



**KINGDOM OF CAMBODIA**  
**Nation Religion King**



**ROYAL GOVERNMENT OF CAMBODIA**

# **ACHIEVING CAMBODIA'S MILLENNIUM DEVELOPMENT GOALS**

**UPDATE 2010**

**Prepared by Ministry of Planning**






# FOREWORD

With only five years left to the 2015 target date, 2010 is globally an important milestone towards the achievement of Millennium Development Goals (MDG) and was the setting for a comprehensive review of progress, including the impact of new developments, such as the global economic downturn and climate change, on MDG achievement, leading to a high level summit in September 2010. Cambodia is signatory of the Millennium Declaration and is fully committed to the achievement of the Cambodian Millennium Development Goals (CMDG). The main instrument for the achievement of the CMDG is the National Strategic Development Plan (NSDP), which was recently updated for the period 2009-2013.

This 2010 report is the fifth report in the achievement of the CMDG and it has been prepared under the leadership of the Ministry of Planning (MoP), with technical assistance from the United Nations Development Programme (UNDP). It was prepared in full collaboration with each of the responsible line ministries and was reviewed by sectoral Technical Working Groups (TWG) and finalized at an inter-ministerial review meeting held on September 14, 2010.

The CMDG indicator framework, which was developed in 2003, is currently being modified and integrated into a revised NSDP indicator framework to result in a single, harmonized NSDP/CMDG framework. This includes updating the CMDG framework based on the 2008 changes to the global framework. As this work is still ongoing, the assessment of progress in this report is based on a hybrid framework, using some original and some updated indicators and targets. When the work on the NSDP/CMDG integrated framework is completed, it will be used to produce a mid-term review on the progress of the NSDP 2009-2013 by September 2011. This will provide an additional opportunity to review progress on the CMDG.

I would like to thank all the line ministries and development partners who have been involved and provided comments and data for this report. I am confident that this report will provide useful information for all to plan their respective strategies to accelerate achievement of CMDG targets by 2015. 



**Chhay Than**  
Senior Minister  
Minister of Planning  
Phnom Penh, March 2011.



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## MAP OF CAMBODIA



Source: "General Population Census of Cambodia 2008 – National Report on Final Census Results", NIS, August, 2009 and NSDP Update 2010

Number of Municipalities (Capital)	1
Number of Provinces	23
Number of Districts	159
Number of Khans	8
Number of Cities	26
Number of Communes	1,417
Number of Sangkats	204
Number of Villages	14,073
Population of Cambodia, Both Sexes	13,395,682
Males	6,516,054
Females	6,879,628
Urban Population as Percentage of Total	19.5
Annual Population Growth Rate (percent)	1.54
Total Geographic area: sq. kms.	181,035
Density of Population	75 per Km <sup>2</sup>
Sex Ratio (males per 100 females)	94.7
Average Size of Household (persons)	4.7



Source: General Population Census of Cambodia 2008 – National Report on Final Census Results, NIS, August, 2009 and NSDP Update 2010



# ACRONYMS AND ABBREVIATIONS

<b>AER</b>	Aid Effectiveness Report	<b>ERW</b>	Explosive Remnants of War
<b>APR</b>	Annual Progress Report	<b>ESP</b>	Education Strategic Plan
<b>ANC</b>	Ante-Natal Care	<b>FA</b>	Forestry Administration
<b>ADB</b>	Asian Development Bank	<b>FDI</b>	Foreign Direct Investments
<b>BSS</b>	Behavioural Sentinel Surveillance	<b>GDCC</b>	Government Donor Coordination Committee
<b>CARD</b>	Council for Agricultural and Rural Development	<b>GDP</b>	Gross Domestic Product
<b>CCA</b>	Common Country Assessment	<b>GER</b>	Gross Enrolment Rate
<b>CDC</b>	Council for the Development of Cambodia	<b>GHG</b>	Green House Gas
<b>CDB</b>	Commune Database	<b>CMAP</b>	Gender Mainstreaming Action Plan
<b>CDCF</b>	Cambodian Development Cooperation Forum	<b>HEF</b>	Health Equity Funds
<b>CF</b>	Community Forestry	<b>HIV</b>	Human Immunodeficiency Virus
<b>CFi</b>	Community Fishery	<b>HSP</b>	Health Strategic Plan
<b>CFR</b>	Case Fatality Rate	<b>IDU</b>	Injecting Drug User
<b>CMDG</b>	Cambodian Millennium Development Goals	<b>IFA</b>	Insights for Action Initiative (UNDP)
<b>CRDB</b>	Cambodian Rehabilitation and Development Board	<b>ILO</b>	International Labour Organization
<b>CTIS</b>	Cambodian Trade Integration Strategy	<b>IMCI</b>	Integrated Management of Childhood Illness
<b>DAC</b>	Disability Action Council	<b>JICA</b>	Japan International Cooperation Agency
<b>D&amp;D</b>	Decentralization and Deconcentration	<b>JMIs</b>	Joint Monitoring Indicators
<b>DP</b>	Development Partner	<b>LDC</b>	Least Developed Countries
<b>DTIS</b>	Diagnostic Trade Integration Strategy	<b>LSS</b>	Lower Secondary School
<b>EA</b>	External Assistance	<b>MDG</b>	Millennium Development Goals
<b>EC</b>	European Commission	<b>MAFF</b>	Ministry of Agriculture, Forestry and Fisheries
<b>EmONC</b>	Emergency Obstetrics and Newborn Care	<b>MEF</b>	Ministry of Economy and Finance

<b>MIME</b>	Ministry of Industry, Mines and Energy	<b>NIS</b>	National Institute of Statistics
<b>MLMUPC</b>	Ministry of Land Management, Urban Planning and Construction	<b>NNS</b>	National Nutrition Strategy
<b>MoE</b>	Ministry of Environment	<b>NSDP</b>	National Strategic Development Plan
<b>MoEYS</b>	Ministry of Education, Youth and Sports	<b>ODA</b>	Official Development Assistance
<b>MoH</b>	Ministry of Health	<b>PA</b>	Protected Area
<b>MoI</b>	Ministry of Interior	<b>PBA</b>	Programme Based Approach
<b>MoLVT</b>	Ministry of Labour and Vocational Training	<b>PFM</b>	Public Financial management
<b>MoP</b>	Ministry of Planning	<b>PIP</b>	Public Investment Programme
<b>MoWA</b>	Ministry of Women's Affairs	<b>PLHIV</b>	People Living with HIV
<b>MoSVY</b>	Ministry of Social Affairs, Veterans, and Youth Rehabilitation	<b>PMTCT</b>	Prevention of Mother-to-Child Transmission (of HIV)
<b>MPT</b>	Ministry of Post and Telecommunications	<b>RGC</b>	Royal Government of Cambodia
<b>MPWT</b>	Ministry of Public Works and Transport	<b>RH</b>	Reproductive Health
<b>MRD</b>	Ministry of Rural Development	<b>SNEC</b>	Supreme National Economic Council
<b>MSM</b>	Men who have Sex with Men	<b>STI</b>	Sexually Transmitted Infections
<b>MTEF</b>	Medium-Term Expenditure Framework	<b>SWAp</b>	Sector Wide Approach
<b>MTMF</b>	Medium Term Macroeconomic Framework	<b>TA</b>	Technical Assistance
<b>MTR</b>	Mid-Term Review	<b>TWG</b>	Technical Working Group
<b>NAA</b>	National AIDS Authority	<b>UN</b>	United Nations
<b>NAPA</b>	National Adaptation Plan of Action	<b>UNCT</b>	United Nations Country Team
<b>NAR</b>	Net Admission Rate	<b>UNDAF</b>	United Nations Development Assistance Framework
<b>NCHADS</b>	National Centre for HIV/AIDS, Dermatology and STDs	<b>UXO</b>	Unexploded Ordnance
<b>NEC</b>	National Election Committee	<b>WB</b>	World Bank
<b>NER</b>	Net Enrolment Rate	<b>WTO</b>	World Trade Organisation
<b>NGO</b>	Non-Governmental Organisation		

# INTRODUCTION

## The Context for the 2010 Cambodia MDG Report

With only five years left to the 2015 target date, 2010 is an important milestone globally towards the achievement of Millennium Development Goals (MDGs). This year is the setting for a comprehensive review of progress, including the impact of new developments, such as the global economic downturn and climate change, on MDG achievement, which led to a high level summit in September 2010.

