	73.7	5.1%
- Belgium	11.7	7.3	7.1	2.8	4.8	2.2	2.1	0.1	0.4	-	0.0%
- Czech Republic	-	-	-	-	-	-	-	-	-	0.0	0.0%
- Denmark	4.8	4.1	9.8	10.6	13.8	15.7	5.7	4.9	-	-	0.0%
- Finland	3.3	4.5	5.2	9.0	6.0	6.7	6.9	4.4	5.4	4.4	0.3%
- France	24.4	21.8	21.7	29.8	25.4	22.4	19.5	24.8	17.4	62.1	4.3%
- Germany	27.3	32.4	20.7	36.6	27.9	35.3	43.7	44.6	34.0	29.6	2.0%
- Ireland	-	-	-	-	0.7	0.7	0.7	0.3	0.6	0.1	0.0%
- Netherlands	1.1	0.1	0.1	2.2	0.7	1.1	0.1	0.0	-	-	0.0%
- Spain	-	2.8	3.5	6.1	16.6	26.3	33.6	8.8	4.1	1.6	0.1%
- Sweden	13.6	16.0	17.3	15.9	22.8	24.7	28.6	30.2	33.8	41.0	2.8%
- UK	20.6	20.7	23.7	29.6	32.5	24.7	34.2	28.2	13.7	0.2	0.0%
Sub-Total: EU	130.6	156.1	153.2	191.0	200.7	192.7	236.1	187.9	146.6	212.6	14.7%
Other Bilateral Donors											
- Australia	16.8	22.5	29.6	49.1	47.8	63.4	78.2	79.5	64.0	68.5	4.7%
- Canada	9.1	7.9	12.6	11.5	16.7	12.8	18.5	20.5	11.0	4.5	0.3%
- China	46.6	53.2	92.4	95.4	114.7	154.1	332.0	460.7	421.2	318.1	22.0%
- Japan	111.7	103.7	117.2	126.4	134.0	140.0	114.4	172.3	133.2	153.3	10.6%
- New Zealand	2.1	1.7	4.5	2.8	2.3	5.2	4.4	3.8	3.4	4.5	0.3%
- Norway	-	-	-	-	-	-	-	-	-	-	0.0%
- Republic of Korea	14.9	13.3	31.3	33.0	15.8	35.2	45.3	46.2	50.2	76.5	5.3%
- Russian Federation	-	-	-	-	-	-	-	-	-	-	0.0%
- Switzerland	2.8	2.4	3.6	3.9	3.0	3.1	4.5	4.3	7.7	11.4	0.8%
- USA	43.3	51.0	58.1	55.7	56.9	63.3	64.4	85.0	83.9	85.8	5.9%
Sub-Total: Others	247.2	255.7	349.4	377.6	391.3	477.2	661.8	872.3	774.7	722.6	49.9%
Sub-Total: All Donors	565.2	663.1	699.7	867.8	891.7	940.8	1,221.9	1,287.4	1,231.2	1,221.6	84.4%
NGOs (core funds)	44.7	50.2	77.7	110.8	108.5	165.0	200.7	212.3	225.8	226.1	15.6%
Grand Total	610.0	713.2	777.5	978.5	1,000.2	1,105.8	1,422.6	1,499.7	1,457.0	1,447.0	100.0%

Annual changes in development partner disbursements (2013-2014)

Chart 8 highlights the annual aggregate change (2013-2014) of development cooperation financed by each development partner. The disbursement from China in 2014 was extremely higher than the others although its finance decreased 25% from 2013. Japan continues to be a major development partner of development cooperation for Cambodia, which accounted for 11% of the total. ODA from Korea increased in the period reached USD 76.5 million in 2014 with the 52% growth from 2013 (USD 50.2 million). France has changed the role in external resource provision by increasing the amount of ODA up to 257% compared to 2013 disbursement, where this amount was significantly caused by the introduction of its concessional loan programme, including non-sovereign lending. The European Commission (EU/EC) has doubled its development financing for Cambodia from USD 37.3 million in 2013 up to USD 73.7 million in 2014 while ADB declined its disbursement by nearly 50%.

Chart 8. Annual change in development partner disbursements 2013-2014



Trends in provision of development cooperation funding by sector

Even though, it was a witness of the first decline of ODA disbursements in 2013, Table 6 shows that, in 2014, social sector received the largest share of ODA disbursements accounted for 33% of the total, followed by infrastructure sector around 31%. Economic sectors shared 24% while cross-cutting sectors received 11%. With comparing previous years of sector funding trends, support to agriculture has almost 3-time increased from 6% in 2007 to 16% of total in 2014, leading to the large change in economic sector investments. Chinese concessional financing in economic sector including to agriculture sector influenced this great change. Transportation also ranked in the top priority in infrastructure sector which received up to 78% of total aid, mostly received supports from China, Japan and Republic of Korea. Trends in development provisions in the health sector showed signs of increase over the last seven years (2005-2011); however, the amount declined around 15% in 2012 but it still ranked in the largest share of social sector disbursements. Similarly, governance received less support from around 10% in 2010 to just 6% of total aid in 2014.

Table 6. Sector Disbursements & projections 2005-2015

Sectors	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
										(est)	%
Social Sectors											
Health	135.7	144.4	149.1	194.6	218.1	257.8	274.7	236.5	235.5	235.9	16%
Education	69.3	79.7	89.9	100.5	95.5	115.6	154.6	135.3	140.6	151.9	10%
Community & Social Welfare	35.3	38.5	56.9	51.7	54.5	58.9	138.2	136.4	89.1	90.0	6%
Sub-Total	240.3	262.6	295.9	346.8	368.1	432.3	567.5	508.2	465.2	477.8	33%
Economic sectors											
Agriculture	33.8	123.5	46.4	46.1	80.9	90.4	144.9	185.4	185.0	238.1	16%
Rural Development	50.0	49.9	68.0	56.8	64.4	67.8	48.6	81.3	72.5	77.9	5%
Manufacturing, Mining Trade	10.0	24.2	16.4	24.5	11.1	9.0	13.4	11.4	10.9	3.0	0%
Banking and Business Services	12.7	9.7	15.9	44.9	12.8	30.9	73.1	4.0	43.8	15.4	1%
Urban Planning & Management	3.9	0.9	2.0	4.5	16.1	10.9	2.7	11.9	0.3	12.6	1%
Sub-Total	110.4	208.2	148.7	176.8	185.3	209	282.7	294	312.5	347	24%
Infrastructure Sectors											
Transportation	73.9	54.8	97.4	161.9	180.3	184.7	271.2	383.6	385.7	344.2	24%
Water and Sanitation	24.5	18.2	17.2	25.5	17.3	24.4	36.1	52.3	59.6	57.3	4%
Energy, Power & Electricity	15.6	13.7	12.7	32.8	21.7	41.5	57.3	66.7	44.4	38.7	3%
Information & Communications	0.9	9.9	26.3	7.1	7.5	1.8	0.2	1.3	3.0	2.2	0%
Sub-Total	114.9	96.6	153.6	227.3	226.8	252.4	364.8	503.9	492.7	442.4	31%
Cross-Cutting Sectors											
Governance & Administration	67.3	96.8	108.0	118.5	126.0	113.5	111.9	100.7	110.5	93.7	6%
Emergency & Food Aid	3.0	0.4	1.9	16.0	11.1	14.8	25.5	25.0	19.1	24.5	2%
Environment & Conservation	12.3	14.6	8.3	16.7	11.5	36.8	18.1	14.2	23.1	22.1	2%
Climate Change	-	-	-	-	9.1	5.3	5.9	7.3	8.7	7.2	0%
Gender	2.6	3.9	5.7	5.5	5.2	6.0	6.4	9.3	10.4	6.9	0%
Culture & Arts	4.8	14.1	7.3	6.3	5.9	6.2	4.3	4.6	4.6	6.1	0%
Tourism	1.2	2.5	2.9	5.0	6.0	4.0	2.2	0.8	0.7	0.4	0%
Budget & BoP Support	11.1		36.0	21.9	20.5	0.3	0.3	14.8	-	-	0%
Sub-Total	102.3	132.3	170.1	189.9	195.3	186.9	174.6	176.7	177.1	160.9	11%
Other	42.0	13.4	9.2	37.5	24.6	25.1	32.9	17.0	9.6	19.7	1%
Grand Total	610.0	713.2	777.5	978.5	1,000.2	1,105.8	1,422.6	1,499.7	1,457.0	1,447.0	100%

Thematic profile – Development partner engagement in Technical Working Groups

Efforts to strengthen TWG performance and sector management may be assisted by understanding more about project support and development partner activity in each TWG. This is presented in Table 7 below. The data is presented according to the NSDP categories, however the mapping is not precise (the standard ODA Database sector classifications are more closely referenced to the NSDP). It must also be noted that figures represent total development partner support, some of which is to non-Government actors.

Table 7. 2014 Funding and Development Partner Activity in TWGs

	Total 2014 (USD 000s)	# DPs	Projects in TWG	Average project size (USD 000s)
<i>Social sectors</i>				
Health	131,170	15	60	2,186
HIV/AIDS	10,392	6	9	1,155
Education	74,510	12	47	1,585
Food Security and Nutrition	33,532	5	7	4,790
Rural Water & Sanitation	57,279	7	10	5,728
Sub-total social sectors	306,884		133	2,307
<i>Economic sectors</i>				
Agriculture and Water	191,942	14	64	2,999
Fisheries	7,255	5	9	806
Forestry	8,547	7	18	475
Land	4,813	4	11	438
Mine Action	15,070	6	8	1,884
Private Sector Development	7,038	8	9	782
Sub-total economic sectors	234,665		119	1,972
<i>Infrastructure sectors</i>				
Infrastructure & Regional Integration	442,911	8	68	6,513
<i>Cross-sectoral and administrative sectors</i>				
Public Administrative Reform	927	4	4	232
Public Financial Management	17,312	7	10	1,731
Decentralization and Deconcentration	28,143	9	16	1,759
Gender	8,065	11	21	384
Legal and Judicial Reform	10,144	10	15	676
Partnership & Harmonization	1,721	2	2	861
Planning & Poverty Reduction	6,405	5	6	1,068
Sub-total cross-sectoral	72,718	48	74	983
Multiple TWGs (> 4)	35,393	3	4	8,848
No TWG	129,015	23	191	675
Grand Total	1,221,587	34	589	2,074

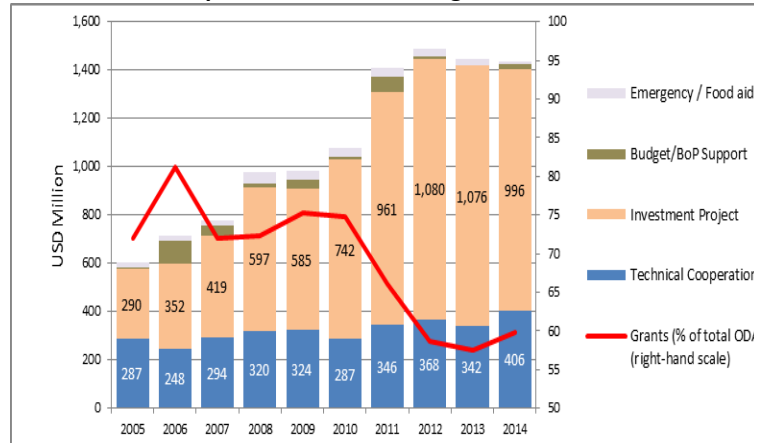
The importance of the Health (15 partners, 60 projects), Agriculture & Water (14/64) and Education (12/47) TWGs is immediately apparent. Other TWGs with fewer partners and projects may consider this data contextualise with other information in order to reach informed decisions about the best approaches to secure their coordination and development effectiveness objectives. In overall, the Infrastructure and Regional Integration TWG coordinates the largest portfolio (USD 442,911 in 2014, 36% of funding but only 12% of total projects). Social sectors account for approximately a quarter of both funding and projects, while the economic sectors account for an additional fifth. It is also noteworthy that almost one-third of all projects (191/589), representing 11% of total funding, are not associated with any TWG. This emphasises the need for mechanisms outside of the TWG framework to support coordination work.

This data only reports what has been recorded by development partners regarding their TWG activity linked to project funding. It is also acknowledged that some development partners make an important contribution to TWGs and partnership work without having any projects or funding (e.g. the Partnership & Harmonisation TWG includes all development partners but only 2 recorded partners and projects). NGOs are also important TWG members but their membership and contributions are not included in this analysis.

Development partner funding modalities

Chart 9 shows how modalities of support by development partners have evolved over the past decade. Technical Cooperation (TC) support has been stable for almost the last decade (2005-2013), where the amount has markedly rose up 20% in recent 2014 comparing to 2013 data. Investment projects have increased, mainly rose up in the last three years (2012-2014) almost supported by China approximately USD 400 million annually, which has received supports in the amount of USD 1 billion per year, almost 3 times higher than TC supports. The slight decline in 2014 investment is matched by a reduction in China's support. This should be noted that investment projects financing would deliver to physical investments including fundamental infrastructure, where the technical cooperation project funds would allocate to government reforms, service delivery and capacity development.

Chart 9. Development Partner Funding Modalities 2005-2014



The red line (right-hand scale) in Chart 9 shows the steady drop of grant percentage flows in the period 2011-2014. What influenced this trend was the increased amount of loans in total ODA which made the percentage of grants decline. Overall, as per the previous analysis on aggregate ODA trends, the stability in ODA grants along with the rise in concessional loans in recent three years are consistent with funding patterns for a country that is moving towards attending the LMIC status. The picture of the last three years, however, looks quite stable, meaning that the transition may take place over an extended period and will be influenced by the global dialogue, e.g. the July 2015 Financing for Development conference, in the context of the SDGs as well as Cambodia's consultations with its own development partners about resourcing and appropriate funding modalities.

Alignment with national priorities

In the context of effective development cooperation, the alignment of external support with national priorities has been continuously emphasized to ensure that the resources are allocated according to national development needs. At the aggregate level, Chart 10 below shows that the NSDP (2014-2018) funding requirement was estimated to be USD 7.58 billion over 5 years. In 2014, USD 1.5 billion of funds is therefore required for implementing the NSDP across four main sectors – social, economic, infrastructure, and cross-cutting sectors. Total 2014 external financing (ODA grant plus concessional loan and NGO support) amounted to approximately USD 1.45 billion. This was almost perfectly equivalent to the finance required by the NSDP. It also fits with Government prioritization articulated in the RS-III.

