

United Nations Development Goals

Cambodia 2001

Foreword

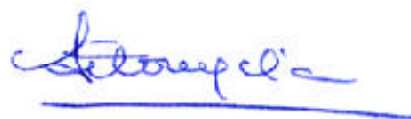
At the occasion of the Millennium Summit, 147 heads of State and Government - and 189 Member States in total - adopted the Millennium Declaration. The Declaration mainstreams a set of inter-connected and mutually reinforcing development goals and targets into a global agenda. Most of the targets set by the Millennium Declaration were not new. They derived from the global conferences of the 1990s and from the body of international norms and laws that had been codified over the past half-century. The Millennium Declaration centers on the following eight major goals:

- Eradicate poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health
- Combat HIV/AIDS, malaria and other diseases
- Ensure environmental sustainability
- Develop a global partnership for development

The Millennium Development Goal Reports (MDGRs) aim at awareness raising, advocacy and focused debate at country level to help keep poverty issues front and center of the national development agenda. In this regard, the report is not intended to be an in-depth analytical review of progress, institutional change and policy reforms.

The UN System in Cambodia has facilitated preparation of this first MDGR. It is important to note that this report does not reflect the full set of Millennium Development Goals but a selection of specific international development targets. It is hoped that this report will provide the foundation for future Cambodia MDGRs. Such future efforts will aim at expanding both the content and process involved in preparing the Report - more specifically, the establishment of a close partnership among national stakeholders, including Government, NGOs, private sector and the UN Country Team will be actively pursued.

In addition, the UN Country Team will engage national partners, as the report is periodically updated, by : (i) setting numerical targets for intermediate years that correspond better with the national planning framework; and (ii) using the MDGRs to estimate the order of magnitude of the resources required for reaching the targets by 2015. In this manner, the MDGR can become a valuable tool to inform and influence priority setting both in national planning and budgeting and international assistance.



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Development Context

Overview

The Royal Government of Cambodia (RGC) has made important strides in re-establishing political and economic stability over the last decade. The successful conduct of national elections in July 1998 led to the installation of a coalition government and the integration of the Khmer Rouge into the Royal Government Armed Forces. Cambodia is at last at peace with a unified territory under one government after thirty years of turmoil and war. Commune (local) elections are due in February 2002, with the third national elections on course for 2003.

The country regained its seat and representation at the General Assembly of the United Nations and in 1999 became a full member of the Association of South East Asian Nations (ASEAN). It has also begun negotiations for joining WTO. Cambodia has also made progress in rebuilding its economy following three decades of war. From 1994-2000, the economy grew by an average of 5.7 percent annually.

Global Position

Measured by both income and broader human development indicators, Cambodia is nevertheless among the poorest countries in the world. According to the Global Human Development Report (2000), Cambodia ranks 136 of 174 countries in the world on the human development index. Its population of 11.4 million is growing at about 2.5 % per year. Annual per capita income is US\$ 253 (2000). The service sector accounts for almost 40% of GDP, with agriculture at 36% followed by industry at 24%.

Cambodia's agriculture sector, which employs about 80% of the workforce, has great potential to lead national economic growth and to reduce poverty. The economy also has a demonstrated comparative advantage

Geography

Land area: 181,035 km²
4165km of paved roads,
603 km railtrack
3700 km waterways

Demography

Population: 11.4 million (2000)
90% rural - 10% urban
Annual population growth rate: 2.5%
Population under 15 years old: 49%
(1999 estimate)
Fertility rate (children /woman): 4.1

Life expectancy at birth:
Women – 58.6, Men – 54.1 (years)
Infant Mortality/1000 births: 89.5
Under-5 Mortality/1000 births: 125
Maternal Mortality/100 000 births: 437

HIV Prevalence rate: 2.8% (15-49 years)

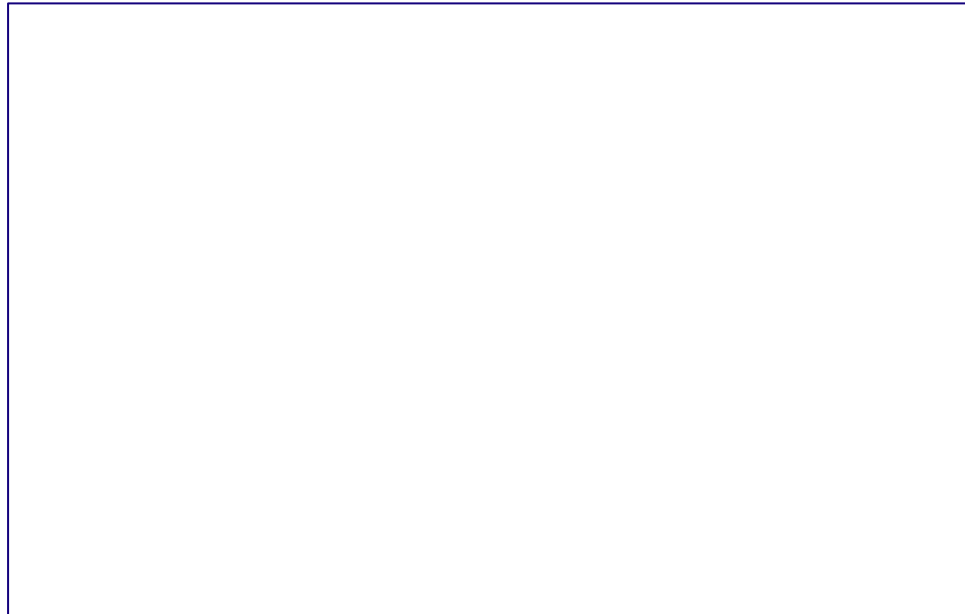
Urban access to clean water: 54/68%
Rural access to clean water: 27/39%
(Dry/rainy season)

Economy

GDP: US\$ 3.1billion
GDP per capita (2000): US\$ 253

Data has been gathered from the Global Human Development Reports 2000, 2001, and the latest available figures from government sources.

in the production of labour-intensive manufacturing for export, and the potential exists for further growth through diversification of markets and production. Tourism has substantial development potential that is based on both natural and cultural assets. However, these assets are somewhat compromised by Cambodia's greatest loss - the depletion of human capital due to the major human tragedy and large-scale exodus or death of educated citizens during the Khmer Rouge years (1975-79).



The Effects of Poverty

In General

An estimated 36% of the population live below the basic needs poverty line. The poverty rate is much higher in rural areas than in Phnom Penh with rural households accounting for almost 90 percent of the poor. Poverty in Cambodia is characterised by low income and consumption, poor nutritional status, low educational attainment, less access to public services including school and health services, less access to economic opportunities, vulnerability to external shocks, and exclusion from economic, social and political processes. The high prevalence of HIV/AIDS in Cambodia poses a major threat to development and predicted increases will lead to a further deterioration of the current human development situation.

On Women

Cambodia women represent 53% of the active labour force and head 25% of Cambodian households but continue to face constraints in all areas of life. Discrimination on the labour market leaves women earning 30% to 40% less than men. The literacy rate for men is 40% higher than women and male school enrolment is 50% higher by age 15,

and nearly three times as large by age 18. Poor access to quality health services, including maternal and child health services exacerbate the problem of poor reproductive health. Cambodia has one of the highest rates of maternal mortality in Asia (437 deaths per 100,000 live births).

Prostitution and sex trafficking are two social problems that have become acute in recent years. While significant progress has been made in drafting and passing legislation to protect the rights of women, law enforcement is weak. Discrimination and violence against women - often underreported - remain a serious problem.

The poor of Cambodia include many people who are at risk of being left behind as the economy grows. This includes the disabled, elderly, orphans, widows, the landless and the unemployed, subsistence farmers and indigenous ethnic minorities.