A large number of documents, global and regional, have been prepared to feed into this event, both analysing the current trends and proposing new approaches towards achieving these goals. These include:

- Beyond the Midpoint: Achieving the Millennium Development Goals, UNDP, January 2010
- The Millennium Development Goals Report 2010
- Achieving the Millennium Development Goals in an Era of Global Uncertainty: Asia-Pacific Regional Report 2009/10
- The Path to Achieving the Millennium Development Goals: A Synthesis of MDG Evidence from around the World, UNDP, June 2010
- What Will It Take to Achieve the Millennium Development Goals? An International Assessment, UNDP, June 2010

Cambodia is a signatory to the Millennium Declaration and is fully committed to the achievement of the Cambodia Millennium Development Goals (CMDGs). The main instrument for the achievement of the CMDGs is the National Strategic Development Plan (NSDP), which was recently updated for the period 2009-2013.

In preparation for the 2010 Global UN MDG Review, Cambodia was one of the 30 countries chosen to benefit from special technical and quality assurance support to prepare an MDG Country Report (MDGCR) that fed into the global synthesis document.

This 2010 report is the fifth report on the achievement of the CMDGs. In 2001, Cambodia became one of the first countries to produce an MDG report, mostly as an awareness

raising and advocacy tool to bring a debate on the MDGs to the centre of the development agenda.

The second report, prepared in 2003, was the outcome of a participatory process that involved contextualizing the MDGs to the Cambodian situation, resulting in the formal adoption of the Cambodia Millennium Development Goals (CMDGs). A ninth goal, related to De-mining, Explosive Remnants of War (ERW) and Victim Assistance, was added. This issue is of particular importance in the Cambodian context. The CMDGs cover nine goals, 25 overall targets, and 106 specific targets.

The third report reviewed CMDG achievement up to 2005 and contributed to the preparation of the National Strategic Development Plan. Most NSDP indicator tables are derived from this report.

One more unofficial update was prepared for the 2007 Annual Ministerial Review of the High Level Segment of the UN Economic and Social Council held in Geneva on July 2-4, 2007.

In addition to these CMDG reports, two other major documents outlining progress towards CMDGs have been prepared: the 2008 NSDP Mid-Term Review, which included updated values for some of the indicators, and the very recent NSDP Update 2009-2013, in which progress towards national targets and national strategies was assessed in detail and revised.

## Process for Developing the 2010 CMDG Report

The 2010 CMDG report has been prepared under the leadership of the Ministry of Planning (MoP), with technical assistance from the United Nations Development Programme (UNDP).

A preliminary draft, based on a UNDP MDG gap analysis and the recently completed NSDP Update 2009-2013, was circulated to all relevant line ministries for comment.

This was followed by extensive one-to-one review of comments, analysis of information and assessment of strategies with each of the responsible line ministries.

The results of this process were incorporated into a second draft which was widely circulated to all sectoral Technical Working Groups (TWGs). The TWG in each sector includes representation of relevant line ministries of the Government, development partners and civil society. These TWGs were asked to channel their comments to the relevant line ministries, who vetted them and forwarded the outcomes to the MoP.

This process culminated in an inter-ministerial review meeting held on September 14, 2010. The final document was prepared based on this review.

The CMDG indicator framework, which was developed in 2003, is being modified and integrated into a revised NSDP indicator framework to produce a single, harmonized NSDP/CMDG framework. This includes updating the CMDG framework based on the 2008 changes to the global framework.

As this work is still going on, the assessment of progress in this report is based on a hybrid framework, using some original and some updated indicators and targets.

When the work on the NSDP/CMDG integrated framework is completed, it will be used to produce a mid-term review on the progress of the NSDP 2009-2013 by September 2011. This will provide an additional opportunity to review progress on the CMDGs.

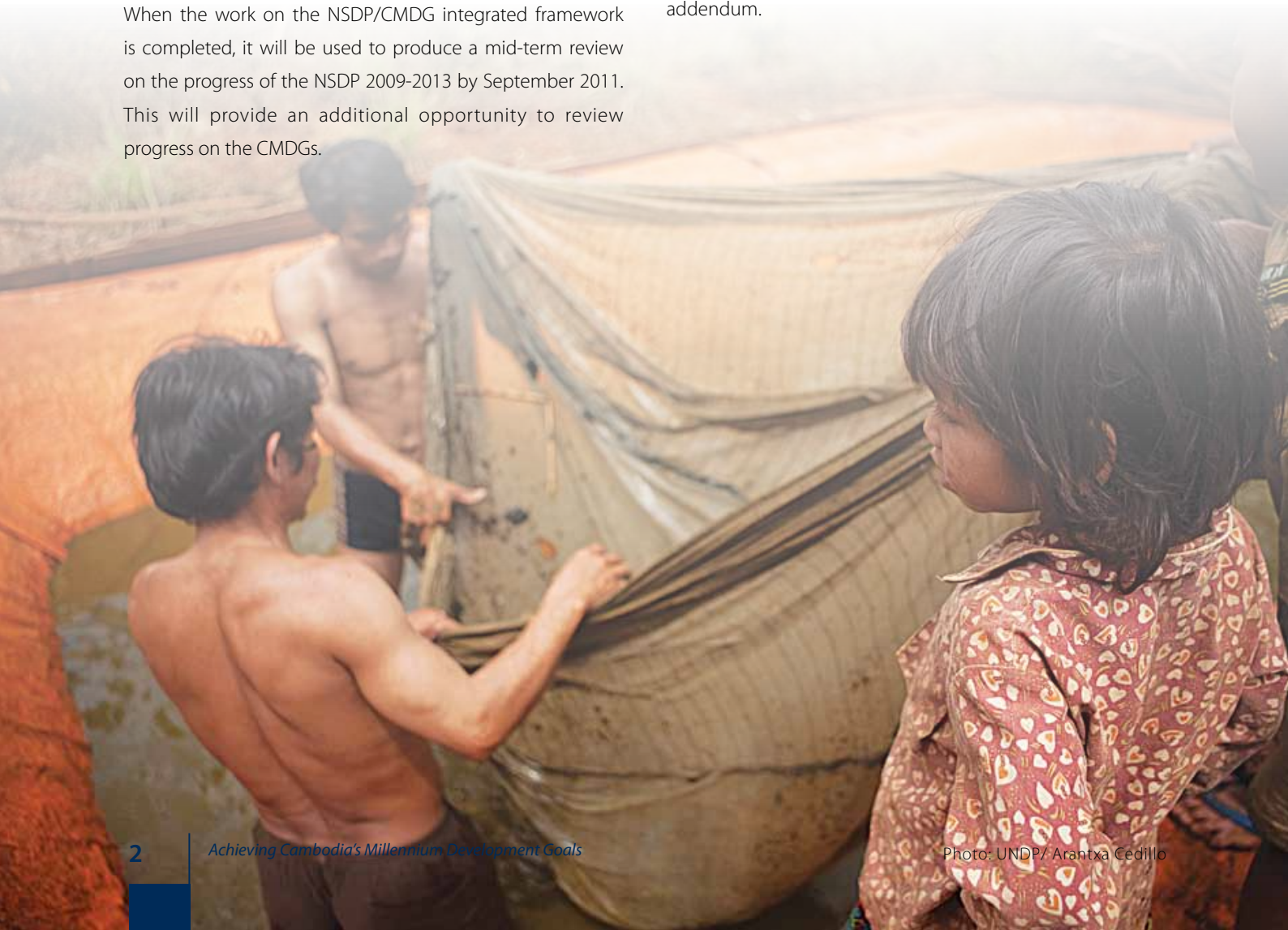
## Structure of the Report

This report provides a summary of the development context in Cambodia, followed by a review of progress for each CMDG, including projections of trends and analysis of regional discrepancies when these are available.