Chart 10. The alignment of development cooperation to the NSDP (2014)

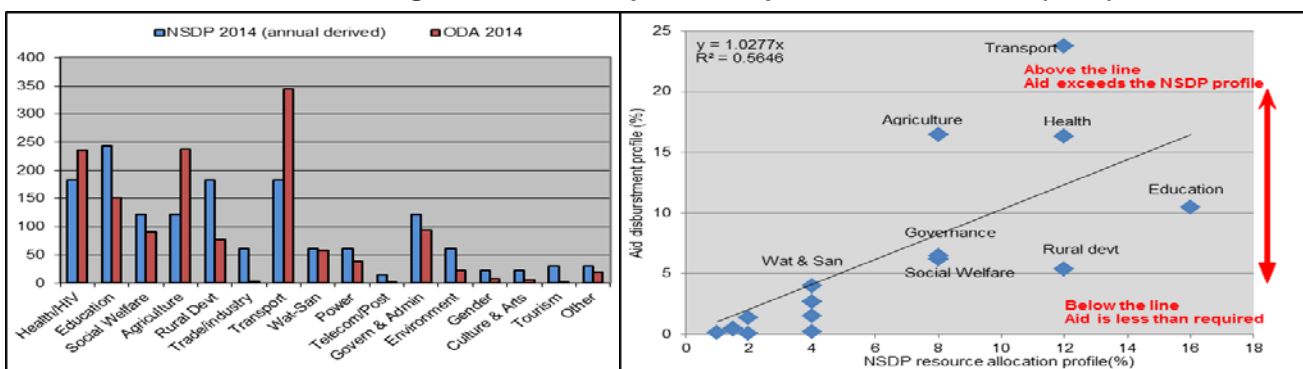


Chart 10 also displays both absolute proportion of funding requirement and disbursement by sectors (bar chart) and relative funding allocations (the scatter plots) to each main sector. The actual resources were unevenly allocated (some received less, some received more). The right-hand Chart reveals that health, agriculture, and transportation received higher support than scheduled, of which agriculture and infrastructure were even double the requirements. Transportation is the most notable sector in funding profile which has been secured to be above funded since 2008, and now in 2014 it is highly above the NSDP line. However, community and social welfare, rural development, and education are amongst the important sectors that received funding below the level requested in the NSDP.

Table 8. Provincial support (USD million)

Province	2013	2014	2015 (est)	2016 (proj)
Phnom Penh	129	139.1	127.9	59.5
Battambang	126	116.8	76.8	36.5
Siem Reap	95.9	113.9	105.6	52.3
Kandal	59.7	78.5	47	42.3
Kg Thom	62.8	67.9	53.9	34.3
Prey Veng	60.2	51.9	44.2	30.4
Kg Cham	39.4	51.3	46.8	28.9
B Meanchey	39.1	49.4	36.2	44.2
Sihanouk	29.9	49	20.8	9.5
Kampot	44.8	41.8	23.4	11.8
Others	272.9	254.3	253.2	189.8
Nationwide	495	431.5	449.5	291.2
Total	1456.9	1447.7	1287.8	834.9

Support to the provinces

Table 8 shows the development assistance to provinces in 2014. 70% of total development assistance was disbursed at provincial level in 2014. Development assistance disbursed to the ten largest beneficiary provinces in 2014 amounted to USD 762 million compared to the USD 254 million received by other provinces combined. Phnom Penh received the highest resource in 2014 (USD 139 million) followed by Battambang (USD 117 million) and Siem Reap (USD 114 million), while Kep and Pailin received the lowest support amounting to USD 0.9 million and USD 2.2 million respectively.

In terms of provincial support per capita, Mondulhiri received the highest ODA of USD 302 per person, followed by Pheah Sihanouk, Stung Treng, Preah Vihear, Battambang which were well supported marginally above the national average of USD 97 per capita. By contrast, the rest of the country received below the average, and the smallest recipients are Kratie and Svay Reing whose ODA received almost the amount of around USD 19 per capita. It is interesting to note the variation in composition of funding across provinces, for example, Kampong Cham and Pailin received almost the same amount of ODA per capita but the NGO:DP ratio is very different. NGO funding shares are notably higher in Phnom Penh, Siem Reap and Koh Kong. Chart xx also reveals two main points as following:

- NGO per capita support by province is very varied. Siem Reap received the highest per capita support from NGOs amounted to around USD 44 p.c followed by Phnom Penh (USD 37.5 p.c) and Mondulhiri (USD 33 p.c). The rest which received smallest NGO p.c support was Prey Veng and Kompong Cham which received the relative amount of about USD 3.5 p.c.
- NGOs appear to be more concentrated in cities/towns like Phnom Penh and Siem Reap, not in rural locations. The focus on community and social welfare and rural development needs to be considered further.

NGO support to national development

The contribution of NGOs in supporting national development is recognized as significant. Table xxx illustrates NGO funding trends by sectors from 2012 to 2014. Data on NGOs shows that their core fund disbursements (excluding funds delegated by other DPs) contributed about 16% of the total external cooperation in 2014. Combined resources provided to NGOs by other development partners, this increases to approximately 21% of total external funding. Most NGO resources were mobilized to health, education, and community welfare.

Table 9. NGO funding 2012-2014 (USD million)

Sectors	2012			2013			2014		
	NGO own	DPs	total	NGO own	DPs	total	NGO own	DPs	Total
Health	65.0	26.5	91.5	73.0	23.6	96.6	73.8	16.6	90.4
Education	49.9	5.6	55.5	53.0	8.4	61.4	58.2	5.0	63.2
Community Welfare	53.3	0.6	53.9	54.7	0.3	55.1	50.8	1.5	52.3
Rural Devt	17.2	4.4	21.6	20.6	3.7	24.4	17.0	5.7	22.7
Agriculture	7.6	12.3	19.8	6.8	9.2	16.0	5.8	16.9	22.6
HIV/AIDS	7.2	12.3	19.6	5.6	5.9	11.5	7.5	10.2	17.7
Environment	6.6	1.4	8.0	6.2	13.5	19.7	7.1	8.2	15.3
Governance	2.9	10.3	13.2	2.8	12.5	15.2	2.2	12.4	14.6
other	2.8	16.2	18.9	2.9	3.1	6.1	3.7	1.4	5.3
Total	212.5	89.6	301.9	225.8	80.3	306.1	226.1	78	304.1

Chart 11 displays NGO resourcing by the components of NGO own funds and DP delegated resources by sector in 2014. Chart 12 details percentage shares of NGO financing over the three year period (2012-2014).

This shows the most concentrated work of NGOs using their own funds was in community and social welfare, as well as health and education, while governance, HIV/AIDS, agriculture and environment-related work was funded by DPs.

For major DPs in support to NGO activities, USA and the European Commission were the largest funding sources. From 2012 to 2014, USA average annual disbursements to NGO, was USD 61 million, representing 71% of their total support. EC disbursed an annual average of USD 8 million (16% of total support).

Chart 11. NGO sector support 2014 (USD million)

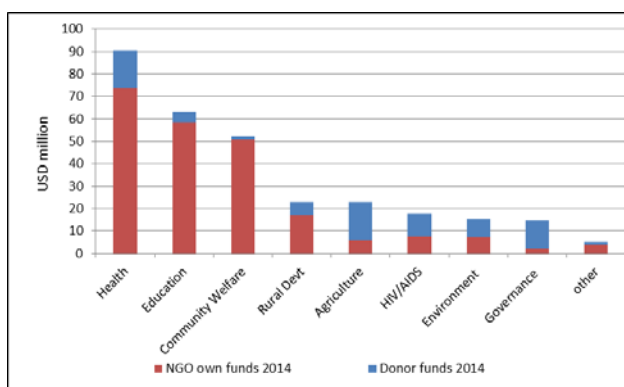


Chart 12. Relative NGO funding shares (2012-2014)

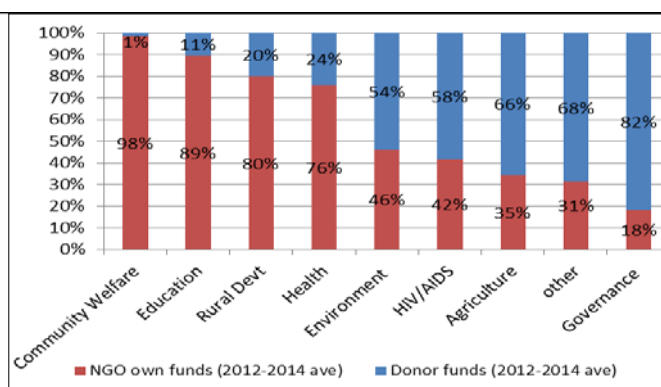


Table 10 identifies that, among the 444 NGOs reporting activities to CDC in 2014, the 24 largest ones represented 51% of total NGO financial activities. They collectively disbursed USD 338 million over the last 3 years, where their managed funds by DPs were equivalent to USD 82.5 million per year in the period 2012-2014.

Table 10. Major NGOs by Funding 2012-2014

NGO Name	3 year USD m total own funds	3 year % of all NGO own funds	3 year USD m total all funds	3 year % of total funds
Kantha Bopha Hospital	94.0	14.1%	105.0	10.9%
World Vision	60.6	9.1%	66.3	6.9%
Pour un Sourire d'Enfant	21.4	3.2%	21.4	2.2%
Cambodian Children's Fund	16.1	2.4%	16.1	1.7%
Japan Relief for Cambodia	12.4	1.9%	13.8	1.4%
Don Bosco Foundation	10.4	1.6%	10.8	1.1%
Angkor Hospital for Children	10.3	1.6%	10.5	1.1%
Room to Read	8.9	1.3%	8.9	0.9%
Caritas Cambodia	8.8	1.3%	9.3	1.0%
Action Aid International	8.5	1.3%	10.6	1.1%
Jay Pritzker Academy	8.2	1.2%	8.2	0.9%
Plan International	7.9	1.2%	28.9	3.0%
Wildlife Alliance	7.8	1.2%	7.8	0.8%
Hope Worldwide	7.8	1.2%	7.8	0.8%
Save the Children	7.4	1.1%	11.4	1.2%
La Chaine de l'Espoir	7.2	1.1%	7.2	0.7%
Asian Hope Cambodia	6.6	1.0%	6.6	0.7%
Ponlok Sangkum Kampuchea	6.4	1.0%	7.7	0.8%
Oxfam Novib	6.3	0.9%	6.9	0.7%
Enfant du Mekong	5.6	0.8%	5.6	0.6%
Hagar International	5.4	0.8%	5.8	0.6%
Medecins Sans Frontieres	5.3	0.8%	5.3	0.6%
Child Fund Cambodia	5.1	0.8%	6.4	0.7%
total 24 major NGOs	338.2	50.8%	388.1	40.4%
other 420 active NGOs	327.5	49.2%	573.5	59.6%
Total	665.7	100%	961.6	100%

Summary of main findings

This chapter reveals a closer link between progress in development partnership work and efforts to realize improved development result in Cambodia through the changing roles in development cooperation provisions. It also shows the RGC effort in maximizing resource mobilization efforts and ensuring alignment of these resources with national priorities set out in the NDSP 2014-2018. In overall, the analysis on shows the aggregate ODA trends are well aligned with national development priorities as per resource needs in NSDP (2014-2018). The changing roles in development cooperation provisions (stability in ODA grants along with the surge in concessional loans in recent years) are consistent with funding patterns for a country that is moving towards attending the LMIC status, where there were significant roles of ODA as the catalyst in private sector development and climate change and some other areas like gender equality promotion.

4. Cross-cutting thematic profiles

Improved knowledge and use of external financing trends can ensure that resources are used to maximum effect. The Cambodia ODA Database is designed to support planning, coordination and monitoring as well as promoting resource transparency. It is particularly useful in supporting sector management and, as PFM reform progresses, it can make an important contribution to recording external cooperation in Budget Strategic Plans.

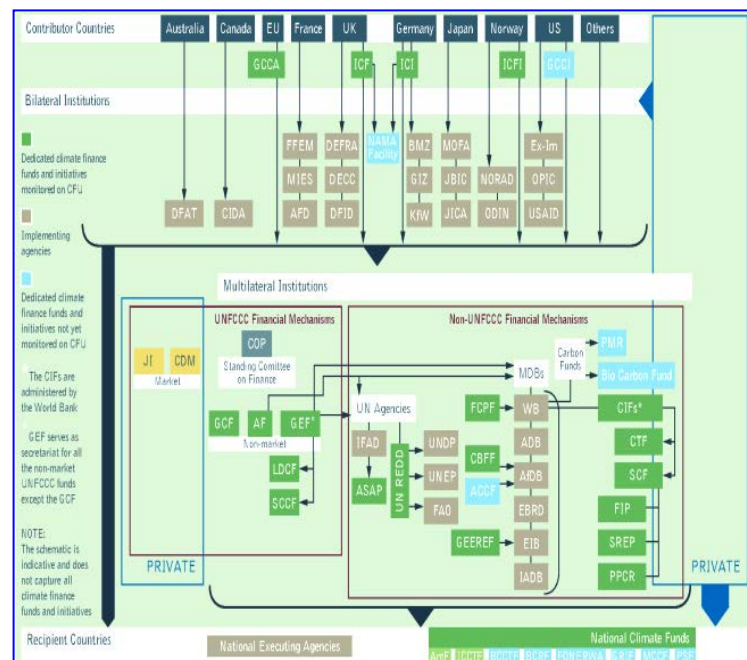
Beyond sector work, however, is the important topic of cross-cutting issues. As Cambodia's development progresses further many development challenges, both old and new, are increasingly complex in nature. Accordingly, they require complex responses comprising multiple development actors both form across Government and beyond. This section considers three of the most important cross-cutting issues: climate change, private sector development in the context of the Industrial Development Policy, and gender equality.

The data draws from projects that associated with the principal sectors as well as 'thematic markers', which are used in the ODA Database to indicate that project makes some form of contribution to a development objective even though it is not directly working on that theme or issue. For gender equality, for example, it is well understood that best practice involves mainstreaming gender equity objectives in projects. While this is an accepted practice, it is challenging from a programmatic perspective to gauge the full set of resources that are being deployed or to identify the partners/projects that are most effectively responding to national priorities. The thematic markers, while imperfect and incomplete, go some way towards improving the information available by grouping these projects together for further analysis by responsible ministries that lead the coordination of such cross-cutting efforts.

Climate Change Financing

Climate change has been a major concern in sustainable development framework. Cambodia is one of the 3 most vulnerable countries in Asia. The Cambodia Climate Change Financing Framework addresses climate change slows down the economic growth from 7% to 3.5% by 2050. The United Nations Framework Convention on Climate Change (UNFCCC) established a Financial Mechanism to provide funds to affected developing countries—toward activities that reduce greenhouse gas emissions or help society adapt to climate change's impacts.

According to Climate Funds Update, "the global climate finance architecture is complex: finance is channeled through multilateral funds – such as the Global Environment Facility and the Climate Investment Funds – as well as increasingly through bilateral channels. In addition, a growing number of recipient countries have set up national climate change funds that receive funding from multiple developed countries in an effort to coordinate and align donor interests with national priorities." The operation of the Financial Mechanism is partly entrusted to the Global Environment Facility (GEF). Developed countries pledged to mobilize USD 100 billion by 2020. However, the commitment made in 2009 during the



Source: Climate Funds Update, www.climatechangefunds.org

Copenhagen Climate Change Summit has only mobilized USD 10 billion as an initial capitalization of Green Climate Fund (GCF).