Government and poverty reduction

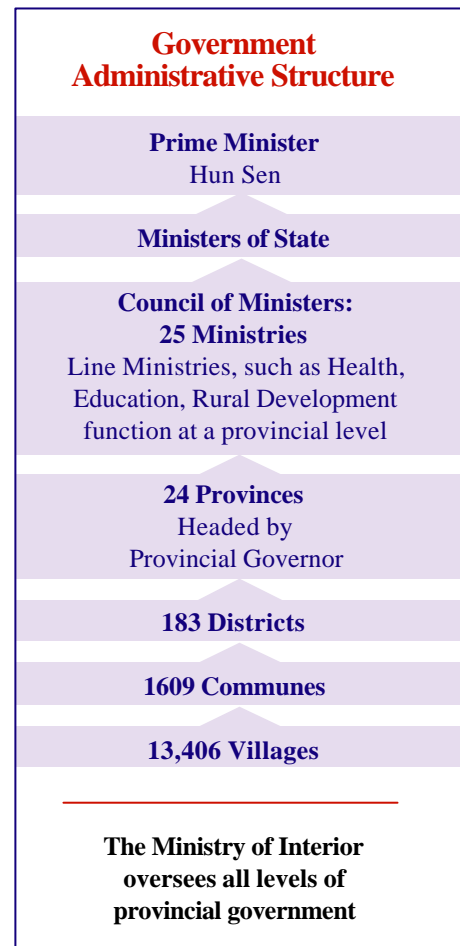
Reducing poverty is the overarching development objective of the Royal Government of Cambodia. Its main poverty reduction strategy is geared towards achieving: a) long term sustainable economic growth; b) more equitable distribution of the fruits of economic growth; c) ensuring sustainable management of utilisation of natural resources.

Progress

Since 1993, the Government has made notable progress in stabilizing the economy, in restoring economic growth, and in undertaking key market-oriented policy reforms. While government efforts weakened considerably in 1997-1998, due to financial turmoil in the region, economic performance improved thereafter. Since 1998, the Government has largely maintained a stable macroeconomic environment with steady GDP growth, a stable exchange rate and falling inflation.

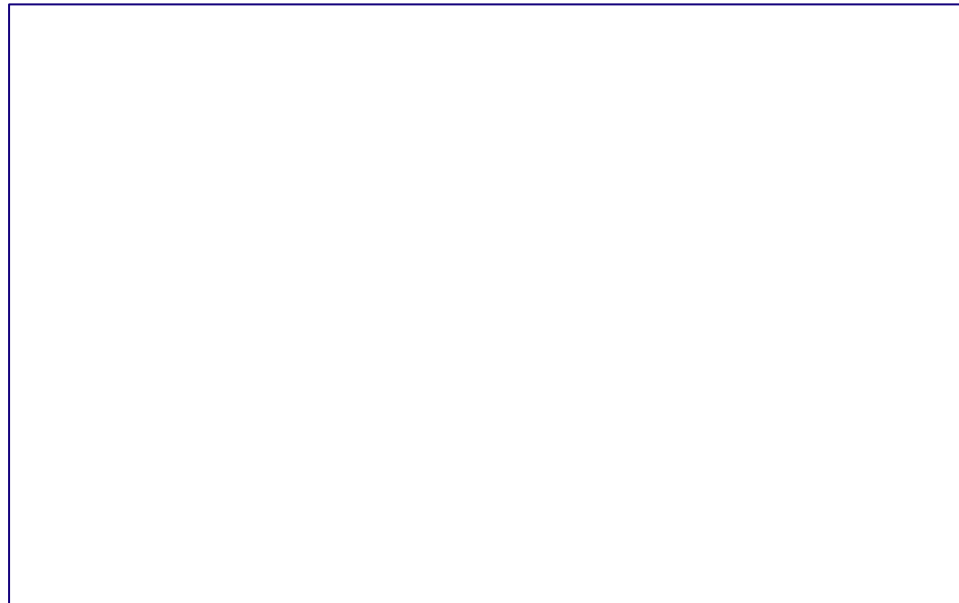
Economic policy is driven towards improving the investment climate through the establishment of a predictable and transparent business environment. Government reforms place emphasis on fundamental fiscal and governance matters, which include: revenue mobilisation and expenditure rationalisation, banking and financial sector reforms, administrative and judicial reforms, military demobilisation, and improved forestry and natural resource management.

Weak domestic revenue severely constrains the effectiveness of public expenditure policy as an instrument for accelerating growth and reducing poverty. Cambodia's current revenue-to-GDP is very low by international standards, representing approximately 11.5 percent (2000). The tax base is narrow and there are high levels of evasion.



Government revenues barely cover current expenditures, while most capital expenditures are financed from external assistance.

The Government recognizes that faster economic growth alone may not be enough to significantly reduce poverty in Cambodia because of the large and growing inequalities associated with observed growth patterns. With a Gini coefficient of 0.42 (1997), inequality in Cambodia is higher than in most other Asian countries with similar levels of economic development.



Achieving poverty reduction targets

Cambodia is committed towards achieving the key international development goals outlined in this report. The long-term vision of Cambodia is that by the year 2020, the country will have developed to the level of neighbouring advanced economies.

The Government clearly intends to adopt a growth path that is essentially “pro-poor”, notably by adopting key fiscal rationalisation measures aim at greater allocation of public resources towards the priority sectors of education, health, rural development and agriculture, and greater access of the poor to critical economic assets. In addition, the Government recognises that the success of a national poverty reduction strategy will depend on the adoption of realistic, comprehensive and concrete plan of action, coupled with strong political will towards effective implementation and monitoring.

The national poverty reduction strategy is expected to be captured in two key documents, mainly the Second Socio-Economic Development Plan (2001-2005) and the PRSP.

Monitoring the change

For the past decade, a large amount of household survey data has been generated in Cambodia. These include the demographic and household surveys of 1993-94, 1996, 1997, 1999 and 2000. However, much of the data are not comparable, due to differences in methodology and coverage. Some of the significant data that has been collected is collated in the pages of this report.

The government fully recognises the importance of timely and reliable data as a baseline to monitor effectiveness and efficiency in resource use and progress towards set targets.

To this end, the government has established a poverty monitoring and analysis system, which aims at timeliness and reliability of data. The system places strong emphasis on the measurement of poverty outcomes in relation to key macroeconomic, trade, other sectoral and budgetary reforms.

It is also expected to be the main tool for regular reporting on Cambodia’s progress towards achieving its national and global development goals.

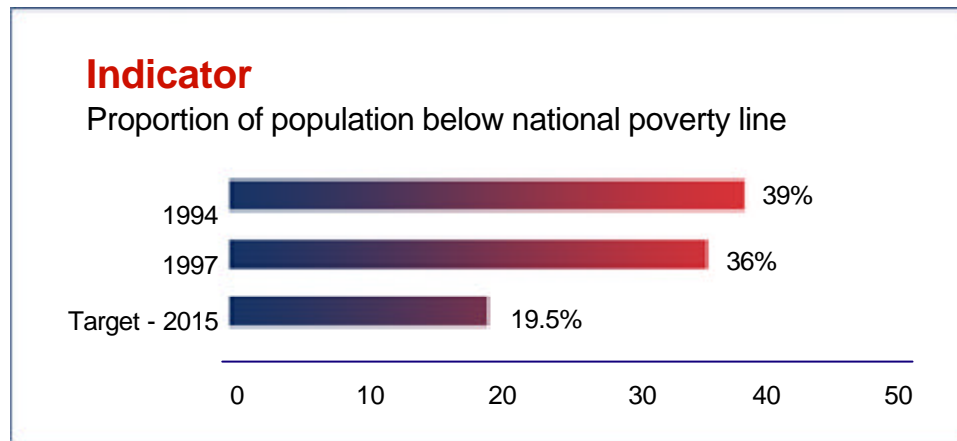
Reduce Extreme Poverty

Target

Halve the proportion of people living in extreme poverty between 1990 and 2015

Goal

Reduce Extreme Poverty



2000 Global Proportion of population on less than \$1 a day - 20%

Source: UN "2000 A Better World for All"

1. Status and trends in the 1990s

Available data do not allow a proper assessment of the evolution of the poverty headcount index during the 1990s. The 1993 Poverty Survey was significantly constrained for security reasons (35 % of the population was not covered) while the 1997 Poverty Assessment made upward adjustments to impute health and education expenditures and rental values for dwellings. However, the evidence seems to suggest that poverty declined slightly from 39 percent to 36 percent in parallel with the strong performance of the Cambodian economy between 1992 and 1996.