Whenever appropriate, the review of progress for each CMDG includes an analysis of bottlenecks, impacts of the global economic crisis and climate change, key strategies being pursued by the Royal Government of Cambodia and identification of best practices.

The final section provides a summary of key challenges and risks in achieving the CMDGs and some reflections on strategies that need to be pursued to accelerate achievement of the MDGs in the critical five-year period between now and 2015.

This document is intended as an advocacy document for reflection and action on the CMDGs, not as a detailed technical report. For this reason, footnotes, references and a discussion of detailed technical issues have not been included. These will be available in a separate technical addendum.





# DEVELOPMENT CONTEXT IN CAMBODIA

## Historical Background

Cambodia is in the course of its fourth legislature (2008-2013) since the Paris Peace Accords of 1991, having successfully completed the latest National Assembly election on July 27, 2008. This marks an important step in the long and difficult process of rebuilding devastated physical, social and human capital after almost three decades of conflict, insecurity and instability. This period began in 1970 with a civil war that culminated in the darkest chapter in Cambodian history, the Khmer Rouge regime (1975-1979). This was followed by low intensity conflict and international isolation until 1991, and continued insurgency and political uncertainty until 1998. Since then, Cambodia has seen tremendous progress in the normalization of life, rapid economic growth and integration into the regional and global communities.

## National Strategy

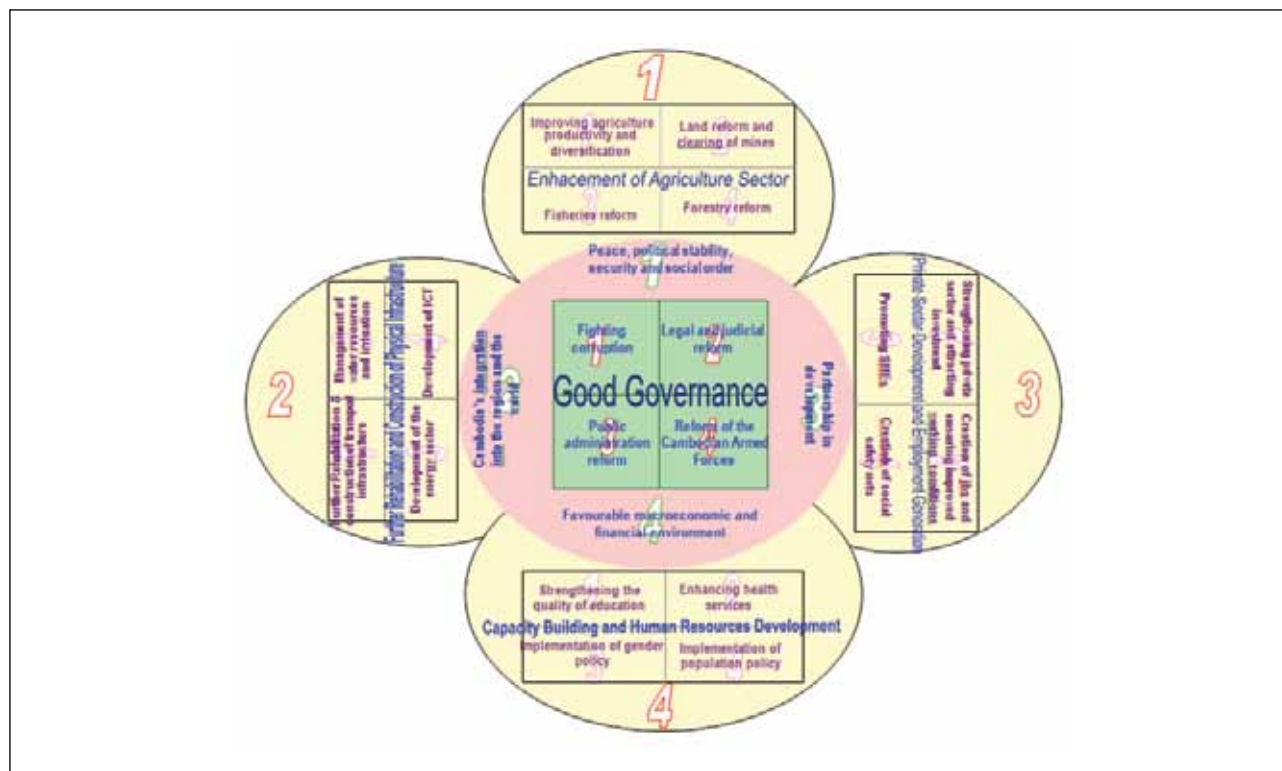
The overall action of the Royal Government of Cambodia is defined by the Rectangular Strategy, first formulated in the third legislature (2003-2008) and reaffirmed, refined and updated in the fourth legislature (2008-2013) as the Rectangular Strategy Phase II.

The Rectangular Strategy is the Government's political platform. As illustrated in Figure 1, achieving good governance is at the core of the strategy, as a prerequisite to sustainable development.

Good governance covers four cross-cutting areas of reform:

- Combatting corruption;
- Judicial and legal reform;
- Public administration reform (including decentralization and deconcentration); and
- Reform of the armed forces, especially demobilization.

Figure 1: Rectangular Strategy of the Royal Government of Cambodia



The strategy revolves around four priority programme areas based on this foundation:

- Enhancement of the agriculture sector;
- Further rehabilitation and construction of physical infrastructure;
- Private sector development and employment generation; and
- Capacity building and human resource development.

The Rectangular Strategy is operationalized by the National Strategic Development Plan (NSDP) which is also the country's poverty reduction strategy. The NSDP was initially designed for the period 2006-2010, but has now been updated to 2013 to align with the term of the Fourth Legislature and to deal more explicitly with the impacts of the global economic crisis. The NSDP is subtitled: For Growth, Employment, Equity and Efficiency to Reach Cambodia Millennium Development Goals.

As such, the NSDP is entirely focused on achieving the CMDGs, and 30 out of its 46 key targets are CMDG key targets, addressing each of the nine goals.

The NSDP states that poverty reduction "in the fastest possible manner" is the Government's foremost priority. It does, however, also note that the achievement of poverty reduction targets and other CMDG targets is not possible without addressing other goals and processes that are not explicitly part of the CMDG framework. These include political and social stability, rule of law, critical reforms in public administration, infrastructure development, and balanced and equitable macro-economic growth..

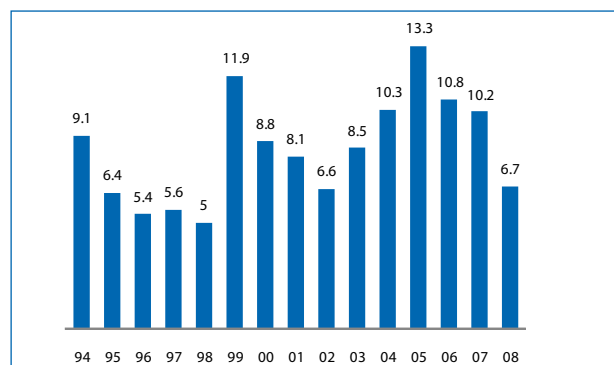
## Macro-Economic Environment

The Government has embraced economic liberalization and integration in the global economy as a means to stimulate economic growth and reduce poverty. The main policies for economic growth in the Government's Rectangular Strategy and the NSDP have been a focus on rapid growth in the industrial and service sectors, as the keys to employment creation and income generation, relying on the private sector as the true engine of growth, and an increase in agricultural production and productivity, especially in rice. To achieve these goals and enhance inward investment, a number of structural issues must be addressed, including compliance with international food, safety and trade standards.

Over the past decade, this strategy has resulted in robust economic growth, driven by an open economy and a stable macroeconomic environment. Economic growth during

the mandate of the Third Legislature, 2003-2008, averaged around 10 percent per year, with a record high annual rate of growth of 13.3 percent in 2005.

