

**MULTI-DONOR SUPPORT PROGRAM
TO IMPLEMENT
RGC'S STRATEGIC FRAMEWORK
FOR
DEVELOPMENT COOPERATION MANAGEMENT**

BRIEF DESCRIPTION

The Official Development Assistance (ODA) is the major source of financing of development programs of the Royal Government of Cambodia (RGC). Improving effectiveness of ODA is a high priority of the RGC.

This 5-year Multi-donor Support Program to implement RGC's Strategic Framework for Development Cooperation Management is aimed at strengthening RGC's overall capacity to effectively manage and to enhance the effectiveness of development resources targeted at reducing poverty and meeting Cambodia's Millennium Development Goals.

The expected outcome/result of the multi-donor support program is a nationally owned and RGC led development cooperation management process to achieve targeted development results in an environment of partnership, mutual trust, and mutual accountability to maximize aid effectiveness. The key elements of which are: alignment of development cooperation activities with national development priorities that are outlined in the National Strategic Development Plan, harmonization of donor practices, and increased use of Government systems and procedures.

The Program aims at capacity development of CDC/CRDB -- as the focal point within the RGC on ODA mobilization and aid coordination functions -- as well as the capacity development of line ministries and agencies to effectively manage external assistance.

The Multi-donor Support Program will be managed by CDC/CRDB.

**CAMBODIAN REHABILITATION AND DEVELOPMENT BOARD
COUNCIL FOR THE DEVELOPMENT OF CAMBODIA**

DECEMBER 2005

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UNDAF Outcome(s)/Indicator(s): The national development plan and its implementation serve as an effective guide for sector plans and related budgets, as well as reflecting Cambodia's obligations in relation to human rights and the CMDGs.

Expected Outcome(s)/Indicator (s): Effective coordination of development partners actions focusing on impact and cohesion of all inputs to reduce human poverty and to achieve CMDGs.

Expected Output(s)/Annual Targets:

- i. Strengthened capacity in CDC/CRDB to ensure that development cooperation activities are nationally owned, are fully aligned with Cambodia's development priorities, and are managed by RGC to achieve targeted development results.
- ii. Strengthened capacity in CDC/CRDB to effectively engage in policy discussion on aid effectiveness in the OECD/DAC and other international forums; and to lead the process to promote harmonized donor practices, promote strengthening of national systems and procedures that meet international standards in order to encourage a greater use of these systems and procedures by development partners within an environment of partnership, mutual trust and mutual accountability to maximize aid effectiveness.
- iii. Strengthened capacity in line ministries and agencies to play a leadership role in the work of the TWGs, and to manage their aid coordination and aid management functions.
- iv. Strengthened capacity in CDC/CRDB and line ministries and agencies to develop, upgrade and maintain aid information management systems to support their development management functions; and to develop, update, and maintain website(s) to disseminate information on development cooperation activities to all national and international development partners and civil society.

Implementing Partner: Cambodia Rehabilitation and Development Board/ Council of Development of Cambodia (CDC/CRDB).

Other Partners: Line ministries implementing development cooperation programs.

Programme Period:	01/01/2006-31/12/2010
Programme Component:	Enhancement of aid effectiveness to reduce poverty and achieve CMDG's
Programme Title:	Multi-Donor Support Program
Programme ID:	_____
Programme Duration:	5 years
Management Arrangement:	NEX

Total budget:	\$ 4.235 million
General Management Services fee	6%
Allocated resources:	
• Government	in-kind
• UNDP	
-Core resources	\$1.0 million
- Carryover	\$ 0.165 million
• Other donors	to be mobilized

Agreed by:

Government: H.E. Mr. Keat Chhon
Sr. Minister, Ministry of Economy and Finance
and First Vice-Chairman of the CDC

Implementing Partner: H.E. Mr. Chhieng Yanara
Secretary General of CDC/CRDB

UNDP: Mr. Douglas Gardner
Resident Representative

ABBREVIATIONS

AMIS	Aid Management Information System
CDC	Council for the Development of Cambodia
CG	Consultative Group
CIB	Cambodia Investment Board of CDC (for private sector investment)
CMDG	Cambodia's Millennium Development Goals
CPD	Country Programme Document
CRDB	Cambodia Rehabilitation and Development Board
DCR	Development Cooperation Report
GDCC	Government – Donor Coordination Committee
MAFF	Ministry of Agriculture, Forestry and Fishery
MBPI	Merit Based Pay Initiative
MCRRC	Ministerial Conference on Rehabilitation and Reconstruction of Cambodia
MEF	Ministry of Economy and Finance
MOEYS	Ministry of Education, Youth and Sport
MOH	Ministry of Health
MOWAs	Ministry of Women's Affairs
MTEF	Medium-Term-Expenditure Framework
MYFF	Multi-Year Funding Framework
NGO	Non Government Organisation
NSDP	National Strategic Development Plan (for 2006-2010)
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Cooperation and Development/ Development Assistance Committee
P&H TWG	Partnership and Harmonization Technical Working Group
PBA	Program-Based Approaches
PEG	Programme Executive Group
PIP	Public Investment Programme
PIU/PMU	Project Implementation/Management Units
PMG	Priority Mission Groups
RBM	Results-Based Management
RGC	Royal Government of Cambodia
SA	Senior Advisor (under the project)
SG	Secretary General
SWAP	Sector-wide Approach
SWIM	Sector-Wide Management
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNTAC	United Nations Transitional Authority for Cambodia (1992-93)

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1. INTRODUCTION

1. In mid 2005, the Royal Government of Cambodia (RGC) presented to development partners a discussion paper on its Strategic Framework for Development Cooperation Management. Consultations with development partners on the Strategic Framework have been completed and it is now planned to be submitted to the Council of Ministers for its review and approval (please see Annex I). The National Program to implement the Strategic Framework is outlined in Section V of the Strategic Framework. In the Strategic Framework, the RGC has asked development partners to support the National Program to implement the Strategic Framework through a Multi-Donor Support Program. This document outlines the nature and scope of this Multi-Donor Support Program.