Noticeably, however, growth was also associated with a significant increase in consumption inequality, ie the richest 20% of the population increased their consumption expenditure per capita by 17.9% between 1993-94 and 1997, while the poorest increased by just 1.7%. Final results of the 1999 Social Economic Survey are not yet available (July 2001), and there appear to be key comparability problems with the earlier years.

2. Achievability of the 2015 target

If the country experiences strong economic growth and if this growth is well distributed among regions, then significant poverty reduction will occur. While the number of poor might have decreased slightly since 1993, and per capita income has increased nation-wide, income distribution has worsened significantly. Today, rural households account for nearly 90% of Cambodia's poor. Economic growth has been more profitable to people living in urban areas than those in rural areas.

Cambodia women represent 53% of the active labour force and head 25% of Cambodian households but face constraints in all areas of life. Women earn 30% to 40% less than men; the male literacy rate is 40% higher; male school enrolment is 50% higher by age 15, and 300% by age 18. While progress has been achieved in recognising women's rights and protecting their livelihood, much remains to be done if the 2015 targets are to be achieved.

The core of Cambodia's poverty reduction strategy is to create new opportunities

through rapid and sustained growth, particularly in rural areas. It is estimated that almost half of the poor in Cambodia would be lifted out of poverty within the next eight years if the economy grew at 6 percent annually. Such a GDP growth target is achievable. In 1999, GDP growth was 6.9% and in the year 2000, 5.4%.

3. Challenges to meeting 2015 target

The ability of the Cambodian economy to strengthen its resilience to internal and external shocks remains a key factor. The growth scenario builds on the assumption that the government will take decisive actions to reinforce macroeconomic stability, mainly through prudent fiscal policies, and implementation of structural reforms at an accelerated pace.

However, growth alone is not enough to achieve poverty reduction. It also requires both raising agriculture incomes and promote diversification into other rural activities, combined with efforts to increase the physical assets of the poor e.g. land, credit, rural infrastructure.

Building the human assets of the poor, including education and health, is equally important to achieve both sustainability of the growth process and enhancing access of the poor to economic opportunities.

4. Priorities for development assistance

At the Consultative Group meeting (Paris, May 2000), the Government revealed a new Development Cooperation Partnership Paradigm, which is essentially along the same lines as the OECD/DAC guidelines and criteria (1999).

The Government is determined to further strengthen its leadership role in the implementation of the development agenda

and to ensure that this agenda is nationally owned. In addressing the new partnership paradigm, the country's development partners should consider strengthening both the format of the partnership (i.e. the aid coordination mechanisms) and the strategic direction of such a partnership (sharing of best developmental practices).

In addition, the reform agenda of the Government points to the fact that achievement of poverty reduction targets will require a comprehensive and multi-dimensional effort aimed at the creation of a conducive environment leading to growth and equitable redistribution. The key challenge is therefore to provide a sharper poverty focus to all developmental interventions at country level.

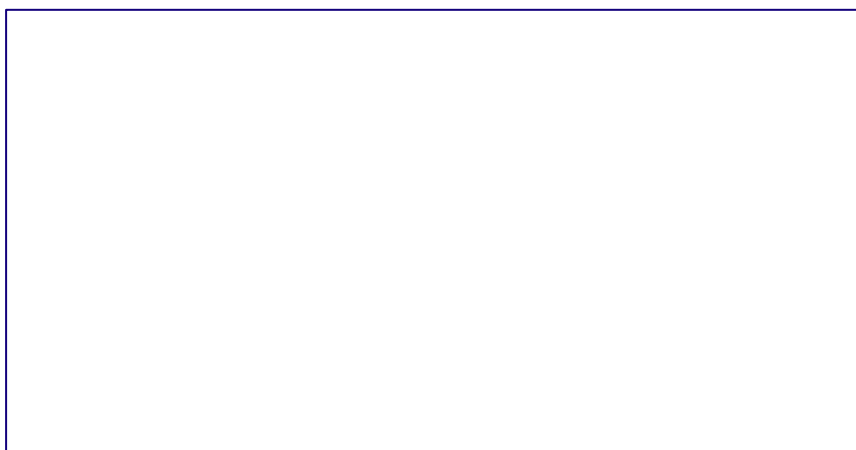
5. UN system support

The UN in Cambodia promotes an enabling environment through poor sensitive policies and access to land.

It supports the mobilisation and organisation of the poor and promotes their livelihoods by ensuring access to productive assets, employment, income generating opportunities and credit. It also works to improve the nutritional status of the population.

The UN seeks to empower Cambodians to fully develop their capabilities through greater and affordable access to quality basic social services and to reduce regional disparities in the area of HIV/AIDS, health, water and sanitation, reproductive health, education.

The UN system believes that cultural factors are an integral part of socio-economic development. In this regard, the UN assists the national authorities to reinforce their capacities for safeguarding and developing the national cultural heritage as a means to creating a greater sense of identity and strengthening social cohesion.



Increase Food Security

Target

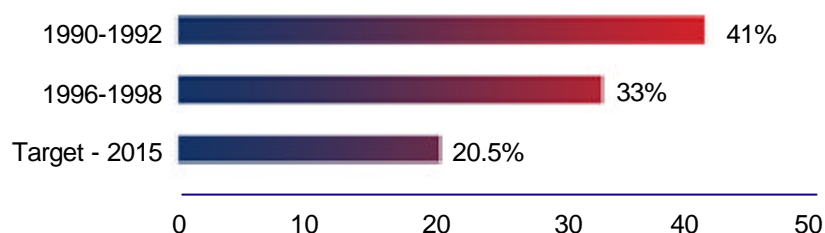
Halve the proportion of people who suffer from hunger between 1990 and 2015

Goal

Increase Food Security

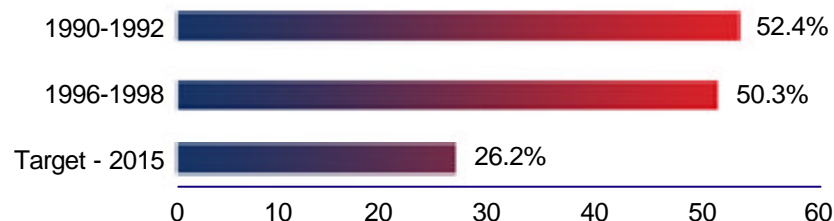
Indicator

Proportion of population below minimum level of dietary energy consumption



Indicator

Proportion of under-weight children aged under 5



World proportion of under-weight under-5 children (%) - 30%

(Source Global HDR 2000)

1. Status and trends in the 1990s

The trend for 1990s shows quasi stability of food security due to the stagnation of the yields mainly in rice and in relation to demographic augmentation.

There was a steady decline in the 1990's in the proportion of the population below minimum dietary energy consumption, due to the increasing area under production and a slight increase in yields. This increase in cultivation areas is partly due to declining civil insecurity in most areas and relatively better rainy seasons.

In terms of the proportion of people un-

derweight, the trend is discouraging. The main causes of malnutrition such as inadequate food intake, lack of caring practices, and poor sanitation/health (leading to disease) still persist across Cambodia.

2. Achievability of the 2015 target

The country is not on track to reduce by half the number of undernourished people by the year 2015.

It is feared that the food security differential will increase between cities (namely Phnom Penh) and rural areas, between social classes, and even between genders. The

severe flooding of 2000 destroyed a significant part of the rice crop, and future flooding magnitude cannot be easily forecast.