Figure 2: Annual Economic Growth Rate: 1994-2008



Source NSDP Update

As illustrated in Figure 2, economic performance in 2008 was somewhat diminished compared with 2003-2007, as a result of the global financial crisis that started in late 2007 and caused a recession in the advanced economies. The economy grew at an annual rate of 6.7 percent in 2008. Foreign Direct Investment (FDI) also increased more than sevenfold over the same period (from US\$121 million in 2004 to US\$868 million in 2007). Most of the growth over the past decade has been driven by the garment, tourism, and construction industries, with garments constituting about 65 percent of exports. Cambodia has not only generated high economic growth, it has also sustained this rapid growth over an extended period and almost tripled GDP per capita over the period 1994 to 2008 (from US\$248 to US\$739).

Over this period, the Cambodian economy has experienced a profound structural transformation: integration into the global economy; a shift of jobs from agriculture to manufacturing; a demographic transition; and migration from rural to urban areas.

This high economic growth has reduced overall poverty figures at the national level from 47 percent in 1993 to 30 percent in 2007. However, poverty rates remain very high, with increasing inequality between and within urban and rural areas, and among regions and social groups.

One of the key government strategies to speed up the level of poverty reduction is the Programme for Identification of Poor Households (IDPoor) in rural areas. This programme is a key tool to support government and non-governmental organizations, and sector programmes and projects of Commune Councils in targeting provision of services and assistance to the poor. It will also be an important component of a social safety net system in Cambodia.



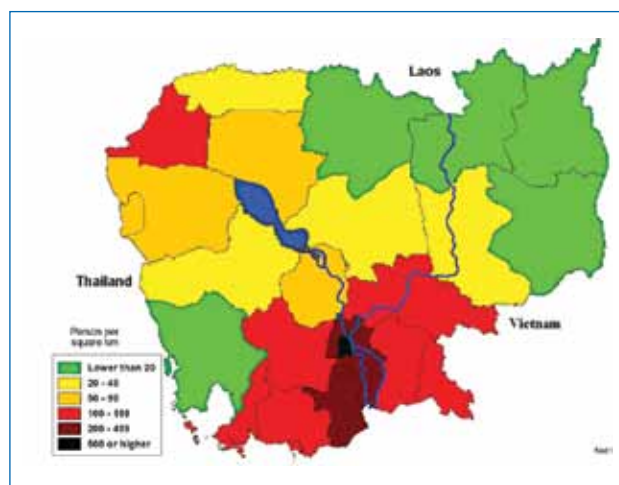
## Population Trends

The Government adopted its first National Population Policy in 2004, a progressive, rights-based policy that gives couples the right to decide if and when to have children and includes the information and services for them to do so. The policy also highlights the dynamic balance between population growth and population structure, poverty, infrastructure, services and the environment.

Final results of the 2008 General Population Census reveal that the population has been growing at a slower rate than projected (1.54 percent instead of 1.8 percent), slightly above the regional average of 1.3 percent, resulting in the 2008 total population figure of 13.4 million, with a lower average family size (4.7, down from 5.2 in 1998). This reflects a possible increase in nuclear families and a relative breakdown in extended family structures, which has important implications for coping mechanisms in times of crisis.

The sex ratio, which was at the low level of 86 men to every 100 women in the early 1980s, owing to heavy mortality among men during the Khmer Rouge years, has been steadily increasing and reached 94.2 in 2008. The census also shows an increase in urbanization, with the urban population share of the total rising from 17.7 percent in 1998 to 19.5 percent in 2008. The current rural population is 80.5 percent.

Figure 3: Population Density by Province, 2008



Source: Census 2008

The population density for the country as a whole increased from 64 persons per sq km to 75 persons per sq km in the past decade. This is much less than the average population density in South-East Asia (126 persons per sq km).

Although the age structure of the population indicates that Cambodian population is young, the proportion of population under 15 years of age declined from 42.8 percent in 1998 to 39.0 percent in 2004 and to 33.7 percent in 2008.

At the same time, the proportion of the elderly increased, as life expectancy at birth increased from 54 years in 2000 to 60.5 years in 2008 for men, and from 58 years in 2000 to 64.3 years in 2008 for women.

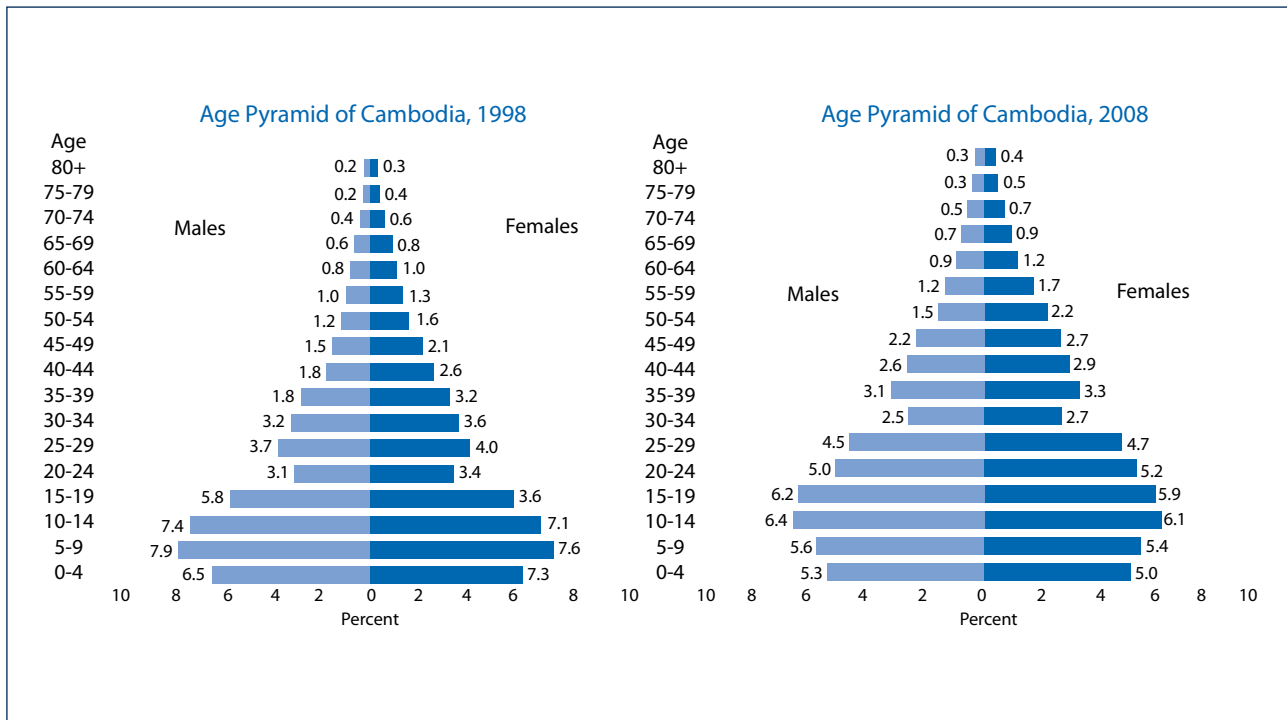
In 1998, the proportion of people aged 65 and over was 3.5 percent (3 percent among men and 3.9 percent among women). By 2008, the figure increased to 4.3 percent (3.5 percent among men and 5 percent among women). (See Figure 4 below.)

The decline in the number of children under age 15 is greater than the increase in the number of elderly. This resulted in a sharp decline in the age dependency ratio from 86.1 percent in 1998 (69.1 percent in urban areas and 89.7 percent in rural areas) to 74.0 percent in 2004 (59.7 percent in urban areas and 76.8 percent in rural areas) and to 61.2 percent in 2008 (40.8 percent in urban and 67.1 percent in rural areas).

The population trend is also increasing domestic and international migration, which contributes to poverty reduction through remittances, but also brings a different set of problems related to increased vulnerability, human trafficking, exclusion from services, fragmentation of families, vulnerability of children left behind by one or two parents, and an increased burden on women left alone to manage households. Population trends include an increase in women moving to the capital city of Phnom Penh and nearby Kandal Province, particularly its urban areas, because of opportunities in garment factories. Odar Meanchey province, on the other hand, has attracted many male workers in connection with its large scale construction and de-mining activities. Rubber plantations and gold mining activities in Ratanak Kiri have also drawn labourers from other provinces. These population movements have an effect on the sex ratios in these provinces.