The RGC has produced a 10-year Cambodia Climate Change Strategic Plan (CCCSP) and eight line ministries, plus the national committee for disaster management (NCDM). Ministry of Environment is the national designated authority for the Adaptation Fund, Green Climate Fund, and GEF mechanisms. According to MoE, around USD 250 million has been mobilized in dedicated climate change finance between 2010 and 2013. A study of climate change partnerships was therefore prepared in Cambodia under the leadership of the Ministry of Environment in 2010. In addition to confirming the principles of the Paris Declaration that have been adapted to Cambodia, the study also emphasized the importance of establishing sound working practices from the outset in order to quickly build the capacity of the Climate Change Department in the Ministry of Environment and the National Climate Change Committee, the multi-agency committee for overseeing the national effort to mitigate and combat climate change.

CRDB/CDC shall be the RGC's coordinating body with responsibility for overall policy leadership on ODA mobilization and management. CRDB/CDC shall also be the principal focal point for working with development partners through coordinating partnership dialogue (e.g. TWG mechanism) to align between ODA and climate change financings. Under cooperation between CRDB/CDC and MoE, the Cambodia ODA Database, managed by CRDB/CDC, would provide framework for customizing and tracking data on climate change finance in Cambodia.

Table 11. Support to climate change in 2014 (USD million)

Implementing agency	Climate Change as principal sector	Climate Change as Thematic Marker	Grand Total
MOE	2.0 (MoE alone)	2.4 (MoE & other ministries)	4.4
Other ministries (non-MOE)	0.7	108.6	109.3
Non-RGC (NGO / DP)	3.5	48.5	52.0
o/w major DPs	UNDP 1.8	France 32.0	
	Sweden 1.8	ADB 32.0	
	UNIDO 0.9	USA 18.9	
	EU/EC 0.8	Australia 14.8	
	Japan 0.7	IFAD 14.0	
Grand Total	6.2	159.5	165.7

In 2014, total financial support to climate change as sector was USD 6.2 million USD while Climate Change as Thematic Marker accounted for USD159.5 million. Table 11 shows that USD 2 million (equivalent to 30%) of climate change financed projects are implemented through Ministry of Environment, with the remaining around 10% being implemented through other Government's agencies and another 60% are channelled outside Government. The amount of USD 2.4 million (recorded as a 'thematic marker') was co-managed by MoE with other line ministries. A very large amount of USD 108.6 million is implemented by other Government ministries and agencies, and a further USD 48.5 million of projects that include a climate change 'thematic marker' is implemented by non-Government actors. This would require a further concentration in synchronizing data and reducing gaps in climate change finance.

ODA support to private sector development

In March 2015, the Royal Government launched its Industrial Development Policy (IDP). This Strategy charts the direction for further structural and economic transformation over the next decade. Building on the solid foundations laid over the past 20 years in which Cambodia has established itself as an export-led open economy; there is a continued and vital role for development partners and their assistance.

There is a range of activities and initiatives that the public sector can take to promote investment, productivity, private sector growth and employment. Government-led initiatives that provide an enabling environment are sometimes called *crowding in* activities. In the case of development

cooperation, there is a narrower range of activities that may be within a donor *comparative advantage* but these may include those identified in Table 12 below.

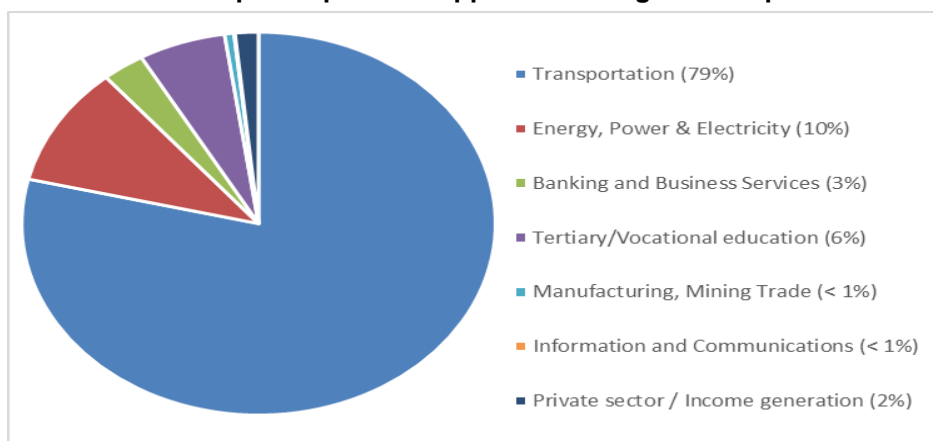
Table 12. Potential development cooperation contributions to private sector-led growth

<p>Support to public infrastructure development</p> <ul style="list-style-type: none"> • Transport infrastructure • Power generation and distribution • Water and irrigation services • Economic corridor development and promotion of Special Economic Zones • Opportunities to use ODA infrastructure loans to leverage private-sector financing 	<p>Direct partnerships with the private sector</p> <ul style="list-style-type: none"> • Direct support to the micro-finance sector • Promoting corporate social responsibility initiatives • Partnering on private sector philanthropy initiatives (using ODA as venture) • Supporting the private sector to be effective development actors in their own right (and understanding the limitations of this concept).
<p>Strategic investments that promote economic competitiveness</p> <ul style="list-style-type: none"> • Supporting established policy dialogue between the Government and private sector to understand and identify opportunities for engagement. • Facilitating business and commercial ties between Cambodia and the partners own country. • Investing in social sectors, including vocational education, that promotes improved opportunity, livelihoods and productivity. • Ensuring that ODA aligns with Government actions to promote urban-rural linkages and climate change adaptation to ensure balanced, equitable and sustainable development. • Supporting knowledge transfer on innovative approaches to partnering with the private sector and engaging with private sector actors. 	<p>Support to Government efforts to enhance the enabling environment</p> <ul style="list-style-type: none"> • Support to the development and regulation of the financial sector, including for micro & SMES. • Advice and access to expertise on labour relations and improvements of the working environment. • Policy advice on legal matters such as financial sector regulation, contract law, registration and regulation of businesses, taxation & investment codes. • Capacity development on trade facilitation, diversifying production and accessing markets. • Continued support to government reforms and institution building that provide quality public services to “crowd in” private investment. • Access to knowledge and technology transfer (including South-South) on innovative technologies.

Data on project assistance derived from the Cambodia ODA Database provides some insight into the nature of *crowding in* support to the IDP and the private sector provide by development partners in 2014. Many direct partnerships with the private sector will not be included in this data set, and are therefore additional, but there are nevertheless 6 main sectors that are directly relevant to the private sector (excluding agriculture, which is not sufficiently disaggregated to categorise private sector-related support and obscures the IDP focus). There are also thematic markers in the ODA Database for both private sector development and for income/employment generation; some of these projects, where relevant, have been included in the analysis.

Chart 13, below, shows that the overwhelming share of development partner support is devoted to infrastructure (transport 79% and energy 10%). Support to the development of the business sector comprises just 3% and tertiary/vocational education a further 6%.

Chart 13. Development partner support to non-agriculture private sector



Resource mobilisation for the IDP must be based on a comprehensive mapping and costing of needs. This must then be used to engage with development partners to ensure that individual and aggregate levels of support are aligned with IDP requirements. In 2014, 18 development partners recorded some form of private sector-related project in the ODA Database. This is shown in Table 13, below (only largest 5 development partners shown individually).

Table 13. Development partner non-agriculture support to private sector (2014 USD 000s)

	Grand Total		China	ADB	Japan	Korea	Australia	other
Transportation	341,905	79%	177,201	53,689	57,457	41,615	8,614	3,329
Energy, Power & Electricity	43,921	10%	17,764	8,006	3,764	-	2,531	11,856
Banking and Business Services	12,589	3%	-	5,788	-	589	-	6,212
Tertiary/Vocational education	25,819	6%	-	5,297	7,119	-	3,073	10,330
Manufacturing, Mining Trade	2,800	0.6%	-	-	1,428	-	-	1,372
Information and Communications	249	0.1%	-	-	-	232	-	17
Private sector / Income generation	6,938	2%	-	724	-	-	181	6,033
Grand Total	434,220	100%	194,964	73,504	69,768	42,436	14,399	39,150

ODA support to the promotion of gender equality

The Royal Government has fully acknowledged that continued social and economic progress in Cambodia requires making further advances towards women's empowerment and gender equality. As a cross-cutting issue, it can, however, be challenging to identify all of the actors and resources engaged in gender equality activities. This, in turn, can make planning, implementation and monitoring more challenging than for conventional sectors. The Cambodia ODA Database can shed some light on resourcing and engagement through focusing on activities that are specifically classified as gender projects (the 'principal sector') or by identifying other projects that include gender as a 'thematic marker' (meaning that gender is an important project objective if not the main sector of support). Gender TWG membership is an additional indication of a project's involvement in gender equity work.

Information has been extracted from the ODA Database and is summarised in Table 14, below. Based on information provided by development partners about their gender projects and implementation arrangements, the numbers are quite startling: projects with a value of more than USD 250 million of ODA are recorded as having made some form of contribution to gender equality in 2014. In interpreting this analysis, it is important to note that this data brings together disbursements on a total 140 projects that were active in 2014. Only 18 of these projects were classified as having gender as the principal 'sector'; the remainder included gender equality as a thematic issue. This means that while all of these projects were expected to contribute to the gender equity effort, not all were dedicated wholly to gender-specific activities.

Table 14. Support to Gender Equality in 2014 (USD 000s)

Implementing agency	Gender as principal sector		Gender as Thematic Marker or through TWG		Grand Total
MOWA	1,755 (MOWA alone)		15,553 (MOWA & other ministries)		17,309
Other ministries (non-MOWA)	0		169,599		169,599
Non-RGC (NGO / DP)	4,657		65,704		70,360
o/w major DPs	Australia	1,601	ADB	50,672	
	UN agencies	1,582	France	33,688	
	Spain	1,473	UN agencies	32,492	
	EU/EC	753	Australia	29,949	
	Japan	714	USA	26,748	
Grand Total	6,412		250,856		257,268

Of the USD 6.4 million total resources committed to gender equality (as a sector) in 2014, just over 25% was implemented through the Ministry of Women's Affairs (MOWA) with the remaining 75%

being channelled outside of Government. MOWA co-manages a further 15.5 million (recorded as a 'thematic marker') with other line ministries. A very large amount – almost USD 170 million – is implemented by 29 other Government ministries and agencies; this amount may be expected to feature gender in a more tangential way. A further USD 65.7 million of projects that include a gender 'thematic marker' is implemented by non-Government actors.

The data indicates that a significant share of ODA resources (almost 20% of total funding) contributes to gender equality in Cambodia. While gender-specific projects implemented by MOWA make up a very small fraction of the resources and actors involved in gender equity work, the truly cross-cutting nature of funding and engagement is demonstrated by the wider resources being deployed. MOWA's role in coordination and advocacy, as opposed to implementation, therefore cannot be over-stated. Important tasks in coordinating support for gender equality, ideally through the PBA work being led by MOWA, include establishing a comprehensive and coherent resource and partnering framework so that a results-based approach to planning, implementation and monitoring of progress can support Neary Rattanak IV.

Next steps in supporting evidence-based coordination of cross-cutting issues

This analysis provides for a useful starting point but it is far from complete. The thematic markers underline the successful mainstreaming efforts of many development partners in integrating issues like gender equality and climate change in their projects. The full extent of resources, especially in areas such as gender, can be seen to be much larger than those targeted specifically at 'sector' level. The analysis is still at a highly formative stage, however. The resources, though significant, are not further dis-aggregated to shed light on the real extent of mainstreaming, we can see from the thematic marker that mainstreaming is being done but not by how much or in what way.

Next steps will include the improved qualitative recording of mainstreaming in project records. This will allow project managers and data entry focal points to indicate along a qualitative scale the extent of mainstreaming or contribution (i.e. the Yes/No categorisation will be replaced, for example, by a qualitative scale moving from 1-5).

Line ministries and other interested parties can also take important next steps for themselves. The information provided in this section can be shared and further disaggregated as a basis for consultations with those development partners that have recorded their contributions to cross-cutting issues.

5. Mutual Accountability for Results

TWG Strengthening Exercise

In August 2014, the Technical Working Group Review Study was conducted to help strengthen TWG performance in support of the Royal Government of Cambodia's Rectangular Strategy III and the National Strategic Development Plan 2014–2018 (NSDP). The TWG architecture is an important cornerstone of the RGC's Development Cooperation and Partnership Strategy (DCPS) 2014–2018 that aims to promote and strengthen aid and development effectiveness. The results of the study were then discussed and verified at the Partnerships & Harmonization (P&H) Meeting on 27 January 2015 at the Council for the Development of Cambodia (CDC). This represents the first step in implementing the DCPS by providing clear direction for the TWGs to reflect on their own work as well as to present an opportunity to produce a general overview and a set of recommendations that can help them with their shared learning that promotes individual TWG performance.

Fifteen of the 19 TWGs completed the Strengthening Exercise that have been consolidated and assessed by CDC for use by all development actors (a summary is provided in Table 15). All the TWGs that reported have prepared and discussed the reports through consultative processes either at the TWG meetings or retreats before endorsing by both Chairs and DP Lead Facilitators. By identifying recommendations for both common and specific actions as well as highlighting good practices, it is intended that this learning and sharing will inform dialogue and decisions that will promote effective development and partnership actions.

TWG Performance

The TWG Performance Review Study's was finalized during the first Quarter of 2015. Its main findings include:

- The TWG architecture is generally sound but performance (i.e., implementation) is mixed. As a result TWG contributions to achieving sector objectives and national development goals, including aid effectiveness and public sector reforms, is uneven. RGC Chairs and Secretariats tend to view the overall performance of TWGs higher than do the DP Lead Facilitators (Table 17).
- TWGs that perform well over time tend to exhibit a mix of common factors. These factors include: strong government ownership; committed leadership by the Chair; active commitment and support from DP Lead Facilitators; sound managerial capacity; high levels of trust and good communication; strong secretariats; clear Terms of Reference, sector development plans and strategies; annual TWG work plans; regularly scheduled and well managed plenary meetings; active sub-groups; self-initiated TWG retreats and reviews; and considerable time and effort on the part of all stakeholders.
- TWGs also face a number of challenges and constraints that can impede good performance. First, there is lack of an over-arching accountability framework to monitor and evaluate performance. Second, in some TWGs certain development issues have become increasingly contentious, while in other TWGs shifting circumstances are changing stakeholder perceptions of development priorities. Third, aid and investment modalities are changing and new development actors are emerging. Fourth, the quality of participation by TWG members, both RGC and DPs, is inconsistent. Fifth, plenary meetings often have agendas that are so crowded they preclude dialogue concerning both technical and policy issues.

The TWG Performance Review Study made six recommendations for strengthening TWG performance in the short and medium term:

- Full implementation of the Development Cooperation and Partnership Strategy, 2014-2018.
- Second, the TWG P&H, along with the CDC as Chair, should play a more active role in providing leadership for the overall TWG infrastructure.
- The CDC should play a more active role in ensuring that TWGs are accountable to a higher authority for performance and progress toward JMIs.