2. The RGC's preferred modality to finance the Multi-Donor Support Program is a pooled resources modality co-financed by development partners. Under the UNDAF for 2006-2010, UNDP has allocated US\$ 1 million from its core resource to participate in the pooled resources modality. In addition, around US\$ 160,000 from the current UNDP Support Program has been re-phased to the year 2006. Thus, a total contribution of around US\$ 1.16 million has been committed by UNDP to launch this Multi-Donor Support Program. *Using these as core resources, the CDC/CRDB and UNDP will mobilize resources from other development partners who are willing to co-finance this Program through a pooled resources modality.*

3. UNDP country office will establish a "pooled resources facility" to manage the contributions of development partners to the pooled resources facility. UNDP will be responsible for completing all formalities related to co-financing arrangements/agreements with contributing development partners and for receiving and disbursing to the Program resources contributed by participating development partners to the pooled resources facility.

4. UNDP will provide, in a timely manner, any implementation support services requested by CDC/CRDB. For managing the pooled resources facility, UNDP will be paid 6 percent of the amount delivered to the Program from contributions from other development partners.

5. Quarterly financial reports on the utilization of pooled resources to implement Program activities will be provided to contributing development partners by CDC/CRDB.

6. *This document is a formal agreement constituting the Program Document that will govern the "pooled resources modality" and direct contributions to CDC/CRDB.*

7. Development partners who because of their internal rules and procedures are unable to contribute to the Program through the "pooled resources modality" can support the Program by making their contributions directly to CDC/CRDB. The formal arrangements for participation through this modality will be documented in an agreement between the CDC/CRDB and the contributing development partner. Development partners opting for this modality will be provided periodic financial and progress reports in the same format that is used for the pooled resources modality.

8. **Program Bank Account:** CDC/CRDB will establish a Program Bank Account that will be managed by the National Program Director. This bank account will be used to receive and disburse resources for the implementation of Program activities both from the pooled resources facility and contributions made by development partners directly to CDC/CRDB.

2. SITUATION ANALYSIS

9. Significant progress has been made in the management of development cooperation activities since the early 1990s. During 1975-1990, Cambodia remained internationally isolated for a variety of geo-political reasons. International attention for providing assistance to Cambodia revived in 1991 and UNDP approved the first multilateral projects for capacity building (training) and rehabilitation in 1991. UNDP identified and articulated the immediate needs of Cambodia in various sectors through the Appeal of the UN Secretary General soon after establishment of UNTAC in January 1992. It co-chaired with the Government of Japan and provided substantive support to the very first aid-mobilization meeting for Cambodia – the Ministerial Conference on Rehabilitation and Reconstruction of Cambodia (MCRRC), Tokyo, June 1992.

10. RGC created the Cambodian Rehabilitation and Development Board at the Council for the Development of Cambodia (CDC/CRDB) in 1994 as the in-country aid coordination focal point but the new agency did not have the necessary manpower and expertise to fully define and establish its role and functions. The need of the hour across all sectors in Cambodia, occasioned by the tragedies of the past, was adequate availability of educated, trained, skilled and experienced manpower. UNDP thus saw its primary role to provide "institution and capacity building" by making available advisory and technical manpower and services. It commenced the first program of support to CDC/CRDB in late 1994, from the very inception of the organization. The first program on Aid Coordination and Management provided international experts (virtually substitution manpower), training for nationals, and operational support by way of equipment and quickly helped CRDB in articulating and operationalizing its mandate and functions; facilitated consensus building with core line ministries in the establishment of a management framework for aid-needs assessment, aid mobilization, programming and monitoring of externally provided development resources; helped in directing aid flows to priority sectors by policy level dialogue with external partners; and assisted in the initial establishment of Government-Donor partnerships.

11. During 1995-2000, the first program was enhanced and its work continued, vastly increasing the level and quality of support. It helped CRDB to produce RGC's 'position papers'¹ and Development Cooperation Reports (DCR) for the successive Consultative Group (CG) meetings in June 1996, July 1997, February 1999 and May 2000, and supported all preparatory work including various donor consultation meetings in Phnom Penh.

12. Although some progress was being made, the situation still represented conditions where a significant proportion of ODA still bypassed the national budget process because of the practice of direct funding by development partner agencies to program implementers. This situation resulted in inadequate government ownership of many projects; in "piece-

¹ entitled "Socio-Economic Development Priorities and Official Development Needs"

meal” efforts and insufficient coordination by development partner agencies on sector issues and institution building; in a proliferation of different procurement, disbursement, auditing, and progress monitoring procedures among agencies; and in the formation of development partner-supported project management units staffed either by expatriates or by nationals with “topped up” salaries, which have adversely impacted on government’s institution building efforts.

13. To respond to these concerns the RGC presented its overall vision for a *New Development Cooperation Partnership Paradigm for Cambodia* to improve ODA effectiveness at the 4th CG Meeting held in Paris in May 2000. An important principle of the new paradigm was to build development cooperation partnerships based on a common vision, shared objectives, mutual trust, mutual accountability, and mutual transparency. It was discussed, accepted in principle and supported by all development partner representatives present at that meeting. This strategic vision was offered as ideas on the nature, structure and implementation options for building partnerships to support the achievement of Cambodia's national development goals through more collaborative arrangements.

14. Following the CG Meeting in May 2000, the Prime Minister appointed the CDC/CRDB to be the Government’s Partnership Focal Point. Through Sub-Decree #70 of 27 July 2001 it was mandated to:

- i. serve as the ‘Focal Point’ and the One-Stop Service of the Royal Government for donor countries, international organizations and NGOs, as well as the ‘Focal Point’ and ‘One Stop Service’ for ministries and other government institutions in the coordination of external aid allocation and utilization.
- ii. sign pursuant to the delegation of authority of the Prime Minister and on behalf of the Royal Government, any legal agreements with bilateral and/or multilateral development partners and international organizations pertaining to acceptance and allocation of external development assistance.
- iii. lead preparatory work, in cooperation with relevant ministries and institutions, for international conferences on resource mobilization such as the ‘Consultative Group Meeting for Cambodia’.

15. In this capacity CDC/CRDB is responsible for coordinating and mobilizing resources for public investments, and to provide support to ministries/agencies to enable them to effectively manage the process of establishing partnership arrangements with Cambodia’s national and external partners.