These migratory movements have been affected by the economic crisis. Significant repercussions have been felt because of the decline of income remittances from far-off income earners to their farmer families, the return to rural areas of workers laid off in the garment and construction sectors, and the increase in unemployment in urban areas with labourers searching for alternative occupations. The impact of these changes on food security and poverty is significant.

Figure 4: Evolution of Age Pyramid of Cambodia, 1998-2008



Source: Census 2008



Photo: UNDP/Isabelle Lesser

# STATUS OF CMDG ACHIEVEMENT

In 2003, the Royal Government of Cambodia adapted the eight universally agreed Millennium Development Goals to better suit the realities of the country. Recognizing that one major constraint on development is the continued contamination of mines and explosive remnants of war (ERW), the Government added de-mining, ERW and victim assistance as Cambodia's ninth major development goal.

Cambodia's MDGs, known as the CMDGs, thus consist of the following nine goals:

The following sections review the status of achievement for each of these goals, using the most recent available data.

## Cambodia Millennium Development Goals



**Goal 1:** Eradicate extreme poverty and hunger



**Goal 2:** Achieve universal primary education



**Goal 3:** Promote gender equality and empower women



**Goal 4:** Reduce child mortality



**Goal 5:** Improve maternal health



**Goal 6:** Combat HIV/AIDS, malaria and other diseases



**Goal 7:** Ensure environmental sustainability



**Goal 8:** Forge a global partnership for development



**Goal 9:** De-mining, ERW and victim assistance



Photo: UNDP/ Arantxa Cedillo





## GOAL 1:

# ERADICATE EXTREME POVERTY AND HUNGER



Photo: UNDP/ Arantxa Cedillo

### TARGET

Halve, between 1993 and 2015, the proportion of people whose income is less than the national poverty line

## Measuring Poverty

Poverty is defined as the percentage of population with per capita consumption per day below the national poverty line (and for food poverty, below the food poverty line).

The food poverty line is determined by estimating the cost of a typical food consumption bundle required to obtain minimum healthy nutrition (typically 2,100 calories per person per day). To arrive at the poverty line, the minimum consumption level required to meet basic non-food needs (clothing, housing, health care, education, etc.) is added to this.

Poverty lines are calculated separately for regions of the country with different consumption bundles and price levels, and evolve over time. The poverty lines used in the 2004 and 2007 Cambodia Socio-Economic Surveys (CSES) are indicated in Figure 5.

Figure 5: National Poverty Lines by Domain (2004 and 2007) (in Current Riel per Capita per Day)

National Poverty Lines by Domain (2004 and 2007)  
(In Current Riel Per Capita Per Day)

Domain		2004	2007
Phnom Penh	Food	1,782	2,445
	Non-Food	569	647
	Total	2,351	3,092
Other Urban	Food	1,568	2,274
	Non-Food	384	430
	Total	1,952	2,704
Rural	Food	1,398	1,965
	Non-Food	364	402
	Total	1,826	2,367
National	Food	1,442	2,042
	Non-Food	384	428
	Total	1,825	2,471

Source: CSES 2007, National Figures derived from Domains using CSES Population Estimates for 2007

Source: CSES 2007, National Figures derived from Domains using CSES Population Estimates for 2007

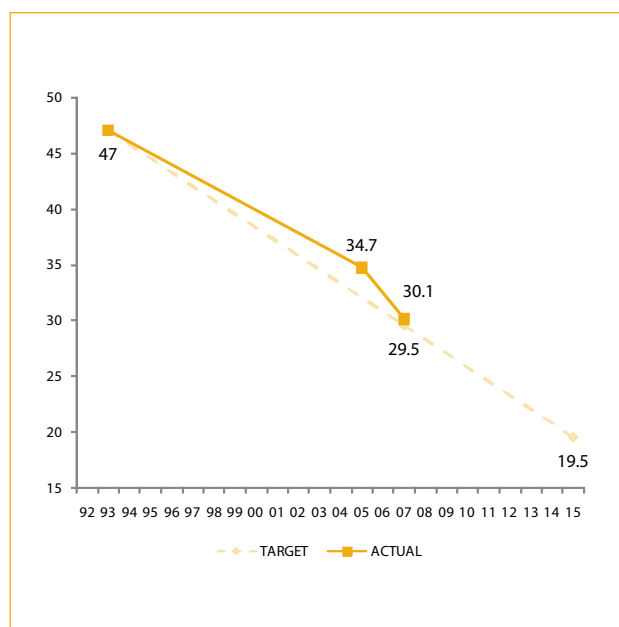
The resulting average national poverty line for 2007 was 2,470 Riels per capita per day, or about US\$ 0.61 (at an exchange rate of R 4,062 used in 2007).

## Poverty Reduction

One of the Government's highest priorities has been, and continues to be, the reduction of poverty, especially in rural areas. As a result of achieving macro-economic stability and impressive growth over the past decade, Cambodia has made substantial progress, reducing poverty by about 17 percentage points over a period of 13 years.

Over the three-year period from 2004 to 2007, poverty was reduced from 35 percent to 30 percent, at a rate of about 1.2 percent per year (with an average growth in GDP of 11 percent per year over this period).

Figure 6: Evolution of Planned and Actual Poverty Reduction



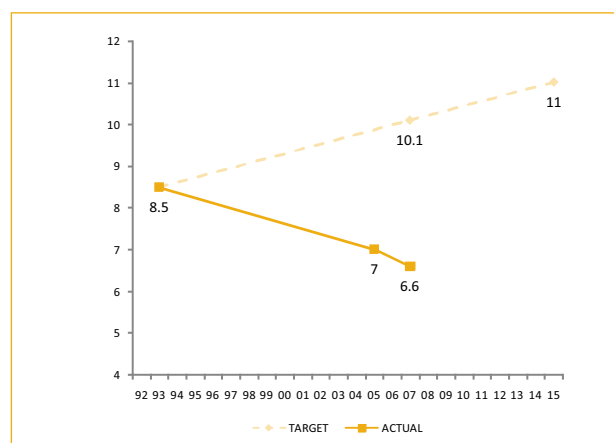
Source: CSES 2007

While poverty has decreased substantially over the past 13 years, a third of the population still lives below the poverty line, and the average rural poverty rate is 35 percent, much higher than the Phnom Penh rate of 1 percent and the "other urban" rate of 22 percent.

## Inequality

Although the consumption of the poorest and next poorest segments of society has increased between 2004 and 2007, by 10.7 and 11.5 percent respectively in real terms, closing the gap between the rich and the poor remains a challenge.

Figure 7: Planned and Actual Shares of the Poorest Quintile in National Consumption



Source: CSES 2007

Poverty reduction in Cambodia has so far occurred through a strongly growing economy largely centred on urban activities. As a result, the benefits of the high rates of growth of recent years have not been equitably distributed.

As illustrated in Figure 7, instead of rising as expected, the share of the lowest quintile in national consumption fell from 8.5 percent in 1993 to 6.6 percent in 2007, which was far below the projected target for that year of 10.1 percent.