3. Challenges to meeting 2015 targets

There are several factors contributing to continuing food insecurity, mainly:

- Lack of investment in agriculture - The share of agriculture in GNP is above 40%; however, the investment in agriculture averages at 14% over the last 10 years, but only 8% in the new Support Services for Policy and Programme and Development Plan. (source 2nd Five Year Plan);

- Lack of security - Affecting people, land, access to natural resources, water, forestry and fisheries;

- Lack of access to credit, advice, and others inputs such as fertilizers, improved seed, and tools.

These main weaknesses are limiting investment and without investment there is no modernisation, no intensification, no diversification, no improvement of yields, and, ultimately, no food security.

The poor infrastructure, especially rural roads, is a critical problem for commercialisation (access to markets); for access to inputs (improved seed, fertilisers), and for access to technologies, the lack of which, strongly hampers the development of agriculture.

Government actions that could be taken order to overcome these difficulties and to improve food security in rural areas include strengthening the Rule of Law; pursuing the process of reforms (land law, forest law, fisheries law) in order to increase security in the rural areas; and following-up to the declared commitments on food and agricultural reform.

Continued advocacy for donors to focus on greater assistance and funding towards the agriculture sector is needed.

4. Priorities for development assistance

Technical assistance of external partners (including the UN Agencies) needs careful consideration in order to address properly the issues of food security in relation to agriculture.

Appropriate action has to be taken to boost Cambodian agriculture to the same level of two neighbouring countries (Thailand is the leading world exporter of rice, while Vietnam is the second). The rice yield



in Cambodia, for example, is less than 50% of the yield of the two neighbouring countries, despite having the same climate, same soil quality and more water resources for irrigation.

5. UN system support

Existing support to the sector is aimed at assisting the Government defining agricultural/food security strategies in 2001.

However, agricultural projects need increased support from the UN Agencies for full action. For example, one UN programme for food security, despite great success demonstrated on the seven pilot sites by the Ministry of Agriculture, Forestry and Fisheries, is still waiting for its extension phase, because of lack of funds.

The importance of agricultural/food security issues in Cambodia could be further emphasised as among the first priorities for successful poverty alleviation in the country.

Improve Health and Reduce Child Mortality and HIV/AIDS

Target

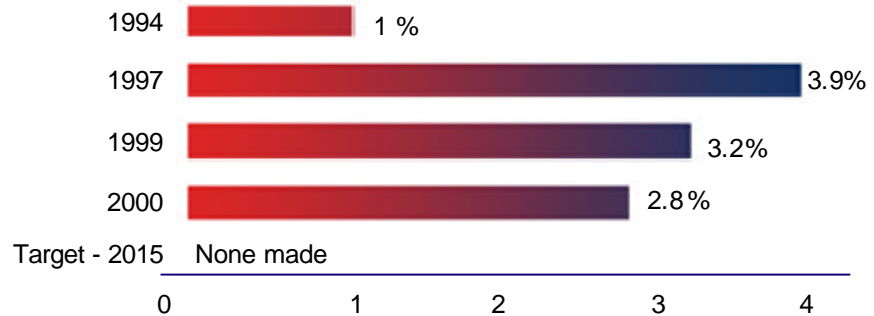
Halt and begin to reverse by 2015 the spread of HIV/AIDS
Reduce child mortality rates by two-thirds by 2015

Goal

Improve Health and Reduce Child Mortality

Indicator

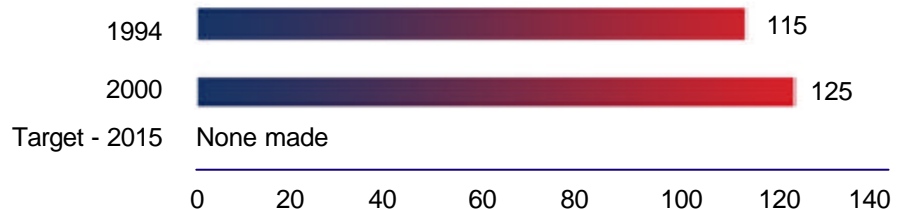
HIV prevalence rate among adults (15-49 years)



Source: Ministry of Health, Cambodia

Indicator

Under-5 mortality rate (U5MR) (per 1000 live births)



Source: Ministry of Health, Cambodia

Global aim - HIV Achieve 25% reduction in HIV infection rates among 15-24 year olds in worst effected countries by 2005 and globally by 2010

1. Status and trends in the 1990s

HIV - HIV was first reported in Cambodia in 1991 and since that time has grown quickly until there were an estimated 169,000 people living with HIV infection at the end of 2000.

USMR - Child mortality rates have increased over the past ten years, particularly post-neonatal mortality, which has increased from 35 per 1,000 live births in 1990 to 58 per

1000 in the year 2000. It constitutes 61 % of the Infant Mortality Rate and 46% of the Under-5 Mortality Rate. On the other hand, neonatal mortality has decreased steadily from 44 per 1,000 live births in 1990 to 37 per 1,000 live births in 2000.

2. Achievability of the 2015 target

HIV - No target estimates have yet been made for 2015. However, recent surveillance

data suggests that HIV prevalence rates may have stabilised. However, more data is required before any definitive statement to that effect can be made.

U5MR - No target estimates have been made for the under-5 mortality rate for 2015, though the goal declared at the Millennium Summit called for a two-thirds reduction on 1990 figure, ie down to 38 per 1000 births. The increasing trend of child mortality is considered to be stabilizing, or increasing at a declining pace. However, the impact of HIV/AIDS on child mortality must be considered. The number of people living with HIV/AIDS is likely to increase, and with it the number of mother to child transmissions and the number of 'AIDS orphans'.

The declining trend in neonatal mortality in the past decade is more promising, though issues relating to increasing post neo-natal mortality (such as HIV) would have to be tackled to reach 2015 targets.

3. Challenges to meeting 2015 target

HIV - Challenges include the development of achievable national strategic plans especially the inclusion of HIV/AIDS in poverty reduction papers and national social and economic development plans. Developing the technical capacity of the non-health sector to enable it to respond to the AIDS epidemic also remains a challenge. Improved coordination and collaboration with enhanced information exchange for the response, while the implementation of behaviour change programmes including life skills at the community level, are also important factors to address.

U5MR - The major direct causes of mortality among Cambodia's 1.6 million children are diarrhoeal diseases, acute respiratory infections (ARI) and vaccine-preventable diseases, particularly measles. The coverage rate for all immunisable diseases must be improved. It now stands at under 40%, far below the 1990 World Summit of Children (WSC) goal of 90% coverage.

A reduction by 50% in deaths due to diarrhoea in children under the age of five and 25% reduction in the diarrhoea incidence (WSC goal) still needs to be achieved. The reduction by one third in deaths due to ARI in children under five remains the target.

In Cambodia, 33% of children are moderately malnourished and 13.4% severely. Major efforts are being undertaken to re-

duce vitamin A deficiencies but only 30.8% of children received vitamin A in the six months prior to the 2000 DHS survey.

4. Priorities for development assistance

HIV - Technical and financial support will be provided in accordance with the national HIV/AIDS Common Strategy (2001-2005), launched in June, and finalised as a costed plan in September 2001.

U5MR - All policies and strategies targeting the challenges will help to decrease mortality. Focus needs to remain in several areas: on a change in infant feeding practices; changes in health-seeking behaviour at family level; delivery of preventative outreach services; a functional district health system; and access to good quality care through IMCI strategy implementation.

5. UN system support

HIV - The Common Strategy (2001-2005) on the prevention and control of HIV/AIDS was published by the Government in close cooperation with the UN and other donors in 2001. In 2000, the UNCT supported the mainstreaming of HIV/AIDS issues in the National Assembly and the Senate, resulting in the drafting of legislation relating to HIV/AIDS.

The UN system also supports the Ministry of Education, Youth and Sports in the design and implementation of a number of HIV/AIDS preventive education programmes, including an action plan for 2001-2005 which will target 2,600,000 students and 65,000 teachers.