16. RGC-UNDP Support Program for Aid Coordination and Partnership (2001-2005) commenced as a natural progression of earlier assistance and was aimed to sustain the momentum gained and to build on, extend and enhance such efforts and to assist Cambodia in adjusting to and meeting the emerging new environment and developments in the international arena in regard to improving aid effectiveness. The Program was to help the RGC to achieve its national objectives and to better support the transition from one that is 'donor-driven' development to one of 'national ownership and leadership'. Technical support from UNDP was to indirectly assist government ministries/agencies as well as development

partners engaged in priority sectors in establishing pragmatic, flexible and consensus-based collaborative partnership structures.

17. In order to realize what was envisioned in the New Partnership Paradigm and its Action Plan for Operational Framework for Development Cooperation Partnerships, the RGC has set up management systems and institutional mechanisms to support aid coordination and management through CDC/CRDB. A Government-Donor Partnership Working Group was established after the CG meeting in June 2002². Chaired by the Secretary-General of CDC/CRDB and co-facilitated by UNDP and Japan, it started to pick up and analyze priority issues for enhancing aid coordination and partnerships and commissioned three studies to collect and analyze the necessary background information to identify feasible solutions to tackle the harmonization issues. These three studies included: (i) *Capacity Building Practices of Cambodia's Development Partners* – that was completed with UNDP support. It provides factual and detailed analytical information on expenditures on five capacity building activities, including the number and costs of deploying national and international advisors/consultants to support the implementation of the programs and/or to fill capacity gaps in Cambodia³; (ii) *Practices and Lessons Learned in the Management of Development Cooperation* that was completed with support from Japan. It documents lessons from the experiences in implementation of Sector- and Programme-based approaches in the Education, Health, Local governance and Public finance sector; and (iii) *National Operation Guidelines for Development Cooperation (Grants)* – the final draft is currently be prepared and is being financed by UNDP. It is based on concepts embodied in the OECD/DAC Good Practices Papers.

18. On the Government-Donor coordination front, since 1999, ad hoc Working Groups to monitor progress on specific policy and implementation issues had been operating in four areas; Education; Health; Rural Development; and Gender Equity. These working groups consisted of donor representatives only. Starting in late 2003, on behalf of the RGC, the CDC/CRDB began discussions with development partners on how to restructure the working groups in order to enhance aid effectiveness and to bring a greater coherence to ODA supported activities. It presented its proposal outlining the basic principles to restructure the working groups. The proposal was agreed with the development partners and endorsed by the Prime Minister at the Pre-CG Meeting held on 10 September 2004. The proposal included the creations of:

- 18 sector/thematic joint (Government-Donor) Technical Working Groups (TWGs) that are chaired by a senior government official(s) to enhance Government ownership and on the development partners' side are represented by lead donor facilitator(s).
- a high level "Government-Donors Coordination Committee (GDCC)" that is chaired by the Senior, Minister of MEF and the First Vice-Chairman of CDC. The membership of GDCC includes ministers and head of government agencies, ambassadors or heads of diplomatic missions, and country representatives of

² This Group has now been renamed as the Technical Working Group on Partnership and Harmonization.

³ The study's findings are now being discussed by the Council for Administrative Reform (CAR) with development partners to arrive at a set of recommendation and to develop an action plan for their implementation.

multilateral institutions. The mandate of the GDCC is to provide policy guidance, to set priorities, and to resolve problems/issues raised by the TWGs. The Secretary General of the CDC/CRDB was appointed the Secretary General of GDCC. A Secretariat to assist the GDCC has been established at the CDC/CRDB. The GDCC meets on a quarterly basis.

19. The restructuring of the Working Groups and the creation of the GDCC represents a fundamental change in the institutional set up for planning, managing and monitoring progress on the implementation of development cooperation activities on a quarterly basis. Ensuring that this new mechanism functions effectively and efficiently, to improve aid effectiveness, is now a high priority of the RGC. Accordingly, the role of the CDC/CRDB as the focal point within the RGC for mobilization of external development assistance and aid coordination functions – has expanded to include to:

- i. establishing close liaison with the TWGs to maintain up to-date information on progress that is being made by TWGs to implement their Action Plans and to present a summary quarterly progress report on the work of TWGs to the GDCC;
- ii. setting up and maintaining a functional Secretariat to support the work of the GDCC; and
- iii. providing support to the Chairs of the TWGs to ensure alignment of development partners supported activities with Royal Government priorities, the harmonization of development partners practices, and to build capacity of the concerned Royal Government institutions in order to improve the effectiveness of development assistance that is mobilized and delivered in the sector/thematic area of the TWG

20. This new mechanism has now been in operation for just about a year. Some TWGs have become a dynamic forum where Government and donors are engaged in an intensive substantive dialogue and moving forward on agreed joint agenda, however the efforts is somewhat donor-driven. At present, Government officials participating in the TWGs lack the skills, knowledge and experience to support the process and substance of the meetings. Staff of ministries are not always clear about the exact purpose and function of TWGs and they request regular guidance and support from CDC/CRDB. The RGC has placed a high priority on making this new mechanism for Government-Donor coordination work effectively. This would, however, require significant strengthening of sustainable capacity of line ministries and agencies to enable them to assume and assert their leadership and ownership and to function effectively in all matters of aid coordination, such as:

- directing and aligning external assistance to established or emerging priorities that are consistent with national development goals;
- providing leadership and taking ownership of the new created TWG mechanism, and maintaining regular contact with development partners' representatives, but more importantly, with members of the TWG from other ministries and agencies to resolve internal issues as they arise, including through CDC/CRDB, without waiting for higher level meetings;
- reducing the number of stand-alone projects and moving rapidly towards Program-Based Approaches (PBA) including Sector-Wide Approaches (SWAPs) and Sector-Wide Management (SWIM);

- reducing the number of Project Implementation Units (PIUs)/ Project Management Unit (PMUs), international experts and TA in consultation with development partners.