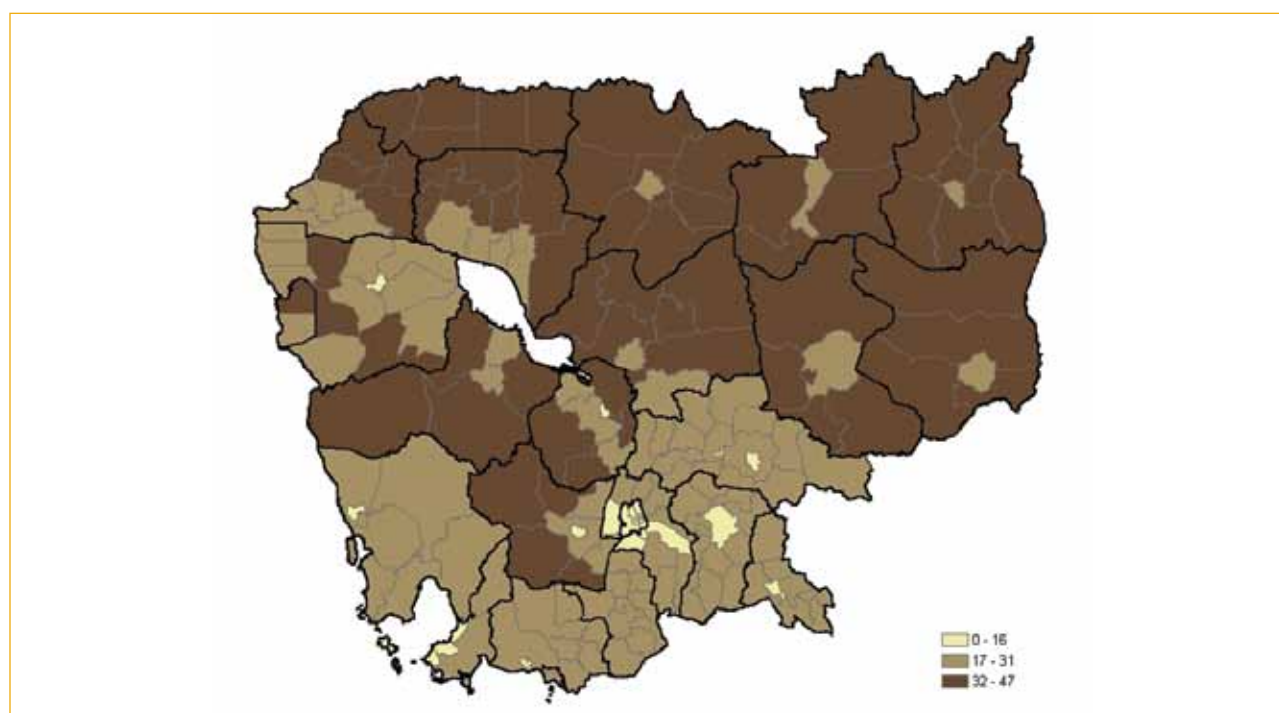
## Regional Variation of Poverty

The poor are overwhelmingly rural: in 2004, 91.6 percent of the nation's poor were living in rural areas; in 2007, this rose to 92.7 percent.

In terms of regional distribution of poverty, the last official poverty assessment that allows regional comparisons is derived from the 2004 Cambodia Socio-Economic Survey. The 2007 CSES had a much smaller sample, which does not allow provincial level assessments (only rural/urban/Phnom Penh).

The Commune Database (CDB) managed by the Ministry of Planning (MoP) has recently been proposed as an effective data source to complement consumption-based poverty surveys to provide annually updated poverty measurements based on extrapolations from information on assets and other poverty-related variables collected at the village and commune levels, as indicated in Table 1 below

Figure 8: Poverty Map by District Derived from the Commune Database, 2009



Source: CDB 2009

Table 1: Predictive Poverty Rates by Province Computed from Commune Database, 2004-2010

Province	2004	2005	2006	2007	2008	2009	2010
1-Banteay Meanchey	39.9	38.7	37.1	34.1	32.5	31.4	29.7
2-Battambang	37.8	36.5	35.4	33.3	31.7	29.7	28.7
3-Kampong Cham	33.1	32.1	31.0	29.0	27.6	25.8	24.3
4-Kampong Chhnang	37.9	37.2	36.7	35.6	34.2	32.3	30.4
5-Kampong Speu	41.4	40.3	39.5	37.3	35.2	32.2	30.1
6-Kampong Thom	41.1	40.5	39.3	37.7	36.5	34.3	32.7
7-Kampot	26.6	25.6	25.0	23.4	22.4	20.5	19.1
8-Kandal	27.6	26.2	24.1	21.2	19.7	17.6	15.9
9-Koh Kong	34.8	34.7	32.6	30.7	29.0	26.5	25.1
10-Kracheh	43.9	43.3	42.5	41.5	40.2	38.6	37.1
11-Mondul Kiri	47.0	45.1	44.0	42.4	40.3	38.0	37.1
12-Phnom Penh	6.8	6.9	5.8	0.5	0.3	0.2	0.1
13-Preah Vihear	50.2	48.2	47.2	45.7	44.5	43.1	41.5
14-Prey Veng	33.2	33.2	32.2	30.2	29.1	27.3	25.5
15-Pursat	40.7	39.9	39.0	37.5	35.8	34.1	32.0
16-Ratanak Kiri	50.7	48.9	46.6	45.0	43.8	41.5	41.2
17-Siem Reap	42.2	40.7	38.8	36.0	34.4	32.3	31.1
18-Preah Sihanouk	31.6	30.7	29.4	24.8	22.8	20.5	19.6
19-Stung Treng	46.1	45.9	46.1	44.3	43.5	42.4	41.1
20-Svay Rieng	32.5	31.6	30.1	27.8	25.9	23.6	21.5
21-Takeo	31.6	30.7	29.2	28.1	26.8	25.2	23.4
22-Otdar Meanchey	46.6	45.9	44.0	42.3	40.6	39.1	36.5
23-Kep	33.6	33.0	31.5	28.6	25.2	22.8	21.4
24-Pailin	41.7	40.5	38.9	36.9	35.0	31.0	28.1
Cambodia	35.1	34.2	32.9	30.7	29.3	27.4	25.8

Source: NCDD M&E Unit, 2010

The advantage is that it provides annual poverty estimates at the commune level, as illustrated in the map in Figure 8, which correlates well with survey results.

The CDB data show a continuing downward trend in poverty, despite expectations that the global economic downturn would have the opposite effect. This may be because the large majority of the poor are rural and were not affected as much as expected since, as discussed below, agriculture is the only sector that continued growing at a steady rate throughout the crisis.

The 2008 CSES was inconclusive and its results have not yet been published. The validity of the CDB predictions will have to be confirmed by the 2009 CSES, which had a larger sample and is currently being processed.

As can be seen from Table 1, the highest poverty rates derived from the CDB are currently estimated to be in Preah Vihear, Ratanak Kiri, Stung Treng, Kratie and Mondul Kiri, and the lowest in Phnom Penh, Kandal, Kampot and Sihanoukville.

The table also illustrates that poverty reduction by province has progressed over the past six years at different rates, ranging from 0.8 percent per year in Stung Treng to 2.3 percent per year in Pailin.



The different rates of poverty reduction underlie the fact that, in the absence of specific inclusive regional development policies, regional disparities in terms of poverty rates can increase. This requires a policy dialogue and action on regional development.

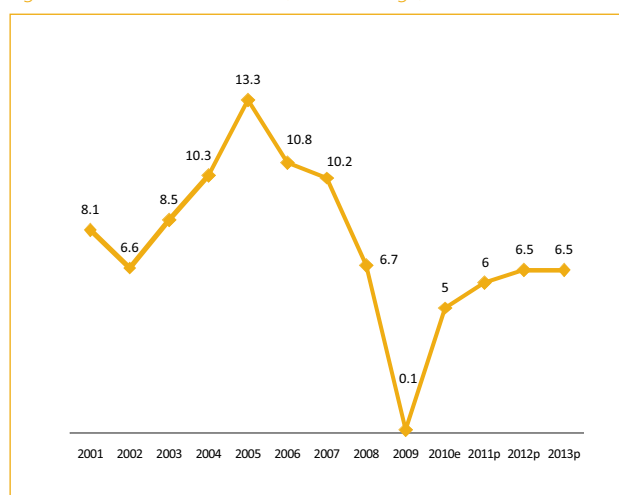
## Prospects and Challenges

Bridging the poverty gap to meet the 2015 target (eight years from 2007) would require reducing poverty by about 10 percentage points. This would require poverty reduction rates above 1 percent per year, derived from an annual growth rate of at least 7 percent, as anticipated in the NSDP.

In the absence of the recent economic crisis and food price trends, it may have been possible to achieve this for overall poverty headcount targets. The effects of the high oil and food prices in 2008, combined with the global economic crisis that followed, now make it unlikely that these expected levels of growth and poverty reduction will be achieved without a major shift in both growth and poverty reduction strategies.

The double digit growth rates up to 2007 have been considerably reduced because of the global crisis. GDP growth rates for 2008 and 2009 were 6.7 percent and 0.1 percent, respectively. The growth rate is estimated at 5.0 percent for 2010 and is projected to stabilize at 6.5 percent for the following years (see Figure 9).