U5MR - UN support includes assistance in the eradication of polio. (Cambodia was declared polio free in 2000, the last case was in 1997). It has also help increase the coverage of tetanus toxoid among pregnant women, though the effect of these on neonatal and under-5 mortality might not be apparent in the data for 2000. However, exclusive breastfeeding of infants below four months has declined, and much more attention is required and is being given to this and efforts to improve child immunization coverage, ORS use, and treatment for acute respiratory infections.

Improve Reproductive Health

Target

Reduce maternal mortality rate by three-quarters by 2015

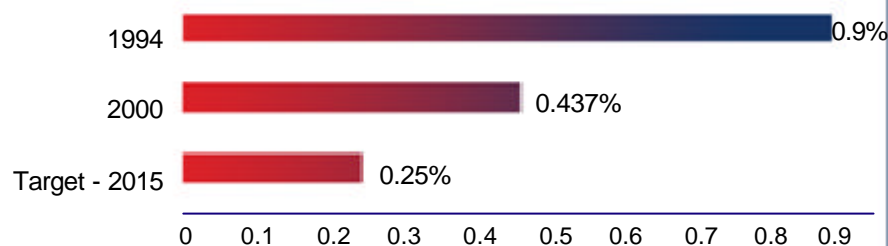
Achieve universal access to safe reliable contraceptive methods by 2015

Goal

Improve Reproductive Health

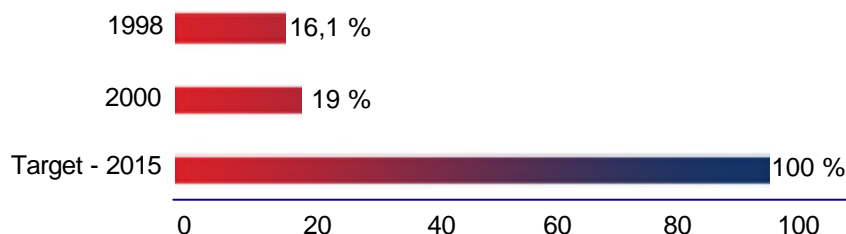
Indicator

Maternal mortality rate



Indicator

Proportion of women of child-bearing age with access to contraception



1. Status and trends in the 1990s

Maternal mortality has decreased over the last several years. Women appear to be gaining access to health information and services related to safe motherhood.

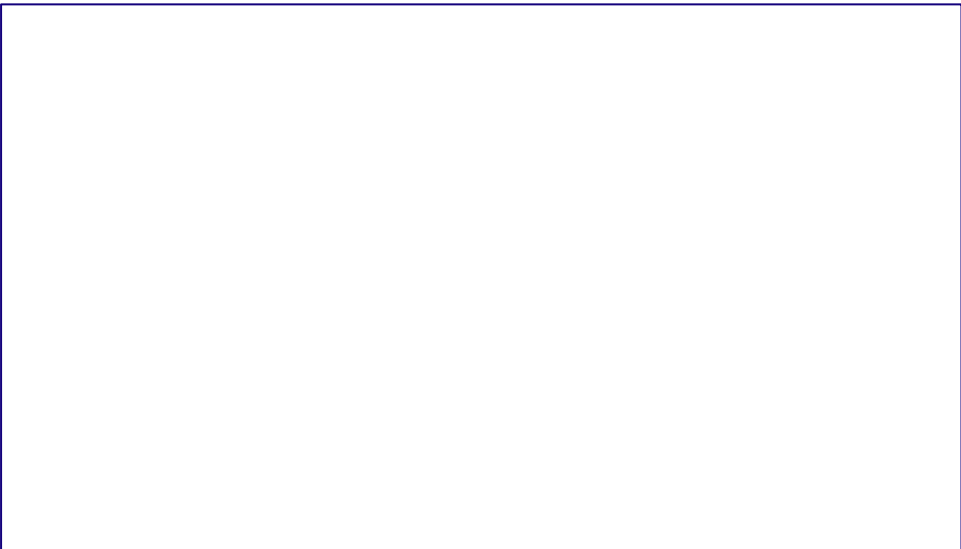
The proportion of child-bearing age women with access to contraception has also increased considerably indicating a favorable trend. Birth spacing services are increasingly available through private and public channels.

2. Achievability of the 2015 target

Regarding the reduction of maternal mortality, the country appears to be on track for the target specified. If the Maternal Mortality Ratio (MMR) was roughly halved within one decade, it should be possible to further decrease it by a similar magnitude

within the next decade. However, the percentage of births attended by a skilled health worker is not increasing at the rate it should in order to impact high maternal mortality rates. Between 1996 and 1998 the figure only rose by four percentage points (from 30% to 34%). Addressing this factor would considerably improve the chances of reducing maternal mortality by the given target. Of similar concern is the reliability of maternal mortality data. Research has shown that MMR data are very difficult to derive and can often be misleading. Estimates of maternal mortality in Cambodia range widely, making it harder to judge gains.

With regard to the contraceptive prevalence rate for modern methods (among women aged 15-49) there has been substantial progress and the country is definitely on track for achieving the target. While stra-



tegic interventions for increased access to birth spacing services are varied within the country (i.e. private vs. public sector), women undoubtedly have greater knowledge of, and choices for, contraception.

3. Challenges to meeting 2015 target

The major factors which will contribute to the success or failure in meeting the reduction of maternal mortality target are the capacity of health service providers, access to emergency obstetrical services, and attendance at birth by skilled health personnel. The government is following the National Safe Motherhood 5-Year Action Plan, which includes a work plan and strategy paper towards the achievement of reduced maternal mortality addressing the factors mentioned above.

The major factors that would contribute to increased contraceptive prevalence rate are increased access to, and greater availability of, birth spacing commodities and services throughout the country, as well as training of service providers. The Ministry of Health continues to implement the training of health personnel from health centre levels and referral hospitals on basic birth spacing provision and follows the National Birth Spacing Policy instituted in 1994.

4. Priorities for development assistance

Cambodia's development partners could help contribute to the reduction of maternal mortality by continuing to fund interventions which target access to services, both through training of service providers and increasing the overall numbers of service providers, and by continuing to invest in safe motherhood strategies. In addition, partners should continue to promote safe

motherhood from the primary level upwards, including antenatal care, midwifery and trained delivery assistance, essential obstetrical care, and family planning.

In order to further gains in contraceptive prevalence rates, development partners could promote better distribution of contraceptive commodities and services, both through private and public channels. In addition, research could be conducted to investigate barriers to access, side effects and preferences, and cultural influences. Continued education of birth spacing providers should be promoted.

5. UN system support

The UN system supports the expansion of the availability of, accessibility to, and promotion of birth spacing information and services countrywide and the integration of these services into broader RH. In addition the UN system sponsors programmes aimed at improved distribution of contraceptives, provision of information on contraception, and access to increase variety of methods of contraception.

The UN supports programmes aimed at Safe Motherhood in support of the national safe motherhood planning and strategies. In addition, the UN system supports training of health centre, referral hospital and midwifery, personnel in both birth spacing and essential obstetric care in order to ensure strengthened capacity. Delivery of the Minimum Package of Activities and Complementary Package of Activities, including emergency obstetric care, is also supported by UN agencies.

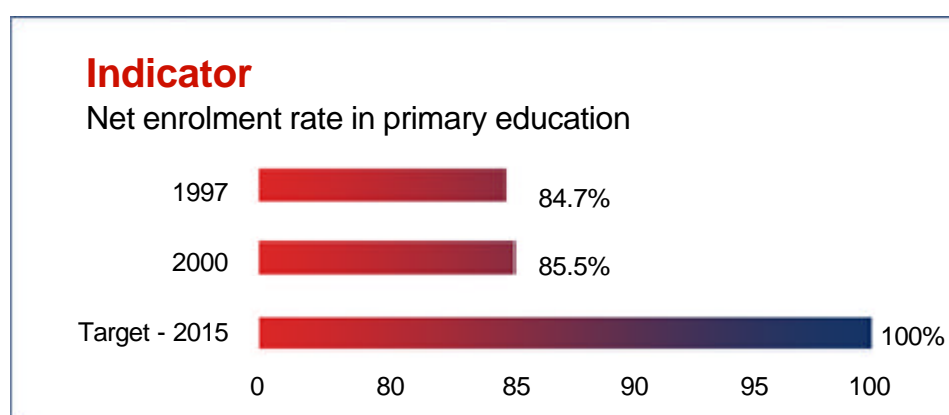
Access to Education

Target

Achieve universal access to primary education by 2015

Goal

Access to Education



1. Status and trends in the 1990s

Compared to the 1996 - 1997 figures, there has been a slight improvement in the net enrolment rate for primary education. However, this improvement cannot be considered as significant if the target of Education for All (EFA) by 2015 is to be achieved. Access to education by the poorest and most disadvantaged groups, particularly in rural and remote areas, continues to be limited. A more significant increase has not been achieved due to low public investment in the education sector.