21. In the *international arena*, OECD/DAC led efforts to deal with aid-effectiveness issues resulted in the Rome Declaration on Harmonization and Alignment (25 February 2003). Heads of development partners (bilateral donors, multilateral organizations and the recipient countries) who attended this High-Level Forum (HLF) committed to pursue action in 9 priority areas to improve aid effectiveness through greater harmonization and alignment of ODA supported activities with recipient countries priorities. It placed special emphasis on country-based approaches, country ownership and government leadership, including capacity building, recognizing diverse aid modalities and engagement of civil society including private sector. Representing Cambodia, the Secretary General of CDC/CRDB has actively participated in various working parties and preparatory meetings organized by OECD/DAC leading up to and following the Rome meeting including preparation of the Good Practices papers.

22. Early in 2004 the OECD/DAC Task Team conducted a survey of progress made on harmonization and alignment in 14 pilot countries including Cambodia. This involved extensive consultations within Government institutions, among donors and between Government and donors. Among the major findings were: (a) Key challenges that remain in Cambodia include the implementation of recommendations on coordination and harmonization with full government ownership and donor buy-in including the use of national systems; and (b) Approximately 400 donor missions came to Cambodia in 2003; only less than 10% were done jointly.

23. To implement the commitments made in the Rome Declaration, the Royal Government prepared its Action Plan for Harmonization and Alignment in consultations and support from the development partners. It was approved by the Council of Ministers in November 2004. A Partnership Agreement, called the Cambodia Declaration, was signed on 2 December 2004 with 12 development partners who showed a willingness to support implementation of the Action Plan. In moving ahead with the implementation of the Action Plan, the Royal Government recognized that there are serious challenges ahead. The most serious of these challenges was, and still is, the divide between agreed global policies on harmonization and alignment by the authorities at the national or headquarters of development partners, and the follow up actions needed to change the practices and behavior of donor operations at the country level. In the case of a number of bi-lateral partners, the authorities in the capitals have now prepared their Action Plans for harmonization and alignment in line with OECD/DAC principles. Early in 2005, on behalf of the RGC, the CDC/CRDB had asked the OECD/DAC Task Team to not only share these Action Plans with partner countries but also to closely monitor and periodically report progress on the implementation of these commitments to partner countries.

24. The Second High Level Forum in Paris (28 Feb-2 March 2005) issued a Paris Declaration on Aid Effectiveness, setting out Indicators of Progress and target dates for various activities in areas such as ownership, harmonization, alignment, results and mutual

accountability. Cambodia participated in HLF and presented a Report on Cambodia's progress.

25. It is a high priority of the RGC to continue to be an active participant in the discussions in the international arena on enhancing aid effectiveness to reduce poverty and to achieve CMDGs; and to take actions necessary to ensure that CDC/CRDB and the line ministries and agencies lead the processes and analytical work required to monitor progress on the implementation of Rome and Paris Declarations. The RGC recognizes that the capacity of CDC/CRDB and line ministries and agencies needs to be significantly strengthened to perform these functions effectively and efficiently.

Lessons Learned

26. Since 2001, the on-going UNDP Support Program has helped to establish functioning information systems for effective development management. These include strengthening Aid Information Management Systems (AMIS) in the four ministries (MOEYS, MOH, MAFF and MoWA), and the design and installation of a Development Cooperation Analysis Database. The database is a source of useful information for the RGC's in the formulation of public investment program (PIP). A LAN system has been established in CDC/CRDB and a CDC/CRDB Website has been created. CDC/CRDB staff and those in the four ministries involved in AMIS have been provided training in English language, use of computer software packages and performance incentives.

27. Senior Advisor has provided strategic policy advice on improving aid effectiveness and aid coordination mechanism and timely logistical support to the Secretary General and CDC/CRDB; strategic advice on the institutional changes in aid coordination mechanism to enhance aid effectiveness through strengthened government ownership and leadership; various key policy documents were prepared for GDCC and CG meetings in June 2002 and December 2004; as well as logistic support for the first ever CG meeting held in Phnom Penh in 2002 and the CG meeting in 2004. Under the Technical Working Group on Partnerships and Harmonization, the Program has provided support for preparation of the study on the capacity building practices of development partners and the formulation of the National Operation Guidelines for Development Cooperation. Apart from the Senior Advisor national professionals and a national policy advisor recruited under the UNDP support program have contributed to these processes and outputs together with CDC/CRDB staff.

28. In order to deepen the understanding and knowledge on harmonization, alignment and results to promote aid effectiveness, CDC/CRDB started organizing workshops to address key issues e.g. harmonization and alignment of ODA assistance, and program-based approaches (PBA). It should be noted that the general awareness level of the benefits of enhanced aid coordination and aid management is relatively low both within the staff of the ministries/agencies as well as among staff in the development agencies. For both of these groups, there is a continuing need to enhance knowledge and understanding on concepts, methodologies, and operational/implementation issues related to improving aid effectiveness.

29. At the same time, the Program's focus has been on long-term capacity building to strengthen government capacity to lead, own and to build partnerships with development partners. In the Cambodian context, given severe depletion of trained and skilled manpower during 1975-79, the tasks of building individual and institutional capacity are, by their very nature, long-term. In that sense while the program has advanced the process substantially further, the goal is far from having been reached. Capacity building is about transfer and instilling of knowledge and skills, and needs counterpart staff to learn from international experts. Among the reasons for slow progress is the unsettling rotation of staff at CRDB seconded from other government agencies as well as people leaving for better pastures or engaging in outside activities due to abysmally low level of government salaries. The solution to the former lies in a more permanently staffed secretariat for the CRDB; part of this is being slowly done by the program appointing young, qualified national professionals who overtime would need to be absorbed within the CRDB. The solution to low level of government salaries and incentives is being dealt with in the context of the overall public sector reforms. In the meantime, the issue of low salaries will be addressed in the Multi-Donor Support Program through a PMG/MBPI initiative.

30. The need for continuation of an international advisor also arises because of the newly emerging and increasing demands on CDC/CRDB as the government's focal point for partnerships for development in areas such as operationalizing international compacts arising from the OECD/DAC processes as well as to provide coaching and capacity building support, strengthen and continuously monitor and provide streamlining and operational support to the 18 TWGs and GDCC.