Figure 9: Real GDP Growth (Y/Y % Change)



Source: MEF, MTMF March 2010 Update

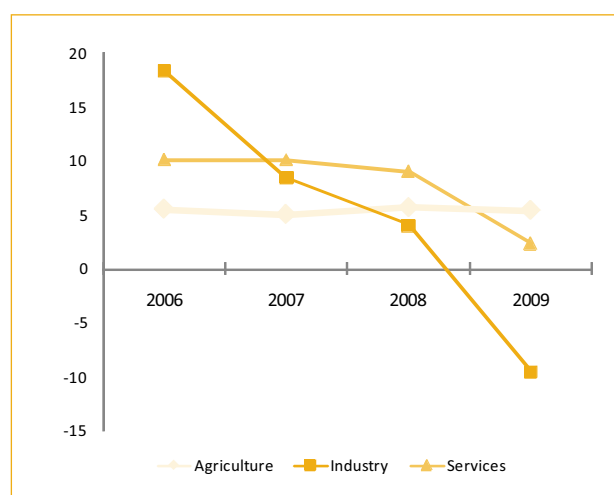
Even with improving global conditions, for the foreseeable future, Cambodia is not expected to be able to sustain the same level of growth as it did before the crisis, and it must reduce its vulnerability to such crises in the future.

It is therefore necessary to reconsider growth strategies and the relationship between growth and poverty reduction, as past strategies alone cannot bring about the expected level of poverty reduction.

Growth in the past has come from garment manufacturing, construction, tourism and agriculture. As illustrated in Figures 10 and 11, during the crisis, agriculture was the only sector that continued growing at a constant rate. With a GDP share of about 33 percent, it has helped mitigate the effects of the crisis during that period.

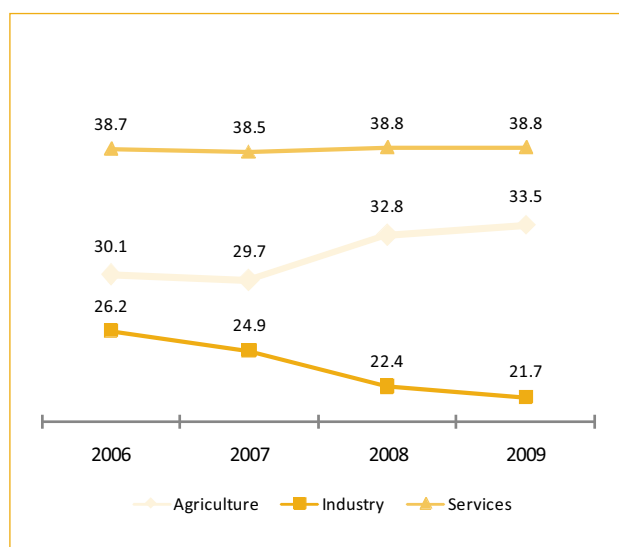
As stated in the NSDP Update, to address the poverty reduction challenge, the Government is pursuing a two-pronged approach: in the short term, this includes broadening the scope of social protection and safety net programmes to shield the vulnerable and poor from the effects of economic shocks, while using fiscal and monetary instruments to stimulate a sluggish economy; in the long term, it includes improving Cambodia's competitiveness and its integration into the regional economy, diversifying and expanding the economic base and, in particular, improving agricultural productivity.

Figure 10: GDP Growth by Sector before and during Crisis (Y/Y % Change)



Source: MEF, MTMF March 2010 Update

Figure 11: Contributions of Sectors to GDP before and during Crisis (% of Total GDP)



Source: MEF, MTMF March 2010 Update

Cambodia is and will remain for the foreseeable future fundamentally a rural society and economy, with most Cambodians depending directly or indirectly on agriculture for their livelihoods. Realizing the full potential of Cambodian agriculture will require very large investments in rural infrastructure, agricultural extension and business development services, increased food processing to international standards, increased vocational training in agriculture, and an appropriate trade policy and linkages to markets.

While crops contributed about 18 percent to GDP in 2009, which was the largest single contribution to GDP by a sub-sector, agricultural productivity increases are not limited to crops. Fisheries, which contribute 8 percent of GDP, occupy a crucial role in Cambodia's economy and society and have the potential to contribute not only to poverty reduction, but also to nutrition, gender and environmental protection targets. The potential of the livestock and forestry sub-sectors also remains to be fully exploited.

Addressing growth, poverty and equity in a balanced way will therefore require acting simultaneously and in a coordinated way on many fronts, both at the policy and macro-economic levels and at the level of direct interventions focused on the poorest populations, in the context of diversified and inclusive local economic development.

The Council for Agriculture and Rural Development (CARD) has been tasked by the Government with developing strategies and policies to develop rural economies, and with coordinating, monitoring and evaluating the implementation of strategies and policies by the Government's implementing institutions.

#### TARGET

Achieve full and productive employment and decent work for all, including women and young people

The Government is in the process of considering targets for the new employment indicators. These will be included in the CMDG framework when it is updated.

The only formally adopted target in the original CMDG framework is to halve the proportion of working children aged between five and 17 years old, from 16.5 percent in 1999 to 8 percent in 2015.

Child involvement in economic activity is widespread in Cambodia. In all, an estimated 45 percent of five to 14-year-olds, or over 1.5 million children in absolute terms, were economically active in the 2001 reference year. This percentage is very high relative to other countries with similar levels of income, underscoring that children's work poses a particular concern in the Cambodian context.

Not all work done by children or economic activity performed by children is child labour. Only work that impairs a child's physical, mental, moral or educational development or affects the child's safety or health is defined as child labour.

It was estimated in 2001 that about 16.72 percent of economically active children aged five to 14 were engaged in child labour, or about 250,000 children. The CMDG target is to bring this down to 8 percent, a reduction of about 125,000 children. There has been no survey of child labour since that time, so it is not possible to assess progress in this area.

The primary focus of the Ministry of Labour and Vocational Training (MoLVT) is the elimination of the worst forms of child labour, through prevention, withdrawal and rehabilitation. This is a costly and complex undertaking.

About 22,000 children have been withdrawn or prevented from entering these worst forms of child labour since 2001 and MoLVT is currently committed to accelerating this process by targeting an additional 10,000 children by 2012.

This is clearly an insufficient rate of progress and this area requires much more attention and investment. It is, however, expected that prevention will be accelerated through improved enrolment in education, increased community level awareness-raising and improved economic conditions.



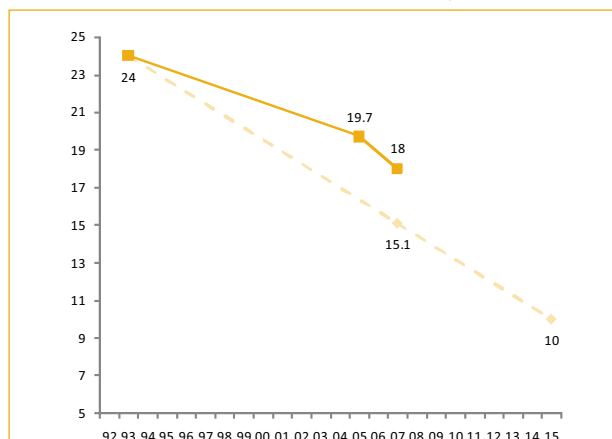
## TARGET

Halve, between 1993 and 2015, the proportion of people who suffer from hunger

## Food Poverty

Food poverty also declined over the period 2004-2007 (the original value for the baseline in 1993-94 is not comparable to the values in 2004 and 2007), but the estimated decrease in the food poverty headcount over this period is considerably smaller (from 19.7 percent to 18.0 percent), reflecting more rapid inflation in food prices than in non-food prices during this period. If this trend continues, it is unlikely that the 2015 target can be achieved.