- The TWG landscape in terms of the number and sector coverage should be rationalized.
- The CDC along with the TWG P&H should encourage TWGs to assess how well they perform each function and identify areas and plans to strengthen core functions.
- The Guidelines on the Role and Functioning of the Technical Working Groups (October 2010) should be reviewed in light of the new development context and aid modalities.

TWG Recommendations

The findings of the Strengthening Exercise conducted by the 15 TWGs have shown similar recommendations. There are many recommendations that apply generally for all TWGs as well as some unique actions to be taken by individual TWGs (a summary is provided in Table 15).

Common actions/general recommendations

Overall, based on the reports submitted, general recommendations have been proposed to improve the TWG performance. These have been incorporated into the revised TWG Guideline and include the following:

- Conducting regular meetings, based on an agreed schedule, that are facilitated by an effective Chair with ownership respected by all members, with well-thought-through agenda and concrete action points for implementation and follow-up;
- Clear Terms of Reference is needed for each TWG. Thus, all TWGs reported mentioned a need to draft, revise or update the TWG ToR (to include the role of the Secretariat) for better functioning of the TWG and Secretariat in response to the changing Cambodia's development context and the TWGs' roles and functions;
- Effective communication mechanisms are needed for regular and timely information-collecting and -sharing between members;
- Intensify policy dialogue at the TWG level to discuss key policy items and challenges so that key policy decisions are made to ease the implementation on the ground;
- To revise the ToR and membership of sub-groups and delegate topics to these technical sub-groups that can meet informally and report to the main TWG;
- Continued capacity building and strengthening of the secretariat and TWG in coordination, conduct of meetings, dialogues and negotiations, Monitoring and Evaluation, and sub-national supports has been generally raised by most TWGs;
- Review and update JMIs, as needed, and provide a follow-up mechanism to ensure progress is made based on a clear set of goals linked to RGC policy;
- The Roles of CDC proposed by other TWGs are consistent with the DCPS and include the following:
 - To provide extra leadership on clustering/rationalising existing TWGs around thematic frameworks for institutional reforms and capacity development;
 - The P&H TWG to join TWG working relationships through organizing "policy seminars" or "thematic retreats";
 - To play a more pro-active advisory role to TWGs, advising for better functioning of TWGs, and act as a resource centre, including enabling exchanges of lessons and experiences among TWGs and providing updates on aid/development effectiveness knowledge, forums for networking and sector's donor mapping of sector (annually);
 - To further promote TWG capacity on the ODA Database system, PBA, results-based framework, the use of country systems through "clinics" and TWG meetings and retreat;
 - To play a catalyst role in monitoring the implementation of the TWGs' Action Plans and the progress of the JMIs;
 - To assist TWGs in addressing the inter-ministerial coordination and cross-cutting issues, which are one of the most challenging problems for almost all TWGs. Most TWGs proposed GDCC as a forum for discussion on these as well as for reactivating the mutual accountability mechanism it foresees.

Specific actions

For some TWGs like LJR and PAR, to regain momentum, trust and support for their TWGs is critical for the revitalization of the TWG roles and functions. Re-engaging DPs is also necessary.. These

TWGs see the importance of this and so will prepare the TWG Work/Action Plans to communicate a concrete plan for implementation of the reforms.

Other TWGs, including Agriculture and Water, Forestry Reform, Fisheries, Land, Mine Action and HIV/AIDS raised the significant roles of NGOs and/or private sector in the TWG work. They suggest possibilities to include the representatives of these groups in the membership of their TWGs. This will be enabled by reviewing the composition of the TWG, together with that of the sub-groups. Moreover, two TWGs in particular RWSSH and Gender encourage enhanced harmonization among DPs and DP lead facilitators to agree on main issues among themselves before meeting with the TWG. Uniquely, for TWG-IRI, attracting new donors supporting the infrastructure sector, including China and other non-traditional donors, is one key factor contributing to the TWG better performance; while TWG-RWSSH indicates a need for an annual donor mapping exercise to identify the different interventions and approaches implemented by stakeholders and to track information on off-budget support to the RWSSH sector. CDC support has been requested for this exercise and CDC has responded through enhanced reporting on TWG support by DPs being made available in its ODA trends analysis (Table 18 on page 38).

Cross-cutting issues and inter-ministerial coordination have been the centre of attention for many TWGs. These include those working on the public service reforms: LJR, PAR and D&D, on the sensitive issues like land, on agriculture and related sectors like A&W, FR, Fi, and on gender mainstreaming. TWG-LJR and PAR identify a need to set up a mechanism to intensify dialogue between existing cross-sectoral coordination mechanisms. Specifically, TWG-PAR will identify joint objectives and activities with MEF and NCDD-S and other line ministries working in key service delivery areas in order to create synergies in mobilizing additional supports for Public Administration Reform. TWG-D&D sets out to increase engagement by line ministries in the work of Sub-national Democratic Development by inviting them to represent and share experiences together with progress with respect to their activities in the areas of SNDD reform. For TWG-A&W, TWG-FR and TWG-Fi, there has been a consensual recommendation for a more cross-sectoral coordination, timely information-sharing and increased links between sector/thematic policies and work of the three sectors and TWGs. Concrete actions include an update of the Strategy on Agriculture and Water; harmonization among the three sector strategies and program/project development; a need for an improved policy dialogue among the three TWGs at an annual seminar/joint session on common issues; and a better engagement between MAFF, FA and FiA.

Similarly, TWG-Gender, responsible for a sector that is very much of cross-cutting issues, proposes a few unique actions for itself. First is to make improved use of sub-groups. These will be used to discuss technical issues and report results to the main TWG meeting every 2 years. The TWG will also establish a gender mainstreaming agenda for the MoWA representatives to take forward in each TWG they sit in and invite line ministries to send a representative to the TWG to report on gender in their own sector. MoWA will set up a common M&E framework for NR4 for its final report in 2018.

Financing and resource mobilization and capacity at sub-national level is a critical issue for a number of TWGs: Fisheries, Health, HIV/AIDS and RWSSH. Different measures have been and will be done to address a number of issues, such as capacity strengthening, service deliveries, facilitation of roles and functions of TWGs at the provincial level. The approach taken includes peer learning and exchanges of experience and provision of trainings, efforts to mobilize resources including for the local and commune budget, and improved communication lines between the national and sub-national levels.

TWGs like Education and Health, having the necessary criteria for well-functioning TWGs, focus more on the strengthening roles and functions, as well as performance, of the Sub-groups in regard to technical issue discussion. TWG-Education, plans to work towards more coherence and harmonization among sets of indicators to monitor results in the Sector. This entails the creation of a common monitoring framework that makes reference to the Education Strategic Plan, Budget Strategic Plan and Annual Operational Plan, and the TWG-Education JMI. TWG-Health, similarly,

continues bringing the Sub-TWGH representatives to the TWG meeting to ensure linkages, information-sharing and reporting.

Having been aware of the issues that would be raised regarding the expanded roles of CDC and P&H, the TWG has planned a number of measures. The TWG clustering could also help ease the cross-sectoral policy dialogues and coordination. TWG are technical bodies accountable and support their host ministries to attain desired results. To better provide clear guidance on the roles and functions of TWGs, CDC has prepared and finalised, with comments and suggestions from TWG Chairs, DP Lead Facilitators and the TWG-P&H members, the 2015 TWG Guidelines to be discussed at a meeting of the TWG Network in September 2015, together with the review of these Strengthening Exercise results of all TWGs. Last, CDC is preparing a work plan and schedule of the TWG-P&H meetings, which are linked to the implementation of the DCPS.

Conclusion

There is significant evidence of TWGs' focused and committed efforts to review and strengthen their performance. These efforts are to be commended as they demonstrate the leadership of Government and the willingness of all TWG members to work together to achieve improved development results. The findings and recommendations that have been submitted to CDC have been used to revise the Guideline on the Role and Functioning of the TWGs. This paper will be reviewed at a meeting of the TWG Network in the second half of 2015 before being used by TWGs to guide their work and improve their performance.

Table 15. Summary of the Strengthening Exercise Reports submitted by TWGs

TWG	Methods of the exercise	Main findings/recommendations	
		Common actions	Specific actions
LJR	TWG retreat	To have regular meetings (at least quarterly); conduct annual sector retreat to review results; and, if necessary, ad-hoc meetings should be convened, with well-thought-through agenda and concrete action points for implementation and follow-up;	Regain momentum and trust on the TWG Revise and update the Plan of Action from 2005 to mobilise support and set out a concrete plan for implementation Update/revise the list of membership Improve effectiveness of the secretariat; financial support and capacity building measures are needed Conduct a workshop to review the Legal and Judicial Reform Documents and update the Plan of Action (June 2015)
PAR	TWG meeting	To prepare/revise/update clear ToRs of the TWG and secretariat, as well as work plan or action plan, in line with the CDC TWG Guidelines; To revise the ToR and membership of sub-groups and delegate topics to these technical sub-groups that can meet informally and report to the main TWG;	Re-engage DPs to support and mobilise additional resources for PAR as a strategic and medium-term decision Set up an institutional mechanism to intensify dialogue between existing cross-sectoral coordination mechanism Identify joint objectives and activities with MEF, MOI/NCDD-S and line ministries in key services delivery areas Further develop capacity including performance management, e-government, and other advanced HR management
D&D	TWG meeting	To review and update the JMI;	Increase engagement by line ministries by inviting them to present and share experiences/progress in TWG meetings Organise sub-committees based on the three JMIs for the SNDD reform Agree on Action Points at the conclusion of each TWG meeting and include a follow-up of progress
P&H	TWG meeting	To set up/enhance effective communication mechanisms are needed for regular and timely information-collecting and -sharing between members;	Sub-groups to consider DCPS themes (PBAs); Seminars to address cross-sectoral and cross-cutting issues Revitalise support to other TWGs (social; economic; and cross-cutting clusters) A meeting of the TWG Network will be used to review TWG work and DCPS implementation Review and revise the TWG Guideline during Q3 of 2015. Prepare a work plan and schedule of TWG meetings linked to DCPS. Strengthen leadership and capacity in other TWGs is the main factor.
AW	TWG meeting	To intensify policy dialogue at the TWG level to discuss key policy items and challenges so that key policy decisions are made to ease the implementation on the ground;	Maintain the participation of current NGO members; to engage more with the private sector Revisit/update the Strategy on AW and establish task forces and/or subgroups as per recognised needs Identify agenda items that reflect agriculture as a sector rather than as a ministry mandate Encourage a more active sharing of information and debate on agricultural water (irrigation) issues Improve cross-sectoral coordination, i.e. between the TWG-AW and the two other TWGs on Forestry and Fisheries
FR	TWG retreat	To build/strengthen capacity of the secretariat and TWG in coordination, conduct of meetings, dialogues and negotiations, Monitoring and Evaluation, and sub-national supports has been generally raised by most TWGs;	Hold an annual seminar among TWG-FR; TWG-Fi; and TWG-AW on common issues Improve alignment and harmonization among the three sector strategies and program/project development Establish a forest development fund and other funds supporting forest management Strengthen M&E mechanisms, including staff M&E capacity; strengthen institutional and human capacity of the sector Promote the use of PBA and country systems
Fisheries	TWG meeting	To request CDC to provide extra leadership on clustering/rationalising existing TWGs around thematic frameworks for institutional reforms and capacity development; through the P&H TWG to join TWG working relationships through organizing "policy seminars" or "thematic retreats"; to play a more pro-active advisory role to TWGs, advising for better functioning of TWGs, and act as a resource centre, including enabling exchanges of lessons and experiences among TWGs and providing updates on aid/development effectiveness knowledge, forums for networking and sector's donor mapping of sector; to further promote TWG capacity on ODA Database system, PBA, results-based framework, the use of country systems	Review the membership of TWG and its sub-groups in addition to revising ToR Seek active participation of DPs involved in economic development issues Identify new tools to support dialogue between members: web-based dialogue and document repository platform Better the engagement, communications and information-sharing between FiA and MAFF through TWG mechanism Propose for a yearly joint session of the TWG-AW, TWG-FR and TWG-Fisheries, for a global review of the sector Subjects related to sub-national fisheries issues to be included in the TWG meeting agenda For financing and resources for the sub-national support, await the new structure, guided by the new Fisheries Law Strategic directions, TA and increase in RGC budgetary contribution needed to support human resource development Strengthen the integrated FiA/DP M&E system; reinforced link to regional initiatives/projects in fisheries
Land	TWG meeting		Consider including the NGO representation of at least 3 NGOs Enhance partnership and harmonization with DPs on aid and development effectiveness through the agreed JMIs Some areas for improvements in terms of meeting arrangements, agenda and conducting of preparatory meeting

		through “clinics” and TWG meetings and retreat; and to play a catalyst role in monitoring the implementation of the TWGs’ Action Plans and the progress of the JMIs;	Address the lack of commitment by members and coordination and partnership between TWG-Land and other TWGs
Mine Action	TWG meeting	To address the inter-ministerial coordination and cross-cutting issues, and GDCC could be a forum for discussions on these as well as for reactivating the mutual accountability mechanism it foresees	Invite representatives of MEF and MFAIC to join the TWG while maintaining the current NGO members Strengthen capacity of the TWG to deliver its roles and functions Conduct at least 2 TWG meetings per year and as many sub-group meetings as required
IRI	TWG meeting		Enhance more participation from DPs (particularly, China and other non-traditional DPs in the sector) Two DP lead facilitators, instead of one, should be rotated in every two or three The Secretariat of TWG-IRI should be transferred to the General Department of Planning. To enhance sustainability in producing the transport overview, preparation role to be transferred to MPWT
Education	TWG meeting		Review membership to include private sector, at least at sub-working group where appropriate Representatives from relevant line ministries should invited to join the sub-sector working groups Strengthen performance of the Sub-groups, including conduct of meeting Further strengthen capacity of the secretariat Increase more coherence between sets of Sector indicators developed (ESP; BSP and AOP; JMI) A follow-up mechanism needed to implement decisions made at the TWG meeting
Health	TWG meeting		Continue the current composition and roles and functions of the sub-groups Improve communication on the status and progress of policy proposals and decisions (by TWG sub-groups) Use the TWGH Secretariat meeting is more ideal venue for selected policy discussion Facilitate and strengthen the TWG functions at the provincial level Have Health Partner retreats to strengthen coordination of HP’s suggestions for the TWG agenda and inputs;
RWSSH	Key informant interview; Questionnaires; Document review; TWG meeting		Harmonise relevant key DPs in a more integrated and coordinated way, facilitated by DP Lead Facilitator. High level meeting between Chair, Co-Chair and some main DPs should be organized separately to raise profile In the process of re-organizing the sub-groups (including roles and functions) Start recruiting an assistant to the Secretariat Conduct a review of all the major RWSSH interventions to look deeper into their approaches, for better alignment Key policy items that are identified by implementers as the constraint need to be brought up and thoroughly discussed Systematically track the resources flowing into the sector to formulate NAP (CDC could provide support in this regard) Create a meaningful platform for functional transfer to the sub-national level for some parts of the TWG responsibilities
HIV/AIDS	TWG meeting		Review the membership and composition to include private sector representatives in addition to civil society Review to strengthen the structure of the TWG-HIV/AIDS as the number of partners working on HIV is declining Align Sub-TWGs with the Strategic areas of the NSPIV Discuss the need and opportunities to streamline the various existing coordination mechanisms (i.e. with TWG H) Review to further improve overall aid effectiveness and governance for the HIV response when the NSPIV is available Need to increase domestic resources for HIV activities; efforts in mobilising is in the process, including local/commune Build capacity to coordinate the HIV responses, conduct dialogues and for increased sub-national governance capacity
Gender Equity	TWG meeting		Use Sub-groups for discussion on technical issues (report results to the main plenary TWG every 2 years) Use TWG meetings for high-level policy issues only Encourage harmonisation among DP and CSO groups before the TWG meeting Play a more active role in aid coordination and monitoring under the framework of NR4 Provide orientation and capacity building for new members; a new co-facilitator for WEE and one for Governance SG Establish common M&E framework for NR4 for its final report in 2018 Strengthen knowledge and capacity on how to engender the SDGs and how to prepare for ASEAN integration Establish a gender mainstreaming agenda for the MoWA representatives to take forward in each TWG they sit on Line ministries to send a representative to the TWG-G to represent and report on gender in their own sector