31. Therefore, international expertise would continue to be needed both in the form of a long-term Senior Advisor to CDC/CRDB and as short-term experts for selected studies and ad hoc assistance from time to time. There is also a need to speedily find an experienced and qualified high level national professional as well as CDC/CRDB staff to understudy and eventually take on at least part of the functions of the SA. The program has attempted to recruit such a person several times without success. A high priority of the Multi-donor Program will be on increasing the number of qualified permanent staff in CDC/CRDB as well as senior national policy advisors.

32. UNDP support to the Multi-Donor Support Program for the next five years builds upon UNDP's previous engagement and partnerships with CDC/CRDB to promote aid coordination and partnerships. The recent review conducted in 2004, reveals that the program support to CDC/CRDB has been invaluable in many ways, not merely for capacity building but equally importantly in policy formulation and in meeting new and developing challenges and approaches in aid coordination to achieve greater harmonization and alignment with RGC priorities based on principles of the Rome and Paris Declarations.

3. IMPLEMENTATION STRATEGY

33. The RGC's Strategic Framework for Development Cooperation Management recognizes that effective and efficient management of development cooperation activities is a vital function to improve alignment of external assistance with national development priorities, to achieve greater harmonization of development partners practices to minimize burden on limited capacities of Royal Government's institutions, and to achieve results that maximize the benefits of ODA for the people of Cambodia and improve aid effectiveness. The nature and scope of development cooperation management functions have multiple dimensions and aspects especially in view of recent development both within the country and internationally. Within the country the establishment of the joint TWGs and the Government-Donors Coordination Committee (GDCC) mechanism represents a fundamental change in the institutional set up for planning, managing and monitoring progress on the implementation of development assistance to improve ODA. The challenge now is for both the Government and development partners to make this mechanism work efficiently in an environment of joint/shared responsibility and mutual accountability. In the international arena, donors and the recipient countries have made specific commitments in the Rome and Paris Declarations to enhance aid effectiveness. Developing and monitoring the implementation of appropriate measures to fulfill these commitments in Cambodia's context is another challenge that will need to be addressed. Thus, to ensure that the RGC's institutions have the capacity to take full ownership and to lead the aid coordination and aid management processes are a high priority of the Multi-donor Support Program. To respond to these challenges, the Multi-donor Support Program will focus on:

- i. Capacity development of the RGC's focal point within the Government for resource mobilization and aid coordination functions, and providing high quality policy advisory support to the senior management and staff of CDC/CRDB to empower them to fulfill their leadership role both within the country and in the international arena.
- ii. Capacity development of the line ministries and agencies to enable them to effectively manage external assistance that is implemented through them and to effectively coordinate their aid management activities with CDC/CRDB.

34. Further strengthening of CDC/CRDB is needed to enable it to effectively perform its designated and recently vastly expanded functions arising from recent external and internal developments that include:

- i. leading policy discussions with bilateral and multilateral development partners on their country strategies and program priorities, and maintaining day to day contact with all development partners as the focal point of the RGC on all external aid-related matters;
- ii. organizing and preparing key Government documents for presentation at RGC's annual resources mobilization forum;
- iii. building partnerships with all development partners and stakeholders to enhance aid effectiveness;

- iv. maintaining continually updated information systems and databases on aid flows of all development partners, preparing annual development Cooperation Report, and maintaining updated CDC/CRDB website;
- v. participating in the OECD/DAC and other international fora on aid effectiveness issues and to make contributions on monitoring progress on the implementation of Rome and Paris Declarations in Cambodia;
- vi. leading the process to develop and implement appropriate instruments to monitor progress in Cambodia on commitments made in the international fora, such as RGC's Action Plan on harmonization and Alignment to monitor progress on the implementation of Rome Declaration's commitment;
- vii. leading the process to ensure that the new TWGs and Government-Development partners Coordination Committee (GDCC) mechanism functions effectively and efficiently by:
 - a. establishing close liaison with the sector/thematic joint Technical Working Groups (TWGs) to maintain up to-date information on progress that is being made by TWGs to implement their Action Plans and to present a summary quarterly progress report on the work of TWGs to the GDCC;
 - b. operationalizing and making fully functional the Secretariat to support the work of the GDCC;
 - c. providing support to the Chairs of the TWGs to ensure alignment of development partner supported activities with Royal Government priorities, the harmonization of development partner practices, and to build capacity of the concerned Royal Government institution(s) in order to improve the effectiveness of development assistance that is mobilized and delivered in the sector/thematic area of the TWG; and
 - d. playing a central role in Royal Government's annual policy dialogue with development partners and external resource mobilization process.

35. Likewise further strengthening of sustainable capacity of line ministries and agencies is needed to enable them to assume and assert their leadership and ownership and to function effectively in all matters of aid coordination, such as:

- i. directing and aligning external assistance to established or emerging priorities that are consistent with national development goals;
- ii. providing leadership and taking ownership of the new created TWG mechanism, and maintaining regular contact with development partner representatives, but more importantly, with members of the TWG from other ministries and agencies to resolve internal issues as they arise, including through CDC/CRDB, without waiting for higher level meetings;
- iii. reducing the number of stand-alone projects and moving rapidly towards program-based approaches including SWAPs and SWIM; and
- iv. implementing RGC's Action Plan on Harmonization, Alignment, and Results in their sector.

4. MANAGEMENT ARRANGEMENTS

36. This Multi-donor Support Program will be managed by the Cambodian Rehabilitation and Development Board at the Council for the Development of Cambodia (CDC/CRDB) and

classified as a nationally executed program. The Secretary General of CDC/CRDB will be the **National Program Director** who will be responsible for the overall management of the development cooperation activities and for ensuring that the Program is managed in an effective and accountable manner including mobilization of inputs (personnel, goods and services). The National Program Director will be assisted by the Head of Departments in CDC/CRDB, who will be responsible for ensuring that Program activities within their mandate are carried out. A *Senior Advisor* will be recruited, who under the guidance of the National Program Director will be responsible for ensuring that the planned development results of the Program are achieved. He/she will provide strategic policy advisory and capacity development support to CDC/CRDB, line ministries and agencies, and provide technical guidance in the planning and implementation of Program activities. He/she will also assist the CDC/CRDB to set direction and to manage the execution of the Program in close collaboration with the National Program Director to implement the decisions of the Program Executive Group (see para #39).