2. Achievability of 2015 target

The Government has expressed its commitment to increase the share of the education budget from 7.7% of the national budget in 2000 to 15.7% for 2001. The Government has just completed an Education Sector Support Programme for 2001 - 2005 to reform the whole of the education system. If the Government honours its commitment, it could be expected that the country would be on track to meet this international development target by 2015.

3. Challenges to meeting the 2015 target

The major challenges for the attainment of this goal will be:

- Further increases in public

investment for the education system;

- Greater financial resources to be targeted at rural and remote areas, where the majority of the poor and disadvantaged are located;

- Qualitative improvement in educational materials and teaching continues to be made;

- Greater incentives for teachers. (Cambodian teachers rank amongst the worst paid in the world);

- More school facilities need to be built, particularly in rural and remote areas.

The Cambodia Government has an obligation to ensure that all EFA goals and targets are reached and sustained. The UN system will assist the Government in the pursuit of these goals. The Framework for Action - "Education for All (EFA): Meeting our Collective Commitments" was adopted at the World Forum for Education in Dakar, Senegal in 2000. This reaffirmed the vision that all children, young people and adults have the right to benefit from an education that will meet their basic learning needs.

The Framework for Action - EFA: Meeting agreed six goals that should be met to meet the 2015 targets:

1. Expanding and improving comprehensive early childhood care and education especially for the most vulnerable and disadvantaged children;

2. Ensuring that by 2015 all children,

particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to free and compulsory primary education of good quality;

3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;

4. Achieving a 50% improvement in levels of adult literacy by 2015, especially for women;

5. Eliminating gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;

6. Improving all aspects of quality education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

To give substance to achieving the six goals, the Cambodian Government has committed itself to developing a comprehensive National Plan of Action by 2002. The plan should be developed through a transparent and democratic process involving all stakeholders (community leaders, parents and learners, NGOs and civil society), and integrated into a wider poverty reduction and development framework.

The Government is also to prepare a long-term strategy paper for the reduction of poverty through various sectors and which includes education and human resources development.

4. Priorities for development assistance

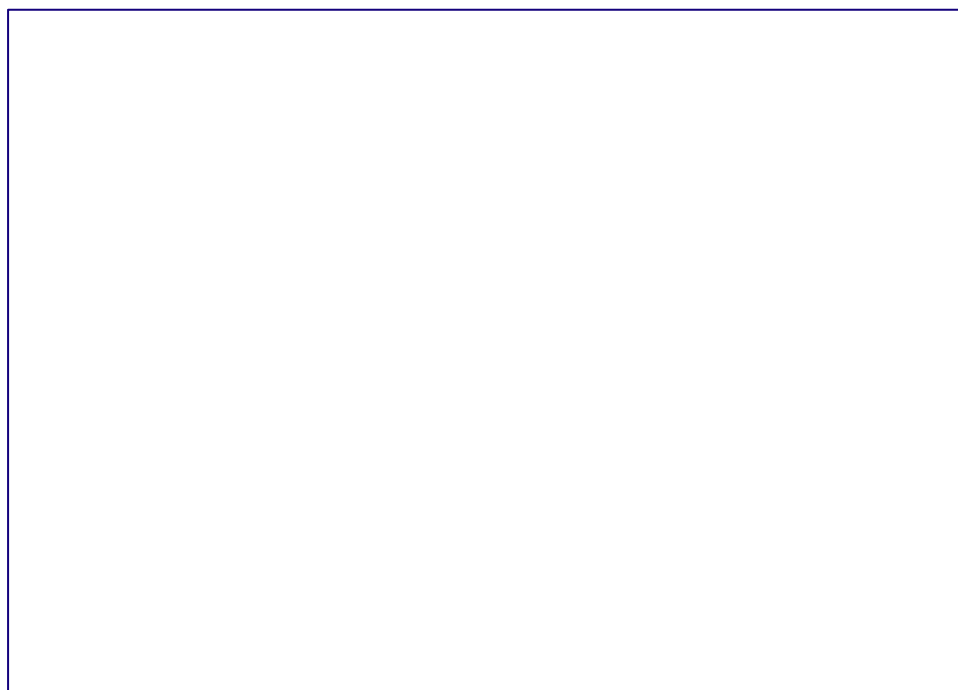
As a first priority, international aid to education has been declining, and so, development partners, particularly the UN system, should continue to play an advocacy role for the mobilisation of additional resources for the education sector. Co-ordination amongst donors, under the leadership of the Government, needs to be further strengthened.

In a wider sense, development partners should continue to advocate for the implementation by the Government of a policy of public administrative and fiscal reforms and the promotion of good governance.

5. UN system support

The UN system has played an important role in the rehabilitation of the Cambodian education system. Most of the support has been targeted at building the capacities of individuals, institutions and systems. Support has also been provided for strategic planning with wider stakeholder participation.

A social sector-working group has been set up in co-operation with other donors and the UN system to monitor the commitments made by the Government and the donor community. Additionally, a sub-working group on education in co-operation with other donors and the UN system is providing a more effective and co-ordinated support approach to the Government. These groups meet regularly to assess the current situation and to propose measures for reform to the Royal Government.



Gender Equality

Target

Empower women and minimize gender disparities in the policy and decision making process at all levels

Goal

Gender Equality

Indicator	90/91	97/98	99/00	2005
Ratio of girls to boys in primary education (per 100)	45	45.08	46	100
Ratio of girls to boys in lower secondary education (per 100)		34.84	35.4	100
Ratio of girls to boys in upper secondary education (per 100)		34.67	33.7	100

1. Status and trends in the 1990s

In the last five years, government and political parties have made efforts to include women in policy and decision-making as well as in other political administration positions. This has resulted in the increase of female representation in the legislative and executive as well as other political bodies which reflects a commitment on the part of the Government to promote gender equality and equity.

2. Achievability of 2015 target

The Constitution, a very forward-looking document, can serve as a springboard for legislation to ensure and expand women's rights. It provides impetus to advancing gender-sensitive laws and legislation against the exploitation of women and girls, in accordance with the CEDAW. Equally important, the Ministry of Women's and Veterans' Affairs, headed by a woman minister, was given a fresh mandate in 1998 to be a catalyst for change to promote the role and status of women in Cambodia. The newly established Cambodian National Council for Women is another promising mechanism to enhance the voice and status of women. Moreover, indigenous non-governmental organizations dealing with women's issues and rights have been mushrooming, a phenomenon which should have significant impact in ushering in gender equality.

3. Challenges to meeting 2015 target

Although a number of national mechanisms now exist to promote women's rights and gender equality, women still face many challenges largely due to inadequate resource allocation for women's empowerment and lack of access to resources and opportunities. The main challenges and problems that require urgent attention include: Increase in the numbers of unemployed women; declining income from agricultural production for women; increase in landlessness among women; high illiteracy rate among women; low participation rate of women in education at all levels including vocational and technical training, politics or Government.

To overcome the challenges and improve the status of women, concerted government efforts are needed to mainstream gender into all national policies, programmes and plans. In particular, national plans and policies must not only recognize the contribution of women in the economic, social and political arenas but must also ensure that adequate resources are allocated and strategies incorporated for the realization of gender equality.