			Develop a modality for joint monitoring and how to support other TWGs related to gender
PFM	No report received		
PPR	No report received		
PSD	No report received		
SP,FS&N	No report received		

Progress on Implementation of the JMIs

The Joint Monitoring Indicators (JMIs), which are based on principles of mutual accountability for achieving development results, provide a framework for setting medium-term goals based on development outcomes that have been prioritised in the Rectangular Strategy – Phase III. They are therefore also closely associated with priority targets defined in the NSDP and its monitoring framework. From a partnership perspective, the JMIs are one of the principal tools employed to support the implementation of the Development Cooperation and Partnerships Strategy 2014-2108. To secure improved performance through a continuous and consistent focus on priority objectives, a new set of sectoral JMIs was selected in October 2014 for the full 5-year 2014-2018 NSDP implementation period prior to ratification by the Prime Minister. They are, however, subject to an annual progress review and reporting to CDC so that annual activities may be agreed to ensure that targets remain on-track.

Progress in implementation

Progress in implementing the 20 JMIs within a six-month period, since October 2014 to March 2015, has been reported. Challenges encountered and recommendations on any follow-up actions were also elaborated in reports received from TWGs. Overall progress has been encouraging (see Table 16), although the speed and depth varies across priority areas. Fourteen of the 20 JMIs reported on-going work with good progress towards achieving targets by end 2015, while six reported concern related to their JMI implementation. These latter TWGs include TWG-D&D, TWG-MA, TWG-Education, TWG-Health, TWG-RWSSH, and TWG-HIV/AIDS. The progress in implementing the 20 JMIs is reported in five sections, in accordance with the priority areas of RS III, namely (i) good governance, (ii) promotion of the agricultural sector, (iii) development of physical infrastructure, (iv) private sector development and employment, and (v) capacity building and human resource development.

Core of the RS – Phase III: Good governance

The Legal and Judicial Reform TWG (JMI 1) reported that overall there is good promising progress made on the implementation of activities leading to Output 1 (the dissemination and enforcement of the three main laws concerning judicial system) and Output 2 (the improved Case Management of the new General Department for Court Organization and the deployment of related new court staff at court level). However, Output 3 on non-custodial alternatives was report to have made only small progress. At least two main challenges faced the TWG. These include: (i) a need for a significant increase in the judicial budget; and (ii) more opportunities for meaningful consultations and engagement of relevant stakeholders. As a result of this review, the TWG has been clear in setting out a number of follow-up actions required for further success in its JMI implementation.

For Public Administration Reform work (JMI 2), targets have been achieved. The National Program for Public Administrative Reform (NPAR) 2015-2018 including an action matrix was approved by the RGC. The NPAR's Action Plans have been identified to achieve three following goals: (i) promote the delivery of public service; (ii) strengthen human resource management and development; and (iii) improve the pay system. Since NPAR has already been approved since January 2015 (Output Indicator achieved), the TWG in 2015 will revise its targets upwards and work on new output indicators and activities, with a specific focus on jointly implementing NPAR with the other core governance reforms in selected priority sectors.

The TWG-D&D (JMI 3) reported that Output Indicator 1 (Subnational Authorities (SNAs) collect at least 3% of their total budget in the form of tax of non-tax revenue by 2015) will not be met by the timeframe; however, this indicator remains relevant, and so has been retained in the design of the new implementation plan covering 2015-2017. The key challenge to progress remains a lack of consensus within the General Directorates on the Ministry of Economy and Finance regarding the issue of own sources of revenue. The second output indicator on the transfer of at least two important functions, staff and resources by line ministries to SNAs remains appropriate. Nonetheless, significant progress is needed for it to be achieved by end-2015. The main constraints to the transfer reported are reluctance of the ministries; a need for Civil Service Reform to establish

the legal framework for SNA personnel including the mechanisms for the personnel to be transferred from line ministries to SNAs; a need for these issues to be dealt with at the highest level of the government; and human resource constraints within the NCDD-S. Moreover, all preparations for implementing the Social Accountability Strategic Plan have been completed. Since the main implementation phase beginning in 2015, significant progress has been made in resource mobilization with DPs to support NGO demand-side activities; therefore, the indicator is on-track to be achieved.

Further improvement in budget comprehensiveness and transparency has been reported by the TWG-PFM to be on-track and on-going. Implementation of the second output on improvement in financial accountability with a further improvement in budget credibility and accountability line has also been on-track (with domestic revenue collection increased by 1.45% in 2014, exceeding the target of 0.5% of GDP). Work on the remaining indicators is still on-going. The TWG also reported their on-going work toward having at least 10 ministries implementing full program budgeting and piloting budget entity (Output 3). A number of challenges have been raised. Generally, these include a lack of quality Budget Strategic Plans (BSPs) preparation; unclear sub-programs; limited capacity for revenue forecasting, cash planning and management in the responsible institutions/agencies; and the complexity of the program budgeting implementation. That said, better partnership and cooperation, as well as the continued firm support by line ministries/agencies, is essential for the Public Financial Management Reform Program. The TWG-PFM identifies a need to establish concrete mechanisms in providing both necessary in-house and outside trainings to relevant stakeholders.

The Partnership and Harmonization TWG (JMI 5) reported mixed progress. Since after the finalization of the Development Cooperation and Partnerships Strategy (2014-2018), the share of ODA using PFM systems and the procurement system shows sign of improvement; however, the use of PBAs is actually a little bit declined comparing to the baseline data. In addition to the use of PFM systems, the aid on budget also improved to 74% as information was provided by development partners to the ODA Database for budgeting purposes. This is due to the adoption of a different methodology; the higher figure of 74% uses the data that is provided through the ODA Database to MEF as part of Budget formulation. This approach is felt to more fully reflect the efforts of development partners to report their projected disbursements to RGC via the ODA Database, which are then shared with MEF, although not always included in the Budget. Using the same methodology as the baseline (also reported in the table above) produces a figure of 17.2%. The concern here is not that there has been a decline but, rather, that donors completing the ODA Database data entry are not sufficiently aware of what information is required and the numbers are therefore not reliable. CRDB/CDC is currently initiating a renewed outreach programme to ensure data quality is improved.

Regarding the progress of partnership work, the P&H-TWG is supporting RGC in leading development effectiveness work. The DCPS (2014-2018) addresses a joint commitment by the Government and DPs in strengthening effective partnership work towards achieving results. The membership of the TWG was updated. The P&H-TWG has led the process of TWG performance review which is now being followed up through a 'strengthening exercise' due to be completed during Q2. A meeting of the TWG Network is also scheduled for Q3 in order to identify, discuss and agree measures to improve performance. In the next step, further progress must be sought by: (a) dedicated support to PBAs across line ministries that have identified these as priorities; and (b) continued implementation of PFM reform at sector level to strengthen PFM and procurement systems. Development partners must also be encouraged to understand and use national systems, employing capacity development support or additional safeguards to address fiduciary risk. This includes improved reporting to the ODA Database to support planning/budgeting and to ensure accurate P+H JMI monitoring.

The TWG-PPR reported either completed or on-going status with good progress for all its 3 Outputs. First, the target for the finalization, approval and implementation of the NSDP along with the 3-Year Public Investment Plan (PIP) scheme and the strengthening of the planning, monitoring and evaluation mechanisms have been partially-met with good progress made. Second, the preparation of the concept note and dialogue on possibility of linking Health PIPs and NSDP has been

completed. Third, the work towards the approval and implementation of the National Strategy for Development of Statistics (NSDS) 2016-2018 and National Science and Technology Master Plan 2014-2020 for better planning and higher productivity is being done with some targets met. To continue the good progress and make sure all targets met, the TWG-PPR emphasizes the necessity to continue quality cooperation between stakeholders in following up actions agreed at the TWG meetings and the sub-group meetings, aligning DPs' support, and building the TWG capacities in regard to statistics, planning, M&E and other related topics.

The work on Anti-Corruption has also been reported to be on-track in achieving targets. Self-assessment report on laws and law enforcement in relation to fighting against corruption has been drafted and submitted to the Council of Ministers for input and comment. The Executive Summary Report on the UNCAC Implementation Review of Cambodia was set to be developed by the UN and UNCAC state parties. However, the task is not without its challenges. The process of collecting relevant data and statistics to complete the self-assessment report has been difficult because Cambodia does not yet have information technology system to manage, collect and analyze information on the number of cases at relevant institutions/ministries and courts. The ACU has also confirmed that 100 percent of Higher Secondary School civic education teachers were trained on anti-corruption education, though the process is on-going. Progress on cooperation between the private sector and the ACU in anti-corruption ethics and compliance in business is enhanced through: 3 consultation meetings with the participation of 28 private sector entities and 10 government private sector working groups; 20 companies having signed an MOU on Cooperation with ACU; and the Guidebook on Anti-Corruption Program being finalized.

Side 1 of the Rectangular Strategy: Promotion of the Agriculture Sector

During the reporting period in March 2015, achievement of the 3.18t/ha target on average rice yield was almost achieved (3.08t/ha). The output was lower than expected due to the unsuitable climate encountered drought in the early season and the Mekong flood in the middle of wet season. The expected output indicator would be 3.122t/ha in 2015-2016. However, the TWG has had good achievements for the remaining outputs. The Crop Diversification Index reached 39% (exceeding the 35% target) and irrigated area for rice crop reached 1.546 million hectare (exceeding the target of 1.545 million hectare). The 10-year Strategic Planning Framework for Livestock was set to be submitted for endorsement by end of April 2015. Role and functioning of the TWG-AW has been revised and endorsed during the plenary TWG meeting in early April in line with the TWG Strengthening exercise supported by CDC and the P+H TWG.

Progress was realized in the implementation of sustainable forest management and conservation to ensure a contribution to poverty alleviation and macro-economic growth (JMI 9). The Community Forestry is set to be enhanced and increased and the reforestation on non-forest and/or heavily degraded forest areas is on-going with some progress made. 66,932 hectares of Protected Forests and Wildlife Conservation Areas was established (about 67% of target set). The last output on sustainable Forest Financing program through one signed Emission Reduction Purchasing Agreement was completed. Therefore, the TWG-FR has set a new target of 200,000 Voluntary Carbon Units to be sold in 2015. Despite the good progress, a number of challenges have been raised. These include the interdependence on MAFF in the approval of Community Forest establishment; limited capacity and human resource in the Forestry administration; insufficient fund supports; time-consuming and complex procedures and the issues of harmonizing the implementation of REDD+ at both national and subnational levels.

For Fisheries, by the first quarter of 2015, good progress has been made on the Output 1 (JMI 10) on wild-harvested fish production, effective deep pools protection, registered Community Forests being strengthened and the establishment of community fish refuges. The demarcation work has not been significantly implemented both for flooded and coastal forests during the reporting period because of other budgetary priorities. This, however, will be carried out in Q3 and Q4 of 2015. The indicator on aquaculture production was 120,000 tons in 2014 (increased by 20% in annual projection), exceeding the target of 102,000 tons produced by the end of 2015. One MoU on general cooperation in the fisheries sector and a separate one called MoA on the cooperation arrangement

on safety assurance for export fish and fishery products between Cambodia and Vietnam had been drafted and exchanged for comments. The National Strategic Plan for Fish and Fisheries Value Chain has been initiated and the consultant recruitment for developing the document has been processed. The draft national standards for fish paste, sun-dried fish and quick frozen shrimp/prawn have already been approved by the National Standard Council and being put for official endorsement by the National Board Committee (inter-ministerial) meeting. The constraints faced in the implementation are mainly related to limited capacity of FiA's M&E and the quality of the system itself, which needs to be well-adapted by all partners in order to have good synchronization in the future. The TWG emphasizes the importance of CDC's further technical support in regard to the PBA awareness.

The Comprehensive Land Policy (JMI 11) was finalized and submitted to the Council of Ministers for endorsement in March 2015. The first draft of Land Management and Urban Planning Law is being discussed at the technical level, and the draft Construction Law is being developed. This is on-track to being publicly consulted and finalized by end-2015. Moreover, the National Housing Policy has been adopted since May 2014, with the General Department for Housing and line departments and bureaus established and Prakas on establishing sub-national mechanisms in place. At least 28 Indigenous Peoples Communities (IPC) will be registered by the end of 2015, as to date there have been 21 communities involved in collective land titling, while the remaining 7 are in the planning process (the target set was 10 IPCs). Until March 2015, 26 Interim Protective Measure has been provided to the IPCs that have submitted their applications. In addition, a final draft of instructions to convert private land title of indigenous peoples to communal land title was finalized for internal review and consultation and the external consultation is expected to be conducted in May 2015. Training courses on the Sub Decree 83 were provided for the provincial state land management committee, district working groups and NGOs in three different provinces. A number of training courses were also conducted to enhance capacity of the Cadastral Commissions at district and provincial levels. On the last output, stock-taking exercise of state land available for social land concession is under review. Overall, good progress has been made in implementing JMI 11.

The target to release land (of mine/ERW affected areas) and for it to be used productively by intended beneficiaries for the development of their livelihoods and for rural infrastructure has been mostly met. However, there has not been any training to the Mine Action Planning Unit staff members on land rights yet. In 2014, there were 154 mine/ERW casualties reported, which is still more than the target of less than 100. The set target of at least 1,000 villages visited during Quality of Life Survey by the CMAA staff was not met yet (actual: 162 villages visited in 2014). The TWG-MA reported that the set target for 2014-2015 will be unachievable due to limited number of their staff. Thus, a new indicator of at least 500 villages visited has been set instead.