37. A program support team will provide policy advisory and process management support to the National Program Director in the implementation of the Program activities. In the recruitment of the program support team, to the greatest extent possible, efforts will be made to employ qualified national professionals. The program support team initially will include:

- i. National Policy Advisors and National Professionals to provide support to the CDC/CRDB and the line ministries and agencies in the implementation of Program activities.
- ii. Services of ICT Experts to develop, upgrade, and maintain ODA databases in CDC/CRDB and line ministries and agencies; to upgrade and regularly update the CDC/CRDB website; to upgrade and maintain the CDC/CRDB internal LAN system; and to develop, upgrade, and maintain the CDC/CRDB ODA website designed to collect information from development partners on their ODA disbursements and as site to provide easy access to information by all stakeholders.
- iii. Services of short-term National and International Experts as required.
- iv. Personnel to manage the operational/administrative aspect of the Program who will be responsible for a broad range of administrative, financial and technical functions that will include: maintaining up-to-date financial records following international standards and preparation of Program's financial quarterly reports, maintaining personnel records, organizing training programs to be delivered by the Program and maintaining up-to-date records on trainees, maintaining an up-to-date filing system of Program documents, inventory of equipment, preparing requisition for procurement of goods and services, preparing payment vouchers, and managing the logistic arrangement for program operations, meetings, missions, and workshops.

38. The size of the program support team will vary over time based on the scope and intensity of the implementation of the Program activities.

39. Overall oversight of the Multi-Donor Support Program will be provided by a Program Executive Group (PEG) that will be chaired by the National Program Director and whose members will include representatives of the funding development partners. *Annual work plans* for the program will be prepared and presented by the National Program Director to the PEG for review and approval.

5. MONITORING AND EVALUATION

40. Within 6 months from the start of the Multi-donor Support Program an inception report will be prepared that will outline a capacity development strategy for CDC/CRDB staff with clear baseline indicators to monitor progress. A *quarterly financial report* will be prepared and provided to all funding development partners. An *annual progress report* will be prepared and presented by the National Program Director to the PEG. An *annual audit* of the financial accounts of the Program will be conducted by independent auditors each year and a copy of the audit report provided to all funding development partners. A *Mid-term Evaluation* will be conducted after 25 months of operations and a *Terminal Evaluation* will be carried out at least two months before the end of Program activities.

6. LEGAL CONTEXT

41. The management of the “pooled resources facility” will be governed by UNDP rules and procedures as well as any terms and conditions agreed by CDC/CRDB and development partners contributing to the “pooled resources facility”.

42. The management of contributions through direct support to the Program by development partners will be governed by terms and conditions agreed by CDC/CRDB and the contributing development partner.

SECTION II: RESULTS AND RESOURCES FRAMEWORK

43. This Multi-Donor Support Program has been formulated based on internationally accepted principles of managing for results. It clearly defines the planned outcome at the beginning of the intervention, and identifies the resources and inputs required to attain the outcome. The program management arrangements are designed to provide to the program management team the latitude, flexibility, and authority to reorganize allocation of resources, as required, to achieve the desired outcome during the implementation of the program. Achieving the planned outcome will be the focus of ongoing management decisions. If key targets are missed, the program management team and funding development partners will collectively analyze how and why plans or strategies have gone off track, how they could be brought back on track, and then take corrective measures in constructive and mutually supportive ways so that outcome will be attained.

44. The *planned outcome* of the Multi-Donor Support Program, embodying the underlying principles of the Rome and Paris Declaration's is, a *nationally owned and RGC led development cooperation management process in which development cooperation activities are fully aligned with national development priorities and are managed to achieve targeted development results, where donor practices are harmonized and make use of national systems and procedures, and the Government and donors work within an environment of partnership, mutual trust, and mutual accountability to maximize aid effectiveness.*

45. The *program results and resources framework* in matrix format is presented in Table 1. It outlines the expected outputs of the program, targets for the 2006-2010 period, indicative program activities for the years 2006-2010, and program inputs including estimates of resources required to produce each output. Since almost all of the indicative program activities are expected to span the entire program implementation period 2006-2010, the scheduling for individual activities is not shown in Table 1.

TABLE 1: PROGRAM RESULTS AND RESOURCES FRAMEWORK

OUTCOME/RESULTS: *A nationally owned and RGC led development cooperation management process to achieve targeted development results in an environment of partnership, mutual trust, and mutual accountability to maximize aid effectiveness. The key elements of which are: alignment of development cooperation activities with national development priorities that are outlined in the National Strategic Development Plan, harmonization of donor practices, and increased use of Government systems and procedures.*