The active participation of NGO's in the implementation of programmes for women's empowerment needs to be encouraged, especially for greater access to quality health care including reproductive health, and education for girls and women.



4. Priorities for Development Assistance

In order to advance equality and equity between women and men, it is of pivotal importance to generate accurate and relevant data/statistics on the role and status of women, men and on gender relations. Such information and data will assist in making gender biases more visible and facilitate effective policies and decisions.

To eradicate poverty there has to be greater emphasis on developing human resources with a focus on providing women with education, knowledge and skills for effective participation in all key sectors. Improving women's access to quality reproductive health services is also a prerequisite for greater gender equality. Strengthening the enforcement of laws and policies that determine women's rights and welfare will contribute to women's empowerment and curb the rapid growth of the sex industry.

5. UN system support

A number of UN agencies are supporting and working with the Ministry of Health to ensure improved maternal and child health and to reduce the very high maternal mortality ratio prevailing in Cambodia. A concerted effort is also being made to ensure that women's health issues are incorporated into the overall health sector reform currently underway.

UN agencies are working with the MWVA and other ministries to ensure that gender concerns are incorporated into sectoral and medium term plans. The UN is carrying out a number of literacy and skills building programmes to promote the empowerment of women and girls and their access to education. Efforts to sensitize policy makers and to usher in gender sensitive policies and legislation are also being supported by UN agencies.

Indicator	93-97	98-01	2015
Percentage of women to men in decision making positions in Government	3.0	6.1	30
Percentage of women to men in policy making positions in Parliament and other legislative bodies	6.0	9.4	30
Percentage of women to men in political administration positions*	1.0	1.4	15

*(Provincial and municipal governors and deputies.)

Improving the Environment

Target

Implement national strategies for sustainable development by 2005 (so as to reverse the loss of environmental resources by 2015)

Goal

Improving the Environment

Indicator		
Development and implementation of a national strategy for sustainable development		
1990	2000	2005
No	Yes (National Environment Action Plan, 1999)	Yes Stabilization of environmental resource loss
Implementation of national strategy		
	2000	2015
	No	Yes (Reversal of environmental resource loss)

1. Status and trends in the 1990s

Cambodia has a rich natural endowment, with some 23% of its territory designated as protected areas, with the main objective to conserve its biodiversity. Yet, in recent decades Cambodia's environment has deteriorated as a result of armed conflict, neglect and uncontrolled resource exploitation. Past policies ignored environmental planning and the need for rehabilitation and protection. This led to both depletion of natural resources and the degradation of environmental quality manifested in atmospheric contamination, surface water pollution, soil erosion and significant loss of forest cover.

Sustainable use of natural resources was listed as one of the major concerns in the 1994-95 National Programme to Rehabilitate and Develop Cambodia, and subsequently, in the First Socio-economic Development Plan 1996-2000.

2. Achievability of 2015 target

Cambodia was not represented at the 1992 Earth Summit in Rio as the Government was only formed in 1993. However, since then the country has moved quickly on ratifying various environmental conventions. The Ministry of Environment prepared the first National Environmental Action Plan (NEAP 1998-2002) "to guide the integration of environmental concerns into national and local development policies, economic decision making, and investment planning".¹

In addition to the development of national environmental legislation, Cambodia has ratified a number of International Conventions related to the environment. These include: The Convention on Wetland of International Importance/Ramsar Convention, 1996; The Convention on Biological Diversity (CBD), 1996; and The UN Framework

¹ National Environmental Action Plan 1998-2000.

Convention on Climate Change (UNFCCC), 1996. Cambodia is also preparing policy procedures to accede the Basel Convention on toxic and hazardous waste, the Montreal Protocol on ozone depleting chemicals and the Desertification Convention. However, despite the strong Government commitment, it will be challenging for Cambodia to reverse the loss of its environmental resources, unless significant progress is made in the reduction of poverty levels. The targets are achievable but only through concerted action and strong partnerships between the Government, civil society and donor partners.

3. Challenges to meeting the 2015 target

There are significant factors, which continue to put pressure on natural resources and compromise effective implementation of sustainable development strategies, mainly: Limited governmental capacity for environmental management; and insufficient institutional and legal framework for enforcement and coordination. Efforts to streamline and strengthen the institutional framework needs to be a stronger priority to yield better results. Furthermore, while community-based natural resource management and conservation is a Government priority, very few activities are currently managed by rural communities and supporting legal initiatives are still in draft form.

Widespread poverty in rural areas lead to an over-exploitation by local communities of their surrounding natural resources in order to survive. Deforestation and unsustainable agricultural practices are reducing the vegetal capital stock, the water retention capacity of land and increasing erosion. Protected areas are being encroached upon for farming and settlement.

Despite a strong Government commitment and active programmes aimed especially at combating illegal forest activities, significant large-scale illegal logging, wildlife poaching and trade pose a significant threat to the overall natural resource base and biodiversity.

4. Priorities for development assistance

A major priority should be to revise the National Environmental Action Plan to include an emphasis on the following issues: Stronger inter-sectoral collaboration; environmental governance; disaster preparedness; and the poverty/environment link to

ensure a balance between conservation and sustainable use of natural resources. In addition, other priorities should be to strengthen the legal and regulatory framework; policies, enforcement mechanisms and awareness, especially related to land, forestry and fisheries. Finally, there is an urgent need to strengthen the national capacity for actual implementation of national and global strategies and action plans.

5. UN system support

Support to good environmental governance is the foundation for the UN system's recent strategic environmental planning. Sustainable management of natural resources is one of the four areas of concentration in the UNDAF 2001-2005 for Cambodia. As outlined in this framework the UN system will focus on supporting national efforts in land use planning, sustainable forestry and fisheries activities and promotion of environmental awareness and protection. The UN will also assist the Government in its preparations for the upcoming World Summit on Sustainable Development (Rio +10) in September 2002 in Johannesburg. In this regard, specific UN support will focus on assisting Cambodia in hosting the regional Preparatory Committee in November 2001, which will entail the participation of 61 Asian nations and the preparation of a national assessment of progress on Agenda 21.



Access to Basic Household Amenities

Target

Halve the proportion of people unable to reach or afford safe drinking water by 2015

Goal

Access to Basic Household amenities

Indicator	1990	1998	2015
Proportion of population with access to safe drinking water		45.08	

1. Status and trends in the 1990s

In the early 1990s there was a great deal of interest in the sector. The later half of the decade has shown less donor interest and funding.

2. Achievability of the 2015 target

Work has been and is under way on policy development for the sector. However, more resources are needed to meet the target. More funds are required from the international community and the Government. Communities in the “hard to reach” areas, which have much lower access than the central regions. Much work remains to be done in order to meet the goal.

3. Challenges to meeting the 2005 target

The Government and population see this sector as a priority area. However, increased resources mobilisation is needed in order to have a chance to reach the target.

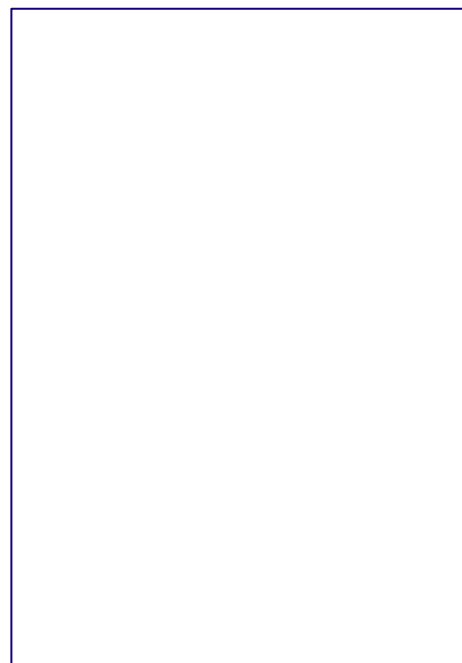
4. Priorities for development assistance

The government has always had good technical capacity to provide water supplies. The resource is easily tapped. The main constraint is inadequate financial resources to develop water resource and maintenance systems.