Side 2 of the Rectangular Strategy: Development of Physical Infrastructure

Transport system improvement has been considered an important priority as part of infrastructure building in Cambodia and the Ministry of Public Works and Transportation has planned for a number of outputs to be achieved by end of 2015. These include the starting of the construction activities of major roads (NR1; NR2; NR3; NR5 and NR7); expand SHV port; legislate the Port Act; and to formulate expressway development plan of priority sections. These works are in the process with some targets partially met. The TWG-IRI has reported some slight delays occurred. Another output on national electricity grid network improvement to complete the construction of the 115KV and 230KV transmission lines been successful. However, the TWG-IRI is continuing the work.

Side 3 of the Rectangular Strategy: Private Sector Development and Employment

The Council for the Development of Cambodia reports progress in the implementation of private sector development indicators (JMI 14). The Business Plan for the National Single Window was endorsed in 2014, but implementation is contingent to mobilization of budget. Moreover, the National Trade Repository (NTR) is expected to be launched in August 2015. Certificates of Origin have been automated with support from the World Bank Group, and the automation of company registration is being tendered. Progress has been reported on activities for improving the Business Enabling

Environment as follows: (1) draft Amended Investment Law is under discussion; (2) Sub-Decree for setting up a National Committee on Non-Tariff Measures and NTR has been passed since 2014; and (3) the draft E-commerce Law has been finalized by the Council of Ministers.

Side 4 of the Rectangular Strategy: Capacity Building and Human Resource Development

During the reporting period, the Education TWG (JMI 15) reported that the percentage of five-year old children in ECE increased from 56.6% in SY 2012/13 to 61.4%, below the target of 66% for SY 2014/15. Additional efforts for achieving the target and reviews of the target in the Mid-term Review of Education Strategic Plan (ESP) 2014-2018 in 2016 are required as the target is perhaps too ambitious. The lower secondary gross enrollment rate increased from 53.6% in SY 2012/13 to 55.3% in 2013/14 and decreased slightly to 55.1% in SY 2014/15 against the target set at 66.9%; while the survival rate to grade 9 increased from 30.7% in SY 2012/13 to 35.7% in SY 2014/15, achieving the target of 35% set. The lower secondary drop out slightly decreased from 21.2% in SY 2012/13 to 21% in 2013/14; however, this is far from achieving the target of 19% in SY 2014/15. Thus, further efforts are required to catch up. The RGC provided 59,971 scholarships for lower secondary students (59.8% of whom are female), which is already above the 55,000 target. Results of the national assessments of students learning in Khmer and Mathematics at Grade 3 and Grade 6 have been analyzed, and the dissemination of the results to subnational level is on-going. All the targets set for primary and lower secondary students receiving textbooks have already been achieved (Grade 1-3; 4-6; and 7-9). Some general follow-ups actions have been identified. These include a need to strengthen the process of the TWG-Education at the subnational level where aid effectiveness could not only make at policy level, but also at implementation level; implementation gaps among regions to be identified with respective interventions; and an increase in involvement by communities and private sector in education.

With regard to Health (JMI 16), progress against the targets set was mixed. The share of deliveries at health facilities increased to 83% in 2014, achieving the target, but on-going progress remains to achieve the 85% set for 2015. The percentage of Health Centers with at least one secondary midwife increased from 75% in 2013 to 80% in 2014, below the targets of 85% in 2014 and 100% in 2015. However, this was a result of a time-lagged effect of the HC constructions to be functional only in 2014. In this regard, the target of this indicator is proposed by the TWG-Health to be 85% for 2015. The contraceptive prevalence rate increased from 34% in 2013 to 39% in 2014, achieving the target of 37%. The percentage of exclusively breastfeeding until 6 months was set to reach 75% in 2014 and 76% in 2015. However, the actual result was only 65% in 2014 (a major decrease from 74% in 2010). The Ministry of Health and the Health Partners perceived several challenges, including an increase of young women in employment (secondary and tertiary sectors); the easy access to Breast Milk Substitute by strong advertisement campaigns; and the increased value of women's time in the phase of rapid socio-economic development. Therefore, an indicator revision has been proposed to "percentage of early initiation of breastfeeding within one hour of birth increases from 65.8% in 2010 to 70% in 2015 among women who delivered at health facilities".

The TWG-RWSSH reported on-going work in regards to the establishment of the National Program for Rural Water Supply, Sanitation and Hygiene, with articulated roles and functions at national and subnational levels, which is on-track to achieving the target. The TWG also mentioned that resources to be allocated to RWSSH by the government increased by at least 10% annually, as targeted; nonetheless, there has been a delay reported in the implementation of program-based budgeting for rural water and sanitation since the DP/NGO Mapping is still in process. The target on the development of Management Information System (MIS) (by December 2014) had been delayed but is still in progress. This has led to a delay in the training of relevant staff in charge on the functioning of MIS system and data collection (previously set to be done by June 2015).

Regarding HIV/AIDS, the target on 80% of coverage for interventions for MARPs (Output 1/JMI 18) has not been reached yet and the implementation is on-going. One main challenge to this is the data recording issue as there was no surveillance update of data conducted in 2014, as the TWG reported. The targets on percentage of adults and children with HIV currently receiving treatment have not been reported yet, though this work is on-going. In addition, the work leading to costing

NSPIV through best available evidence and resource mobilization plan is still on-going as the completion of NSPIV faced a delay and was set to be done in June 2015.

The Social Protection, Food Security and Nutrition TWG (JMI 19) reported good progress made. The strategic national documents such as the National Strategy for Food Security and Nutrition (NSFSN), the Road Map for Nutrition 2014-2020, and the investment plan for Nutrition have already been adopted, with several costing exercises done. Therefore, the TWG has proposed for a revision on the output, which is “The National Strategy for Food Security and Nutrition (NSFSN), the MoH, MRD and MAFF Road Maps for Nutrition, and their respective investment plans for Nutrition are developed coherently through meaningful consultation and formally adopted along with enforcement of existing guidelines by the RGC.” The work strengthening the information and knowledge management, data analysis and coordination at national and subnational level to measure the evolution of FSN situation is still on-going, but remains challenging. In addition, some targets and activities set for the approval of the National Social Protection by 2014 have been achieved and continued, while some remain in progress. The TWG thus proposes a change to the second Output to “A National Social Protection Action Plan is approved in 2015 to scale up the delivery of social protection programs through an effective, efficient, and coordinated system.”

On Gender (JMI 20), the Cambodian Gender Assessment 2014 and the Five-Year Neary Rattanak IV 2014-2018 were finalized and officially launched in December 2014. Line ministries have disseminated the documents internally through their Gender Mainstreaming Action Groups. The National Gender Policy document has also been drafted internally for further review based on the outcome and findings from the forthcoming Gender Audit on Governance, Leadership and Decision-making. Progress has been made regarding the MAF implementation work until end of 2015; the finalization of the policy on Women’s Economic Empowerment (WEE); and the approval of NAPVAW II by the Council of Ministers. The proportion of women in decision-making in the civil service was reported to increase from 19% in 2012 to 20% in 2014; the proportion of female civil servants has increased from 37% in 2013 to 38% in 2014; while the rest of targets are not reported due to the pending PBA on women in leadership.

Way forward for promoting the effectiveness of the JMIs

The successful use of the JMI model requires continued effort in three principal areas: focusing on results, mobilizing resources and strengthening partnerships. Focusing on results must begin with a clear link between the JMI and the NSDP or sector policy/plan. This can be increasingly assured by adopting or consolidating a PBA that places the programme at the centre of all dialogue on results, resourcing, implementation and monitoring. Many TWGs reported to be making good progress on these. Efforts must be maintained and strengthened relates to resource mobilization and partnership building. Most TWGs appear to have made important strides in establishing closer working relations based on respect for national ownership and a mutual commitment to achieving results based on RGC priorities. This important progress can now be consolidated by moving towards improved adoption and utilization of PBA management practices that clearly link sector programme objectives with resources and monitoring arrangements. This is very much in line with the recommendations identified in the previous section on TWG performance review. The on-going strengthening of the TWGs in specified areas will also serve to reinforce the implementation of the JMIs.

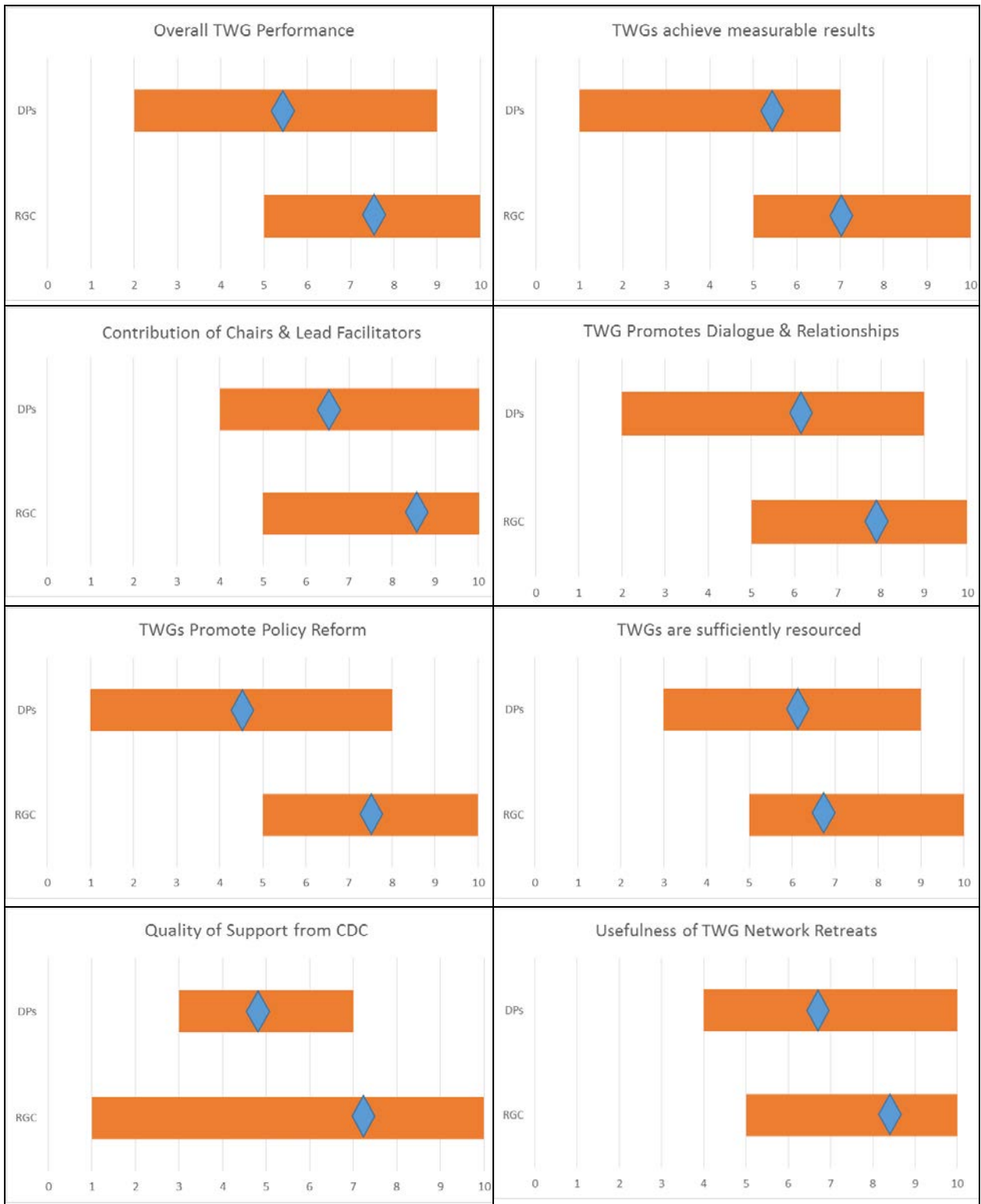
Table 16. Summary of JMI implementation status