EXPECTED OUTPUTS 2006-2010	TARGETS 2006-2010	INDICATIVE PROGRAM ACTIVITIES 2006-2010	PROGRAM INPUTS
<p>1. Strengthened capacity in CDC/CRDB to ensure that development cooperation activities are nationally owned, are fully aligned with Cambodia's development priorities, and are managed by RGC to achieve targeted development results.</p> <p>Output Indicators</p> <p>i. Organizational review and functional analysis of CDC/CRDB and a detailed assessment of needs for capacity building and training for staff in each Department completed.</p> <p>ii. CDC/CRDB reorganized, if necessary, to implement the findings of the organizational review.</p> <p>iii. CDC/CRDB staff provided training and performance incentives needed to strengthen their capacity to perform assigned functions.</p> <p>iv. CDC/CRDB prepares RGC policy documents, discussion papers, and successfully organizes and manages various processes of in-country Government-Donor consultations (e.g. GDCC, TWGs, and annual resource mobilization meetings), and inter-ministerial consultations.</p> <p>v. Program's financial and administrative functions performed and proper records maintained in accordance with the rules and procedures governing the "pooled resources facility" and direct contributions by development partners to the Program.</p>	<p>i. CDC/CRDB leads policy discussions with bilateral and multilateral development partners on their country strategies and program priorities, and maintains day to day contact with all development partners as the focal point of the RGC on all external aid-related matters.</p>	<p>1. Conduct an organizational review and functional analysis of CDC/CRDB and a detailed assessment of needs for capacity building and training for staff in each Department.</p> <p>2. Deliver a comprehensive, multi-pronged strategy to build the capacity of CDC/CRDB. It will include: formal (language, computer skills, training programs in leadership, management and relevant technical areas e.g SWAps/PBA's, sector MTEFs, CMDGs, managing for results, as well as degree programs), on-the-job training, workshops, study tours; as well as provision of equipment needed to carry out high priority tasks, and implementation of a MBPI/PMG scheme for selected staff members of CDC/CRDB.</p> <p>3. Provide policy advisory services to CDC/CRDB senior management and staff to support their leadership role.</p> <p>4. Provide needed financial and administrative support to successfully implement the program and to ensure that up-to-date records of program activities are maintained for program audit and evaluations are maintained, and quarterly financial and other report are prepared and provided to funding donors.</p>	<ul style="list-style-type: none"> • Short-term national/int'l Expert. • Senior Advisor/ Program Manager • Int'l and national experts • National professionals • Seminars and workshops • Books, other technical materials, and equipment • Study tours • Training institutions. • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. • Operations/Technical Support • Admin/Financial Support • Logistics Support

EXPECTED OUTPUTS 2006-2010	TARGETS 2006-2010	INDICATIVE PROGRAM ACTIVITIES 2006-2010	PROGRAM INPUTS
	<p>ii. CDC/CRDB leads the process to ensure that the TWGs are functioning effectively and efficiently; Government-Donors Coordination Committee (GDCC) mechanism is playing a central role in RGC's policy dialogue with development partners and in ODA mobilization processes, and partnerships with all development partners and stakeholders are established to enhance aid effectiveness.</p>	<p>5. Provide policy advisory and logistics support to CDC/CRDB and TWGs to establish and maintain a close working relationship and to develop and maintain an effective and efficient system to monitor progress on the implementation of TWGs Action Plans.</p> <p>6. Provide policy advisory and logistics support to the Secretariat of the GDCC to monitor progress on the implementation of the TWGs Action Plans, progress in achieving joint monitoring indicators agreed at the annual Government-Donors consultative meetings for presentation at the quarterly GDCC meetings, implementation of RGC's Action Plan on Alignment, Harmonization and Managing for Results, as well as on emerging policy issues concerned with enhancing aid effectiveness.</p> <p>7. Provide policy advisory and logistics support for the preparation and dissemination of Government's Position Paper, the DCR Report and the annual updates on Building Partnerships for Development Report for presentation at RGC's annual policy dialogue and resources mobilization forum.</p> <p>8. Provide technical assistance and logistics support to strengthen partnerships between public sector institutions, NGOs and civil society at the national and sub-national levels, and to enhance awareness and understanding of harmonization, alignment, and managing for results issues of the NGO community.</p>	<ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. • Workshops/seminars <ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. • Support for inter-ministerial coordination. <ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • ICT Expert • Program's Operation/Technical Officer • Short-term national/int'l Expert. <ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. • Workshops/seminars <p>TOTAL RESOURCE REQUIREMENTS: OUTPUT #1 \$ 2,632,000</p>

EXPECTED OUTPUTS 2006-2010	TARGETS 2006-2010	INDICATIVE PROGRAM ACTIVITIES 2006-2010	PROGRAM INPUTS
<p>2. Strengthened capacity in CDC/CRDB to effectively engage in policy discussion on aid effectiveness in the OECD/DAC and other international forums; and to lead the process to promote harmonized donor practices, promote strengthening of national systems and procedures that meet international standards in order to encourage a greater use of these systems and procedures by development partners within an environment of partnership, mutual trust and mutual accountability to maximize aid effectiveness.</p> <p>Output Indicators</p> <p>vi. CDC/CRDB prepares needed analytic work, studies, and policy papers on aid effectiveness and harmonization issues for discussion within RGC, with in-country development partners, and at the OECD/DAC and other international forums.</p> <p>vii. CDC/CRDB regularly disseminates information on best international practices to enhance aid effectiveness both to RGC institutions and to in-country development partners.</p> <p>viii. CDC/CRDB organizes seminars and workshops on concepts, methodologies, and operational/implementation aspects of the best practices to enhance aid effectiveness for concerned officials in line ministries and agencies.</p>	<p>i. CDC/CRDB, on behalf of RGC, contributes to the work of the OECD/DAC and other international forums on aid effectiveness issues.</p>	<p>9. Provide policy advisory and logistics support to CDC/CRDB in the carrying out analytic work and preparation of policy papers on issues concerned with aid effectiveness for discussion within Government and at the OECD/DAC and other international forums.</p>	<ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors
	<p>ii. CDC/CRDB leads the process to develop and implement appropriate instruments to monitor progress on the implementation of Rome and Paris Declarations commitments in Cambodia.</p>	<p>10. Provide policy advisory and logistics support to prepare RGC's Action Plan on Harmonization, Alignment and Results, periodic reports for GDCC meetings on the status of progress in implementing the Action Plan, and to carryout studies and surveys required to participate in the work of the OECD/DAC.</p>	<ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert.
	<p>iii. CDC/CRDB widely disseminates information to development partners and national stakeholders on international best practices to improve aid effectiveness and lessons learned from experiences in managing development cooperation activities in Cambodia.</p>	<p>11. Provide advisory and logistics support to CDC/CRDB to access and disseminate information on international best practices, and documenting and disseminating information on in-country best practices to improve aid effectiveness to all stakeholders.</p>	<ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert.
	<p>iv. CDC/CRDB takes proactive actions to ensure that officials engaged in managing development cooperation activities in line ministries and agencies are provided information and training on concepts, methodologies, and operational/implementation issues on topics related to improving aid effectiveness to empower line ministries and agencies to take lead in addressing aid effectiveness issues.</p>	<p>12. Provide advisory and logistic support to CDC/CRDB in conducting seminars and workshops on concepts, methodologies, and operational/implementation aspects of the best practices to enhance aid effectiveness for concerned officials in line ministries and agencies.</p>	<ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. • Workshop/seminars <p>TOTAL RESOURCE REQUIREMENTS: OUTPUT #2 \$ 640,000</p>