5. UN system support

The UN is supporting the establishment of national drinking water quality standards and monitoring networks. It has collaborated with the government to survey drinking water nationwide. Naturally occurring arsenic was revealed as a threat to groundwater in some areas.

The UN is also supporting provision of wells in rural areas.



The UN Agencies in Cambodia



FAO

Since its foundation in 1945, FAO has worked to alleviate poverty and hunger, and improve food security/nutrition by promoting agricultural development and productivity. In Cambodia, FAO provides upstream policy advice and capacity development support to the Government to reduce rural poverty. FAO focuses on four main areas:

1) Information:

FAO collects, analyses, interprets and disseminates information relating to food, agriculture, forestry and fisheries. FAO provides farmers, scientists, traders and planners the information necessary for investment, marketing, research and training.

2) Advice

Through its global network and expertise, FAO provides:

- independent advice/support on agricultural policies and strategies
- administrative and legal support

3) Forum

FAO organizes neutral fora for discussion and formulation of food/agriculture global policies. FAO approves international standards and helps frame internal conventions, regularly hosting major conferences and technical meetings.

4) Development Assistance

FAO gives technical assistance and encourages an integrated approach involving populations, environmental, and social/economic considerations.



UNAIDS

UNAIDS brings together the collective expertise and efforts of the United Nations to help prevent new HIV infections, care for those already infected and mitigate the epidemic's impact. UNAIDS co-sponsors are UNDCP, UNDP, UNESCO, UNFPA, UNICEF, WHO and the World Bank. In Cambodia, the United Nations Theme Group on HIV/AIDS also includes all other UN organisations as members.

UNAIDS supports the leadership of the government in fighting the epidemic, and works to bring together many partners including civil society and the private sector to support the national response and identify new and better ways to bring public and private interests together to meet our goals.



UNDP

UNDP provides upstream policy advice, institutional strengthening and capacity development support to the Government to reduce poverty. Specifically, UNDP focuses on strengthening governing institutions for enhanced participation, transparency and accountability, promotes systematic poverty monitoring and pro-poor policy impact assessment for informed decision-making, and sustainable use of natural resources. HIV/AIDS, gender equality and promotion of information technology for development are also integral to UNDP's work.

As a knowledge-based organisation, UNDP promotes learning and sharing of best development practices, including access to in-country, regional and global knowledge networks. The organisation plays a catalytic role in development partnerships and aid coordination in Cambodia.



UNESCO

The UNESCO Phnom Penh Office develops activities in all fields of competence of the Organisation:

Education: UNESCO assists the Government in formulating policies to improve equal access and quality of education for all. To reach the “unreached”, UNESCO promotes literacy and skills training through non-formal education. UNESCO provides preventive education to combat the HIV/AIDS epidemic.

Culture: UNESCO assists the national authorities in the safeguarding and development of cultural heritage, especially the World Heritage Site of Angkor, and prevention of the illicit trafficking of cultural property. A major capacity building project at the Royal University of Fine Arts is training new architects and archaeologists. UNESCO also promotes the revitalisation of the performing arts and artistic traditions, and a Culture of Peace.

Sciences: The Man and Biosphere Programme aims to better understand the relation between environment and human activities at the Tonle Sap Lake.

Communication: UNESCO promotes press freedom and assists in the reconstruction and development of the information and communication technologies sector of Cambodia.



UNFPA

UNFPA supports the Government to improve the reproductive health conditions of women, men and adolescents and to promote reproductive rights through focussing on three main thematic areas:

- **Reproductive Health:** strengthening national capacity to provide quality, sustainable and user-oriented reproductive health services, including birth spacing and family planning;
- **Population and Development Strategy:** strengthening the national capacity to improve the quality of population-related data and ensuring the integration of population concerns in all national development plans and policies;
- **Advocacy:** creating an enabling environment for greater gender equity and equality, empowerment of women, population and reproductive health programmes.



UNHCR

In 2001, UNHCR in Cambodia is providing support and assistance as follows:

- 1. Urban Asylum Seekers and Refugees:** Approximately 100 cases of non-Cambodians seeking asylum approach our office in Phnom Penh every year. UNHCR staff screen these applications to determine who are genuine refugees in accordance with our international mandate.
- 2. Returnees:** Between 1997 and 1999, more than 46,000 Cambodians who had been given asylum in Thailand returned to Cambodia. In 2001, UNHCR is monitoring the reintegration and sponsoring some human rights trainings for villagers and local officials.
- 3. Vietnamese Montagnards:** UNHCR is providing assistance to almost 400 of these asylum seekers in the North East of Cambodia.



UNICEF

UNICEF co-operates with the Government and civil society towards the goal of realizing for every child the opportunity to enjoy the basic rights and privileges embodied in the Convention on the Rights of the Child.

Within this framework, UNICEF’s Country Programme is structured to cover the four basic rights of the child to:

- Survival (Health and HIV/AIDS Programmes),
- Development (Education Programme),
- Protection (CNSP Programme) and
- Participation (Advocacy and Social Mobilization Programme).

The Community Action for Child Rights (“*Seth Koma*”) Programme is community-based and integrates all the other programmes at the community level in five selected provinces in an effort to reach optimal convergence of UNICEF-assisted activities.



UNOHCHR

The Office of the United Nations High Commissioner for Human Rights in Cambodia:

- assists the Government in meeting its obligations under the human rights instruments recently acceded to;
- provides support to bona fide human rights groups in Cambodia;
- contributes to the creation and/or strengthening of national institutions for the promotion and protection of human rights;
- assists with the drafting and implementation of legislation to promote

and protect human rights

- assists with the training of persons responsible for the administration of justice;
- assists the Special Representative of the Secretary General for human rights in Cambodia in the discharge of his/her functions.



UNV

“At the heart of volunteerism are the ideals of service and solidarity and the belief that together we can make the world better. In that sense, we can say that volunteerism is the ultimate expression of what the United Nations is all about”.

Kofi Annan - on International Year of Volunteers 2001

The UN Volunteer Programme (UNV) works in partnership with UN agencies, government and other development actors, promoting people-centred, sustainable development through the placement of experienced, committed international and national professionals at grass-roots and central levels. More than 400 UNVs from 46 different countries have served since 1994 to assist in the development efforts of Cambodia.



WHO

The objective of **World Health Organization (WHO)** is the attainment of the highest possible level of health for all. WHO's mission in Cambodia is to collaborate with the Government and others in improving the health of all Cambodians by supporting health promoting policies, sustainable development of health services and the development and implementation of programmes aimed at reducing the burden of disease.

WHO focuses on strengthening capacity in three areas:

? Health sector policies, systems, reforms and partnerships

? Health services: access, quality and utilisation, including support to Ministry of Health programmes for integrated management of childhood illness, safe pregnancy, tuberculosis, malaria, dengue, HIV/AIDS, blood safety, immunization and integrated surveillance, planning and management nationwide;

Healthy settings and populations, including support to water, sanitation and food safety, healthy schools, cities and markets, health promotion and responses to emerging problems such as mental health, suicide, substance abuse, road traffic accidents and tobacco use.



WFP

WFP provides 40,000 mt. of food assistance to about 1.6 million people annually. In addition to its close collaboration with the Government and other UN agencies, WFP currently has agreements with over 120 NGOs. WFP's main programme is the USD 58.3 million Protracted Relief and Recovery Operation which assists 1.5 million people throughout the coun-

try through:

- i) Additional income and temporary employment through building and rehabilitating infrastructure - accounting for 80% of food distributed in 2000;
- ii) Supporting national emergency preparedness and response;
- iii) Enhancing systems of social support in education and health, assisting street children, TB patients, former sex workers, and orphans.

WFP is shifting its emphasis from recovery activities to a longer-term development focus clearly targeted to reach the poorest and most food insecure. For this, WFP's Vulnerability and Assessment Mapping Unit (VAM) maintains a large database to provide a clear picture of where the poorest live.