Target	Action Needed	Summary Progress
Core of the Rectangular Strategy: Good Governance		
1. Judicial service & access to justice are strengthened	1. Dissemination and enforcement of the three main laws concerning judicial system 2. Case Management improved 3. Lawyers for the poor	1. Good progress 2. Promising progress 3. Some progress
2. Cambodia Civil Service is more transparent, efficient, and effective	Action Plan for Administration Reform approved by 2014 (Compensation Reform; Public service standards; HR management and development)	NPAR 2015-2018 approved Action Plan prepared
3. Public service delivery brought closer to citizens	1. Legal framework and capacity of SNAs strengthened for own source revenue collection 2. Functional reassignment process implemented (from Central Government to SNAs) 3. Social Accountability Strategic Plan implemented	1. Target not met, policy analysis reviewed 2. On-going, with small progress 3. On-going, all preparations completed
4. More effective and efficient public financial management	1. Further improvement in budget comprehensiveness and transparency 2. Improvement in financial accountability/improvement in budget credibility and accountability 3. Further improvement in budget policy linkages	1. On-going, partially met 2. On-going, on-track 3. On-track
5. Development cooperation programmed and delivered in line with RGC's priorities/principles	1(a). Increased share of ODA is delivered through PBAs; (b). using procurement systems 2(a). Increased share of ODA reflected in RGC budget and plans 2(b). Financing of development priorities based on all available resources (ODA & RGC's) 3. Improved effectiveness of TWGs and alignment to NSDP 2014-2018 priorities	1. a). Target unmet; b). target exceeded 2. a). Target met; b). data shared with MEF and TWG membership 3. The TWGs external review conducted
6. NSDP 2014-2018 is approved toward achieving all national goals, including CMDGs, and assessed based on quality data	1. NSDP Document finalized, approved, and implemented along with the 3-Year PIP scheme and the Planning and M&E mechanisms strengthened 2. Link between Health PIPs and NSDP initiated on pilot basis 3. National Strategy for Development of Statistics (NSDS) 2016-2018 and National Science and Technology Master Plan 2014-2020 approved and implemented	1. Partially met, on-going & good progress 2. Completed 3. Partially met, on-going
7. Combat corruption	1. Necessary legal frameworks and measures for fighting against corruption are identified 2. Anti-Corruption Education is provided to Lower and Higher Secondary School students and students/trainees at RSA, RCJP, RMA, RPA, and SMS 3. Cooperation between the private sector and the ACU in anti-corruption is enhanced.	1. Draft assessment submitted to CoM 2. On-going, good progress 3. Successful, on-going
Side 1 of the Rectangular Strategy: Promotion of the Agriculture Sector		
8. Enhanced agricultural productivity and diversification and water resource management	1. Average rice yield reached 3.18t/ha 2. The Crop Diversification Index reached 35% of total sown area 3. Irrigated area for rice crop reached 1.545 million ha 4. SPFL document submitted to RGC for signature	1. Partially met, on-track 2. Target exceeded 3. Target exceeded 4. To be submitted for endorsement
9. Sustainable forest management and conservation	1. Community Forestry strengthened and increased 2. Reforestation on non-forest and/or heavily degraded forest areas 3. Establishment of Protected Forests and Wildlife Conservation Areas 4. Sustainable Forest Financing program through one signed ERPA	1. On-going 2. On-going 3. Partially met, on-going 4. Completed
10. Mgt, conservation, and dev't of sustainable fisheries	1. The availability of fresh water and marine fisheries production remains stable 2. Fresh water and marine aquaculture production substantially increased 3. Improved support for quality & safety of fish products to fishers, processors & exporters	1. Partially met, on-going, good progress 2. Target met 3. Documents drafted, awaiting approval
11. Administration, management and distribution of land	1. Comprehensive Land Policy and legal framework on LMUP completed 2. Land Registration Process is strengthened (focus on IPCs and vulnerable households) 3. Countrywide acceleration of implementing the SLCs distribution program	1. Partially met, on-going dialogue 2. On-track; good progress 3. Stock-taking of state land under review
12. National mine action program	1. Released land is productively used by intended beneficiaries for development purposes 2. Reduction in the number of reported mine/ERW casualties 3. Mine/ERW survivors are informed of their rights and have access to effective support	1. Some targets met, on-going 2. Target unmet 3. Target unmet, on-going
Side 2 of the Rectangular Strategy: Development of Physical Infrastructure		
13. Improved access to efficient and safe infrastructure system	1. (i) commence construction activities along major roads, (ii) expand SHV port and legislate the Port Act, and (iii) formulate expressway development plan of priority sections 2. Complete the construction of the 115 KV and 230 KV transmission lines	1. Partially met, on-going, with some slight delays 2. Successful and on-going
Side 3 of the Rectangular Strategy: Private Sector Development and Employment		
14. Increased trade flows and improved Business Enabling Environment	1. Increased trade flows, by streamlining border procedures and improving transparency of trade and investment rules 2. Business Enabling Environment improved as a result of regulatory reforms	1. Partially met, on-going 2. Amended Investment Law under discussion, Sub-Decree on NTM&NTR passed, draft E-commerce law finalized
Side 4 of the Rectangular Strategy: Capacity Building and Human Resource Development		
15. Completion Rate of Students in Basic Education increased	1. Increased student promotion rate in primary particularly in early grades 2. Student enrolment in Lower Secondary increased and drop-out at the lower-secondary reduced and controlled 3. Student learning performance in Khmer and Mathematics at Grade 3 and Grade 6 improved	1. Partially met, on-track 2. Gross enrolment rate below target, survival rate to grade 9 met, lower secondary drop-out rate far from target, target met for lower secondary scholarships 3. Target met
16. A functional and sustainable national health system	1. Improved RMCH through enhancing quality and effectiveness of health care services via: (a) Expanded coverage of deliveries by skilled birth attendants at health facility (b) Expanded consultation services on birth spacing options 2. Improved nutrition status through: increased provision of counselling on exclusive breastfeeding and appropriate complementary feeding	1. a). On-going; 2. b). Partially met, on-going progress 2. Backward, far below target
17. Improved wat-san in rural areas	1. National Program for RWSSH reflected roles of national and subnational level established 2. Resource flow of RWSSH sector increased 3. Unified RWSSH sector Management System (MIS) developed and operationalized	1. Partially met, on-track 2. Partially met, some delays 3. Delayed, back in progress now
18. Reduce new HIV/AIDS infections/death and increase ART coverage	1. 80% Coverage interventions for MARPs 2. Eligible PLHIV on ARV treatment for Adult and HIV infected children 3. Costed NSP IV using best available evidence and resource mobilization plan endorsed	1. Target unmet, with some progress 2. Partially met, on-going 3. Awaiting the completion of NSPIV
19. Improved SPFSN status and social protection system	1. FSN strategies for effective and harmonized implementation are developed and funded 2. A NSP Action Plan is approved (in 2014) to scale up the social protection programs delivery	1. Successful, on-going 2. Partially met, in progress, Action Plan to be approved by 2015 instead
20. Improvement in the enabling environment for gender equality and women's empowerment	1. NearyRattanak IV and National Policy for GE and WE put in practice 2. Two main gender equality PBAs on WEE & NAPVAW fully functional 3. Women's participation in decision making in the public sector increased to meet the CMDGs	1. Policy documents finalized, approved and being disseminated 2. Established, resourced & implemented 3. On-going, on-track

Table 17

TWG Performance Review: Survey Scoring Summary

TWG Chairs and Lead DP Facilitators were asked 8 questions related to TWG performance and support. Responses were provided confidentially but the following charts show the averages and the range of responses across the 14 TWGs for which both RGC and DPs data was provided.



Quantitative analysis shows that: (i) based on averages across 14 TWGs, RGC rates TWG performance higher on all criteria; (ii) the range is quite high across all questions, meaning that TWGs have a wide range of perceptions and experience; and (iii) RGC average perceptions generally fall in the upper half of the range (i.e. 5-10) while the variance for DPs is larger with the average more often extending to the lower half of the scoring range.

Analysis of TWG funding

The effort to strengthen TWG performance and sector management can be assisted by viewing the data regarding project support and development partner activity in each TWG. This is presented in Table 18 below. The data is presented according to the NSDP categories, however the mapping is not precise (the standard ODA Database sector classifications are more closely referenced to the NSDP). It must also be noted that figures represent total development partner support, some of which is to non-Government actors.

Table 18. 2014 Funding and Development Partner Activity in TWGs

	Total 2014 (USD 000s)	# DPs	Projects in TWG	Average project size (USD 000s)
<i>Social sectors</i>				
Health	131,170	15	60	2,186
HIV/AIDS	10,392	6	9	1,155
Education	74,510	12	47	1,585
Food Security and Nutrition	33,532	5	7	4,790
Rural Water & Sanitation	57,279	7	10	5,728
<i>Sub-total social sectors</i>	<i>306,884</i>		<i>133</i>	<i>2,307</i>
<i>Economic sectors</i>				
Agriculture and Water	191,942	14	64	2,999
Fisheries	7,255	5	9	806
Forestry	8,547	7	18	475
Land	4,813	4	11	438
Mine Action	15,070	6	8	1,884
Private Sector Development	7,038	8	9	782
<i>Sub-total economic sectors</i>	<i>234,665</i>		<i>119</i>	<i>1,972</i>
<i>Infrastructure sectors</i>				
Infrastructure & Regional Integration	442,911	8	68	6,513
<i>Cross-sectoral and administrative sectors</i>				
Public Administrative Reform	927	4	4	232
Public Financial Management	17,312	7	10	1,731
Decentralization and Deconcentration	28,143	9	16	1,759
Gender	8,065	11	21	384
Legal and Judicial Reform	10,144	10	15	676
Partnership & Harmonization	1,721	2	2	861
Planning & Poverty Reduction	6,405	5	6	1,068
<i>Sub-total cross-sectoral</i>	<i>72,718</i>	<i>48</i>	<i>74</i>	<i>983</i>
Multiple TWGs (> 4)	35,393	3	4	8,848
No TWG	129,015	23	191	675
Grand Total	1,221,587	34	589	2,074

This data only reports what has been recorded by development partners regarding their TWG activity linked to project funding. It is also acknowledged that some development partners make an important contribution to TWGs and partnership work without having any projects or funding (e.g. the Partnership & Harmonisation TWG includes all development partners but only 2 recorded partners and projects). NGOs are also important TWG members but their membership and contributions are not included in this analysis.

The importance of the Health (15 partners, 60 projects), Agriculture & Water (14/64) and Education (12/47) TWGs is immediately apparent. Other TWGs with fewer partners and projects may consider this data and contextualise it with other information in order to reach informed decisions about the best approaches to secure their coordination and development effectiveness objectives. Overall, the Infrastructure and Regional Integration TWG coordinates the largest portfolio (USD 442,911 in 2014, 36% of funding but only 12% of total projects). Social sectors account for approximately a quarter of both funding and projects, while the economic sectors account for an additional fifth. It is also noteworthy that almost one-third of all projects (191/589), representing 11% of total funding, are not associated with any TWG. This emphasises the need for mechanisms outside of the TWG framework to support coordination work.

6. Conclusion

This 'Cambodia Development Cooperation and Partnerships Report' has provided an opportunity to take stock of the evidence relating to progress in development partnerships and provisions of development cooperation in 2014 in line with the changing context of aid landscapes at global and national level. It also represents a committed effort to learn from the experience of implementation in order to identify how development partnership arrangements have been reformed. Based on this understanding, lessons can then inform policy dialogue and future direction of effective development cooperation management in Cambodia in order to make an increased impact on development results.

The report has revealed that, in an evolution of global aid architecture, the role of ODA in Cambodian context is continued to be a catalyst in support its national and development financing with the need of continued growth in development partner support. There have been signs of significant progress in stronger Government ownership and efforts to contextualize global norms and principles through strategic policy development and reforms, principally the efforts to upgrade the economy from LDC and the moving toward LMIC status.

The efforts in TWG strengthening exercise and the preparation of the Joint Monitoring Indicators (JMIs) for 2014-2018 have been critical parts of 2014 results-based partnerships. Notably, the 2014 TWG independent review addressed that, *'the TWG architecture is generally sound but performance is mixed and there are several areas in which improvements should be made in line with joint partnerships including shared learning and commitment that promote individual TWG performance'*. This would need a further reinforcement of the individual TWG leadership in supporting and accounting sector results.

The objectives, indicators and targets included in the DCPS results framework were in line with global commitments made in Busan. The Royal Government will need to continue implement these principles with strong collaboration with all development partners. The effort to use country systems has been progressing well and requires continued efforts to move further based on previous evidence, emphasizing on the requirement to move forward the use of programmatic approaches like PBAs.

But there is still more to be done. When upgrading from LDC and moving toward LMIC would require a further critical efforts by the Royal Government in promoting social development (mainly in human capital) and economic growth in sustainable manner, and make smart use of development cooperation to support domestic financing and enabling environment for investments and trades. Additional areas which need to be taken into account, significantly by development partners, are: (i) the increase use of PBAs, which is seen as key to improved resource management and partnership, yet the share of ODA using this management arrangement has slipped to just one-quarter of total aid; (ii) the use of results frameworks that are linked to Government plans and monitoring systems as a central part of the development effectiveness effort; and (iii) the sharing of forward-plans on resourcing.

Annex 1.

Disbursements by development partner 2002 - 2015

Major Donor	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total Dis.		2015	
																								1992-2014			Plan
																								(USD)	%		
UNITED NATIONS AGENCIES																											
Programs Delivered: Total	...	...	...	...	...	...	...	90,147	86,548	90,785	81,808	88,307	73,794	91,785	96,341	98,563	118,758	148,941	113,974	89,518	89,441	87,134	92,900	1,538,745		
Own Funds Disbursed	13,276	30,977	26,154	30,968	50,315	42,704	49,518	45,282	49,433	44,918	42,222	44,208	36,294	41,111	53,959	58,324	73,160	101,769	73,872	56,511	54,268	48,149	56,785	1,124,176	6.7%	81,198	
INT'L FINANCIAL INSTITUTIONS																											
World Bank	0	68	40,009	29,601	40,401	28,115	29,313	26,716	32,697	43,078	47,245	63,663	49,456	37,832	24,454	47,468	41,659	60,406	56,918	73,796	65,979	35,473	50,915	925,262	5.5%	77,277	
International Monetary Fund	0	8,800	21,238	42,290	400	0	0	11,500	11,478	22,957	23,504	12,268	2,359	310	83,500	919								241,523	1.4%		
Asian Development Bank	0	12,297	12,388	37,860	49,238	18,390	36,488	26,869	51,133	48,685	78,470	73,282	76,662	89,399	67,474	69,364	145,732	89,413	75,368	126,873	82,026	170,107	121,630	1,559,147	9.3%	209,612	
Others																											
GAVI Alliance																		1,651	3,563	6,714	4,892	10,688	5,479	32,986	0.2%	5,455	
Global Fund														18,846	21,854	21,067	38,601	46,459	61,220	60,199	20,131	45,431	51,574	385,382	2.3%	41,660	
Sub-Total: UN Agencies & IF's	13,276	52,142	99,789	140,719	140,354	89,209	115,319	110,367	144,741	159,638	191,442	193,421	164,771	187,498	251,242	197,142	299,152	299,697	270,940	324,093	227,296	309,848	286,382	4,268,477	25.5%	415,201	
EUROPEAN UNION																											
European Commission	32,118	19,068	9,163	28,886	57,622	36,793	49,291	28,279	27,945	22,679	25,833	32,717	15,020	23,651	46,485	44,012	48,418	49,421	32,940	60,996	41,595	37,266	73,665	843,862	5.0%	68,909	
Belgium	1,941	2,184	971	2,695	1,986	1,672	3,186	4,768	2,641	1,274	2,245	3,694	5,200	11,701	7,327	7,150	2,817	4,821	2,155	2,067	143	415		73,053	0.4%		
Czech Republic	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Denmark	3,997	5,880	5,844	5,129	20,813	5,076	4,461	2,684	3,529	2,847	4,762	4,258	5,793	4,838	4,058	9,809	10,638	13,763	15,716	5,700	4,900			144,495	0.9%		
Finland	1,696	679	575	0	0	112	250	700	3,269	1,199	868		3,298	3,342	4,468	5,205	8,993	5,991	6,682	6,872	4,405	5,376	4,400	68,380	0.4%		
France	5,797	32,260	35,807	62,237	42,887	26,492	23,216	18,586	27,800	36,047	28,348	25,922	23,039	24,441	21,785	21,694	29,782	25,383	22,385	19,524	24,795	17,403	62,052	657,682	3.9%	44,526	
Germany	2,637	2,483	3,349	13,896	9,607	10,082	9,838	12,319	12,225	10,020	17,226	17,597	14,096	27,293	32,442	20,721	36,613	27,923	35,261	43,687	44,558	33,990	29,630	467,493	2.8%	20,775	
Ireland																		696	663	698	276	587	67	2,987	0.0%		
Netherlands	17,159	11,147	9,980	3,447	11,542	3,257	5,671	6,053	4,912	3,606	3,732	2,753	1,613	1,144	70	100	2,196	745	1,131	56	11			90,325	0.5%		
Spain															2,842	3,544	6,103	16,619	26,268	33,614	8,771	4,105	1,567	103,434	0.6%		
Sweden	13,368	14,994	10,098	25,314	16,079	17,413	13,499	10,830	14,122	13,112	13,570	12,387	22,024	13,600	16,001	17,343	15,857	22,789	24,736	28,609	30,182	33,818	40,991	440,736	2.6%	25,634	
United Kingdom	7,032	5,075	7,099	10,700	4,134	2,250	9,866	9,416	13,000	8,711	11,644	15,367	17,015	20,555	20,671	23,656	29,562	32,550	24,734	34,234	28,221	13,678	173	349,344	2.1%		
Other EU Member States										10														10	0.0%		
Sub-Total: EU	85,745	93,770	82,886	152,304	164,670	103,147	119,278	93,635	109,443	99,495	108,239	114,695	107,098	130,565	156,149	153,235	190,978	200,700	192,670	236,058	187,858	146,638	212,593	3,241,850	19.3%	159,844	
MAJOR BILATERAL DONORS																											
Australia	10,511	15,917	13,792	27,508	20,172	27,296	18,205	18,390	29,417	19,873	17,795	22,689	24,279	16,788	22,459	29,571	49,054	47,782	63,428	78,238	79,461	64,008	68,548	785,181	4.7%	33,776	
Canada	5,821	6,584	4,512	4,261	3,179	4,179	4,756	2,579	818	5,243	3,392	2,624	1,472	9,103	7,928	12,620	11,452	16,709	12,761	18,516	20,525	11,015	4,466	174,516	1.0%	3,784	
China	912	871	7,089	3,129	10,850	9,496	14,345	2,994	2,610	16,325	5,723	5,573	32,470	46,638	53,237	92,446	95,408	114,697	154,130	331,985	460,720	421,189	318,130	2,200,967	13.1%	263,510	
Japan	66,897	102,025	95,606	112,402	111,000	59,843	71,372	88,000	106,021	100,023	105,604	101,159	101,761	111,669	103,659	117,216	126,366	134,003	140,027	114,376	172,264	133,191	153,297	2,527,781	15.1%	116,135	
New Zealand	0	0	243	254	209	43	1,003	804	1,002	718	1,280	1,912	2,445	2,075	1,698	4,520	2,782	2,325	5,177	4,436	3,752	3,440	4,465	44,584	0.3%	3,766	
Norway	7,876	3,105	806	924	1,441	2,149	1,000	1,020	1,310	1,151	3,387	2,735	3,367											30,271	0.2%		
Republic of Korea	0	30	0	0	252	0	50	1,048	706	1,199	22,498	10,322	24,138	14,857	13,259	31,255	32,956	15,838	35,158	45,304	46,199	50,179	76,453	421,701	2.5%	67,187	
Russian Federation	5,100	3,700	2,100	1,040	280	262	300	340	851	334	331	409	350											15,397	0.1%		
Switzerland											2,930	2,466	3,185	2,787	2,444	3,583	3,936	3,038	3,139	4,525	4,311	7,697	11,428	55,468	0.3%	9,553	
United States of America	35,551	33,809	31,701	45,149	28,761	30,509	30,364	23,000	17,608	23,848	22,092	34,266	40,607	43,254	51,004	58,140	55,672	56,947	63,333	64,391	85,041	83,947	85,824	1,044,817	6.2%	16,583	
Other Bi-Lateral Donors	17,425	4,616	1,572	4,530	1,115	7,179	1,191	2,533	435	435	642													41,673	0.2%		
Sub-Total: Bilateral Donors	150,093	170,657	157,421	199,197	177,259	140,956	142,586	140,708	160,778	169,149	185,674	184,153	234,073	247,171	255,688	349,350	377,625	391,339	477,152	661,771	872,273	774,666	722,612	7,342,351	43.8%	514,294	
SUB TOTAL: ALL DONORS:	249,114	316,569	340,096	492,220	482,282	333,312	377,183	344,710	414,962	428,282	485,355	492,269	505,942	565,234	663,079	699,727	867,755	891,736	940,762	1,221,922	1,287,426	1,231,152	1,221,587	14,852,677	88.6%	1,089,339	
Non-Governmental Organization (Core/Own Resources Only)	1,069	5,322	17,949	21,100	35,800	49,876	56,097	55,000	51,851	43,560	45,568	47,238	49,449	44,719	50,162	77,736	110,769	108,462	165,037	200,686	212,293	225,834	226,141	1,901,718	11.4%	198,507	
TOTAL DISBURSEMENTS	250,183	321,891	358,045	513,320	518,082	383,188	433,280	399,710	466,813	471,842	530,923	539,507	555,392	609,953	713,241	777,463	978,523	1,000,198	1,105,799	1,422,608	1,499,719	1,456,986	1,447,728	16,754,394	100%	1,287,846	