EXPECTED OUTPUTS 2006-2010	TARGETS 2006-2010	INDICATIVE PROGRAM ACTIVITIES 2006-2010	PROGRAM INPUTS
<p>3. Strengthened capacity in line ministries and agencies to play a leadership role in the work of the TWGs, and to manage their aid coordination and aid management functions.</p> <p>Output Indicators</p> <p>ix. Line ministries show a demonstrated improvement in capacity to direct and ensure the alignment of external assistance to established or emerging priorities of the ministries that are consistent with national development goals.</p> <p>x. Line ministries show a demonstrated improvement in capacity to lead and take ownership of the activities of TWGs in their sector, and in the implementation of RGC's Action Plan on Harmonization, Alignment, and Results in their sector.</p>	<p>i. RGC's line ministries and agencies assume and assert their leadership and ownership in all matters of aid coordination, such as:</p> <p>B. directing and aligning external assistance to established or emerging priorities that are consistent with national development goals;</p> <p>C. providing leadership and taking ownership of the new created TWG mechanism, and maintaining regular contact with development partner representatives, but more importantly, with members of the TWG from other ministries and agencies to resolve internal issues as they arise, including through CDC/CRDB, without waiting for higher level meetings;</p> <p>D. reducing the number of stand-alone projects and moving rapidly towards program-based approaches including SWAPs and SWIM;</p> <p>E. implementing RGC's Action Plan on Harmonization, Alignment, and Results in their sector.</p>	<p>13. Deliver training programs in leadership, management and relevant technical areas such as harmonization and alignment, SWAPs/PBA's, sector MTEFs, and managing for results to officials in line ministries and agencies participating in TWGs and those engaged in planning and managing development cooperation programs and project.</p> <p>14. Provide advisory support to TWGs, requested through the Chair of the TWG, to implement RGC's Action Plan on Harmonization, Alignment and Results, and to build capacity of the concerned Royal Government institution(s) in order to improve the effectiveness of development assistance that is mobilized and delivered in the sector/thematic area of the TWG.</p>	<ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. • Training institutions • Workshops/seminars <ul style="list-style-type: none"> • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. <p>TOTAL RESOURCE REQUIREMENTS: OUTPUT #3 \$ 455,000</p>

EXPECTED OUTPUTS 2006-2010	TARGETS 2006-2010	INDICATIVE PROGRAM ACTIVITIES 2006-2010	PROGRAM INPUTS
<p>4. Strengthened capacity in CDC/CRDB and line ministries and agencies to develop, upgrade and maintain aid information management systems to support their development management functions; and to develop, update, and maintain website(s) to disseminate information on development cooperation activities to all national and international development partners and civil society.</p> <p>Output Indicators</p> <p>xi. CDC/CRDB has a functioning Development Cooperation Analysis Database, a NGO disbursements database, and a CDC/CRDB website that are updated regularly.</p> <p>xii. CDC/CRDB has a functioning web based system to collect data from donors on actual and planned ODA disbursements and as a site that provide easy access to ODA information by all stakeholders</p> <p>xiii. All ministries have a functioning "Aid Management Information System Database" system that is regularly updated by them.</p>	<p>i. CDC/CRDB maintains continually updated information systems and databases on aid flows of all development partners, preparing annual development Cooperation Report, and maintains updated CDC/CRDB website.</p>	<p>15. Provide support to upgrade and maintain the CRDB Development Cooperation Analysis Database on actual and planned disbursements of ODA by donor and program/project.</p> <p>16. Provide technical and logistics support for the development of a web based system to collect data from donors on actual and planned ODA disbursements and as a site that provide easy access to ODA information by all stakeholders.</p> <p>17. Provide support for upgrading the CRDB LAN system to enhance information sharing within CDC/CRDB.</p> <p>18. Provide support to upgrade and maintain the CRDB database on NGO disbursements for development programs based on the sub-set of NGOs for which these data are accessible to CDC/CRDB.</p> <p>19. Provide support to setup and upgrade the "Aid Management Information System Database" system in all ministries and agencies, and implement a MBPI/PMG for ministries and agencies staff performing these functions.</p>	<ul style="list-style-type: none"> • ICT Expert • Senior Advisor/ Program Manager • National Policy Advisors • Program's Operation/Technical Officer <ul style="list-style-type: none"> • ICT Expert • Senior Advisor/ Program Manager • National Policy Advisors • Short-term national/int'l Expert. <ul style="list-style-type: none"> • ICT Expert • National ICT Professional <ul style="list-style-type: none"> • ICT Expert • National ICT Professional <ul style="list-style-type: none"> • ICT Expert • National ICT Professional • Senior Advisor/ Program Manager <p>TOTAL RESOURCE REQUIREMENTS: OUTPUT #4 \$ 508,000</p>

Section III: MULTI-DONOR SUPPORT PROGRAM BUDGET: 2006-2010

46. The estimated costs by major expenditure category, except the cost of implementing the MBPI/PMG scheme, are presented in Table 2. The total requirements to implement the Multi-Donor Support Program over the next five years (2006-2010) are estimated to be US\$ 4.205million.

TABLE 2: MULTI-DONOR SUPPORT PROGRAM BUDGET: 2006-2010

Expenditure Category	Man-months	Cost (in thousands of US\$)
1. International Experts		
• Long-term	60	800
• Short-term	30	400
2. National Policy Advisors and Experts (both long-term and short-term), Research and Studies	300	750
3. National Professionals, including program support team	480	480
4. Training programs and study tours		375
5. Workshops/seminars		300
6. MBPI/PMG scheme for CDC/CRDB and line ministries and agencies		
• CRDB/CD		350
• 15 Line ministries and agencies at Deputy Director level		200
7. Office supplies, communications, and maintenance		180
8. Equipments		150
9. Logistics support for Government-Donor consultation meetings (e.g. CG, GDCC, P&H TWG)		200
10. MISC		50
Total requirements (in thousands of US\$)		4,235