Annex 2.

DISBURSEMENTS BY SECTOR AND YEAR: 1992-2015

SECTOR	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	TOTAL DIS.		2015
																								1992-2014		
																								US\$	%	
Health	15,483	28,867	20,788	24,877	43,696	32,027	62,969	70,864	67,710	66,081	67,610	83,097	95,867	110,299	109,024	107,092	136,689	161,799	211,384	205,314	203,044	201,066	191,277	2,316,925	13.8%	132,370
Education	15,763	28,520	28,884	42,336	34,738	48,269	58,251	40,457	40,496	44,983	68,059	75,023	73,421	69,278	79,725	89,854	100,456	95,533	115,599	154,585	135,325	140,552	151,904	1,732,811	10.3%	180,092
Agriculture	16,875	27,528	24,269	36,650	64,559	18,012	12,428	25,567	44,141	35,381	36,972	37,790	45,261	33,819	123,499	46,376	46,142	80,853	90,405	144,852	185,360	185,005	238,053	1,599,797	9.5%	170,880
Manufacturing, Mining Trade	432	10	304	331	2,784	7,498	5,404	957	90	1,543	1,541	1,732	6,953	9,966	24,184	16,422	24,547	11,103	8,980	13,422	11,386	10,875	2,954	163,418	1.0%	4,605
Rural Development	35,103	43,548	28,542	70,191	78,097	67,918	63,274	58,087	67,318	61,880	50,049	35,878	60,484	50,005	49,852	68,037	56,845	64,373	67,793	48,645	81,348	72,460	77,948	1,357,676	8.1%	52,270
Banking and Business Services											0	0	0	12,720	9,736	15,949	44,916	12,791	30,860	73,139	3,978	43,758	15,426	263,273	1.6%	52,431
Urban Planning & Management											0	0	0	3,926	935	1,956	4,503	16,132	10,878	2,679	11,934	252	12,624	65,820	0.4%	16,330
Information and Communications	860	1,350	2,086	3,936	22,344	16,761	11,010	5,560	677	1,239	1,516	1,172	1,207	857	9,914	26,313	7,100	7,544	1,842	155	1,262	3,026	2,226	129,956	0.8%	571
Energy, Power & Electricity	1,057	7,498	23,702	38,972	13,772	17,335	30,893	28,789	21,364	5,705	6,322	20,270	12,871	15,632	13,736	12,744	32,793	21,651	41,462	57,348	66,731	44,432	38,682	573,761	3.4%	33,115
Transportation	8,682	45,126	57,743	78,299	60,249	37,236	47,072	33,935	47,140	59,712	78,081	65,607	81,959	73,855	54,828	97,427	161,858	180,310	184,722	271,173	383,567	385,657	344,214	2,838,452	16.9%	270,578
Water and Sanitation	2,359	220	0	0	0	164	141	4	15	1	15,050	22,906	4,882	24,494	18,237	17,215	25,523	17,266	24,446	36,123	52,304	59,619	57,289	378,258	2.3%	68,729
Community and Social Welfare	5,571	15,802	27,095	41,147	20,828	18,833	33,106	24,747	36,419	69,615	64,133	81,024	43,748	35,324	38,531	56,917	51,706	54,493	58,941	138,218	136,431	89,101	89,952	1,231,681	7.4%	79,160
Culture & Arts	141,058	53,676	41,602	28,077	12,299	15,829	9,785	47,242	66,915	40,098	14,203	15,937	18,425	4,795	14,114	7,272	6,336	5,918	6,226	4,271	4,558	4,624	6,113	569,373	3.4%	2,556
Environment and Conservation	315	1,236	1,541	1,072	3,349	5,844	3,469	2,842	2,133	979	15,279	18,181	19,586	12,308	14,587	8,324	16,697	11,468	36,805	18,132	14,155	23,145	22,105	253,551	1.5%	14,206
Climate Change (adaptation & mitigation)											0	0	0					9,114	5,280	5,915	7,255	8,660	7,160	43,384	0.3%	5,435
Gender											0	0	0	2,591	3,850	5,693	5,544	5,214	6,041	6,385	9,252	10,359	6,948	61,877	0.4%	4,890
HIV/AIDS											0	0	0	25,358	35,381	41,968	57,885	56,320	46,397	69,389	33,533	34,395	44,592	445,218	2.7%	32,532
Governance & Administration	6,625	68,510	101,489	147,432	161,367	97,462	95,478	60,659	72,396	84,625	100,971	58,441	46,838	67,347	96,827	107,957	118,507	126,047	113,516	111,945	100,743	110,544	93,704	2,149,429	12.8%	45,905
Tourism											0	0	0	1,242	2,505	2,946	4,969	5,982	3,980	2,166	775	737	379	25,681	0.2%	4,244
Budget & BoP Support											0	0	0	11,097	0	35,953	21,946	20,510	319	322	14,766			104,913	0.6%	300
Emergency & Food Aid											0	0	0	3,038	383	1,890	16,015	11,135	14,796	25,533	25,045	19,097	24,517	141,449	0.8%	14,500
Other	0	0	0	0	0	0	0	0	0	0	10,336	22,450	43,889	42,002	13,395	9,159	37,547	24,640	25,126	32,897	16,969	9,622	19,662	307,693	1.8%	102,148
TOTAL	250,183	321,891	358,045	513,320	518,082	383,188	433,280	399,710	466,813	471,842	530,923	539,507	555,392	609,953	713,241	777,463	978,523	1,000,198	1,105,799	1,422,608	1,499,719	1,456,986	1,447,728	16,754,394	100%	1,287,846

Major donor	Term of Assist.	Health	Education	Agriculture	Man., min. Trade	Rural Dev.	Bank. & biz	Urb. Plan & mana	Inf. & Com	Ene. Pos. & ele	Trans.	Water & sani.	Comm. & social	Culture & art	Enviro. & Conserv.	Climate Change	Gender	Hid/ Aids	Gov. & Admin	Tourism	Budget/ Bop	Emer. & Food aid	Other	Total	
United nations agencies																									
-Programs delivered: total	Grant	17,039	17,906	14,724	332	1,699	419		66	77		2,404	11,319	605	2,189	4,753	2,135	367	6,088	53				8,490	90,666
	Loan			2,234																					2,234
-Own Funds Disbursed	Grant	7,564	6,320	14,724	292	711	419		66	77		2,404	5,417	605	2,189	2,818	1,614	367	5,272	53				3,638	54,551
	Loan			2,234																					2,234
Int'l financial institutions																									
-International monetary	Grant																								
	Loan																								
-World bank	Grant		10,029	826		3,817					300								1,418						16,389
	Loan	9,589	2,085			19,823					3,029														34,526
-Asian development bank	Grant	2,024	7,999	9,286		321	2,888	255		964	1,495	6,518			1,275				663	326			15,633		49,647
	Loan		509	8,679			2,900	659		7,042	52,194														71,983
Others																									
-Gavi alliance	Grant	5,479																							5,479
-Global fund	Grant	26,052																25,522							51,574
Sub-total: un agencies & ifi's	Grant	41,119	24,347	24,837	292	4,849	3,307	255	66	1,041	1,795	8,922	5,417	605	3,464	2,818	1,614	25,889	7,353	379		15,633	3,638		177,640
	Loan	9,589	2,594	10,913		19,823	2,900	659		7,042	55,223														108,742
	Total	50,708	26,941	35,749	292	24,672	6,207	914	66	8,083	57,018	8,922	5,417	605	3,464	2,818	1,614	25,889	7,353	379		15,633	3,638		286,382
European union																									
-European commission	Grant	198	23,563	13,602	133		3,333			3,654		1,584	2,483	338	1,611	785	753		20,879					747	73,665
-Belgium	Grant																								48
-Czech republic	Grant	13	15									20													4,400
-Denmark	Grant			4,400																					13,415
-Finland	Grant	2,094	1,906	1,549		667	118						1,887	4,038					636					522	48,638
-France	Loan			26,667			5,000	5,000				11,971													29,630
-Germany	Grant	5,343				9,370	141			3,167										7,813				3,795	29,630
-Ireland	Grant			67																					67
-Netherlands	Grant																								
-Spain	Grant					95												1,273		200					1,567
-Sweden	Grant		14,163						1,613							2,199	1,814			21,203					40,991
-United kingdom	Grant									41										133					173
-Other eu member states	Grant																								
Sub-total: eu	Grant	7,648	39,646	19,617	133	10,131	3,592		1,613	6,862		1,604	4,370	4,376	3,810	2,599	2,026		50,864					5,064	163,956
	Loan			26,667			5,000	5,000				11,971													48,638
	Total	7,648	39,646	46,284	133	10,131	8,592	5,000	1,613	6,862		13,575	4,370	4,376	3,810	2,599	2,026		50,864					5,064	212,593
Major bilateral donors																									
-Australia	Grant	15,476	3,073	11,257		8,677				2,169	8,614	1,265	9,040					1,872	388	5,090				1,627	68,548
-Canada	Grant	321		1,311		448											108	182	1,641					278	4,466
-China	Grant																								
	Loan			92,165						17,764	177,201	10,707	20,293												318,130
-Japan	Grant	13,429	11,040	5,496	1,428	3,992		6,710		3,146	31,603	9,870		338		714	714		4,960					5,236	98,676
	Loan			25,145						619	27,896	962													54,621
-New zealand	Grant		2,837	1,628																					4,465
-Norway	Grant																								
-Republic of korea	Grant	8,295	5,157	948		4,922	589		232		2,053													3,036	25,232
	Loan										39,562	11,660													51,221
-Russian federation	Grant																								
-Switzerland	Grant	4,445	324	1,070		1,814							74	244					107	3,349					11,428
-United states of america	Grant	17,108	4,703	11,220	1,080	6,290									7,715			10,849	18,260				8,600		85,824
-Other bi-lateral donors	Grant																								
Sub-total: bilateral donors	Grant	59,075	27,134	32,930	2,508	26,143	589	6,710	232	5,315	42,270	11,311	9,114	582	7,715	822	2,875	11,236	33,301			8,600	10,178		298,640
	Loan			117,310						18,383	244,658	23,328	20,293												423,972
	Total	59,075	27,134	150,240	2,508	26,143	589	6,710	232	23,697	286,929	34,639	29,408	582	7,715	822	2,875	11,236	33,301			8,600	10,178		722,612
Sub total: all donors:	Grant	107,842	91,127	77,384	2,934	41,122	7,489	6,965	1,911	13,218	44,065	21,837	18,901	5,563	14,989	6,239	6,515	37,125	91,518	379		24,233	18,880		640,235
	Loan	9,589	2,594	154,889		19,823	7,900	5,659		25,425	299,881	35,299	20,293												581,352
	Total	117,431	93,721	232,273	2,934	60,945	15,389	12,624	1,911	38,642	343,947	57,136	39,194	5,563	14,989	6,239	6,515	37,125	91,518	379		24,233	18,880		1,221,587
Non-governmental organization (core/own resources only)	Grand	73,846	58,183	5,780	20	17,003	37		315	40	268	153	50,758	550	7,116	921	433	7,467	2,186				285	782	226,141
Grand total	Total	191,277	151,904	238,053	2,954	77,948	15,426	12,624	2,226	38,682	344,214	57,289	89,952	6,113	22,105	7,160	6,948	44,592	93,704	379		24,517	19,662		1,447,728