Figure 12: Planned and Actual Reductions in Food Poverty (% of Households below Food Poverty Line)

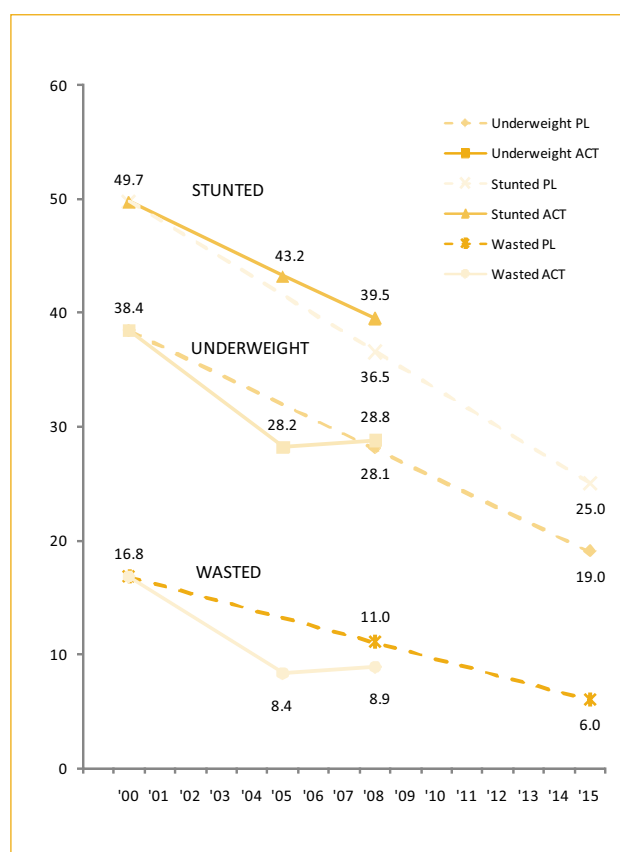


Source: Derived from CSES 2007

## Malnutrition

Figure 13 shows the evolution of underweight, stunted and wasted children under five years of age. As can be seen from the figure, while tremendous progress was made between 2000 and 2005 in reducing the proportion of underweight and wasted children under five, the recent economic downturn and the high food prices in 2008 have had an effect of slowing down progress in underweight children (now constant at 28.8 percent) or reversing the trend between 2005 and 2008 for wasted children (from 8.4 to 8.9 percent). The level of wasting among the urban poor has alarmingly risen from 9.6 percent in 2005 to nearly 16 percent in 2008.

Figure 13: Evolution of Planned, Actual and Projected Malnutrition Levels



Source: Targets NNS 2009-2015, Actual CAS 2008

Since stunting (height for age) is not responsive to short-term change, it is the only indicator that shows continued improvement, albeit at a slower pace. However, the percentage of stunted children remains high (39.5 percent) and progress is slower than expected.

Table 2 below shows the variation of malnutrition indicators by gender, domain and income group.

Table 2: Variation of Malnutrition Indicators by Gender, Domain and Income Groups (% children <5)

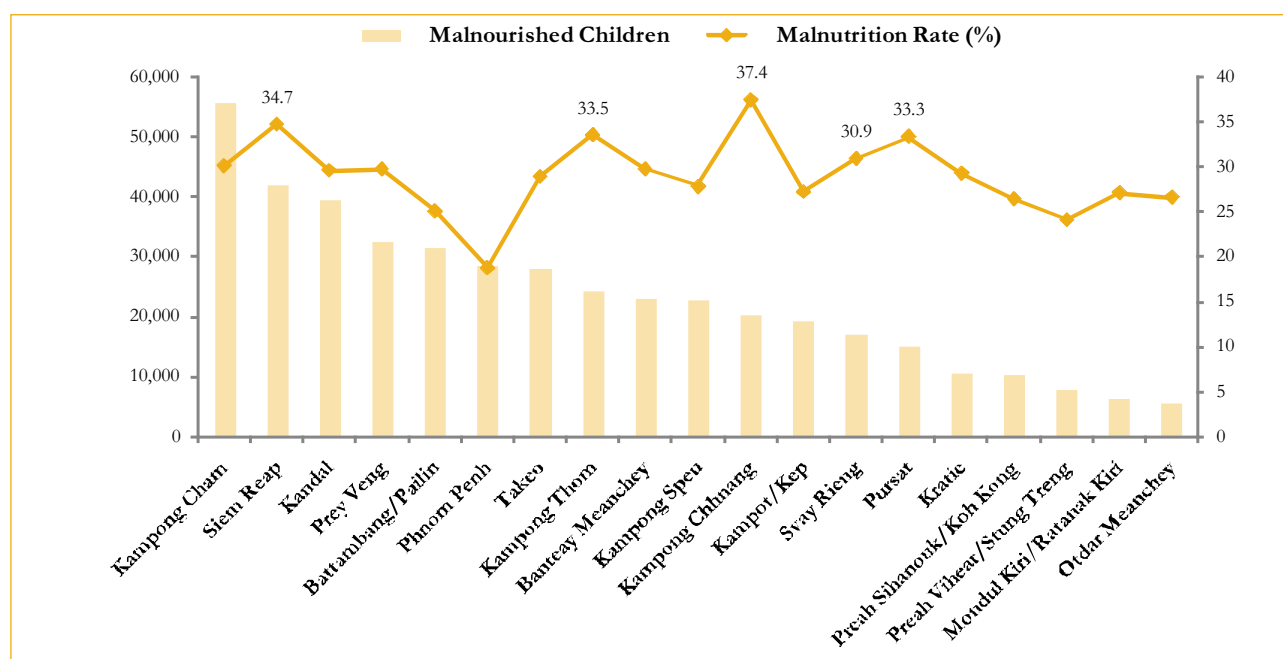
Indicator	Male	Female	Urban	Rural	Lowest Quintile	Highest Quintile
Under-weight	28.4	29.2	21.1	30.4	34.5	19.3
Stunted	40.9	38.1	31.9	41.1	48.1	28.6
Wasted	9.7	8.0	8.5	9	8.6	8.9

Source: CAS 2008

As can be seen from the table:

- There are no significant gender differences in malnutrition indicators for children under five;
- There is no significant difference in the percentage of wasted children between rural and urban areas, but the rates of underweight and stunted children are about 10 percentage points higher in rural areas;

Figure 14: Malnutrition Rates (% Underweight) and Estimated Number of Malnourished Children Under 5 by Province, 2008



Source: Derived from CAS 2008

- There is no significant difference in the percentage of wasted children between the lowest and highest income groups, but the rates of underweight and stunted children are about 15 to 20 percentage points higher in the lower income group.

## Regional Variations

Indicators of nutritional status vary widely by province:

- The highest rates of underweight children (over 30 percent weight for age) can be found in Kampong Chhnang, Siem Reap, Kampong Thom, Pursat, Svay Rieng and Kampong Cham;
- The highest rates of stunted children (over 40 percent height for age) can be found in Kampong Thom, Preah Vihear/Stung Treng, Kratie, Siem Reap, Kampong Chhnang, Takeo, Prey Veng, Mondul Kiri/Ratanak Kiri, Otdar Meanchey and Preah Sihanouk/Koh Kong;
- The highest rates of wasted children (over 10 percent) can be found in Banteay Meanchey, Pursat, Kampong Chhnang, Svay Rieng, Kampong Speu, Kandal, Otdar Meanchey, and Kampong Cham.

While the rates may be high in some provinces, differences in total population result in a different distribution of total numbers of malnourished children.

As illustrated in Figure 14, for example, the highest numbers of underweight children are in Kampong Cham, Siem Reap and Kandal (56,000, 42,000 and 40,000 respectively).

## Prospects

As can be seen from Figure 13, the rates of decrease in all three malnutrition indicators will have to be accelerated substantially to reach their targets by 2015.

To improve food security and nutrition for the poor in the context of the current crisis, the Government will intensify efforts in enhancing physical and economic access to sufficient, safe and nutritious food through targeted and coordinated investments across various sectors as outlined in the Strategic Framework for Food Security and Nutrition 2008-2012 developed by the Council for Agricultural and Rural Development (CARD).



Photo: UNDP/ Arantxa Cedillo





## GOAL 2:

## ACHIEVE UNIVERSAL PRIMARY EDUCATION



Photo: UNDP/Munthit Ker

### TARGET

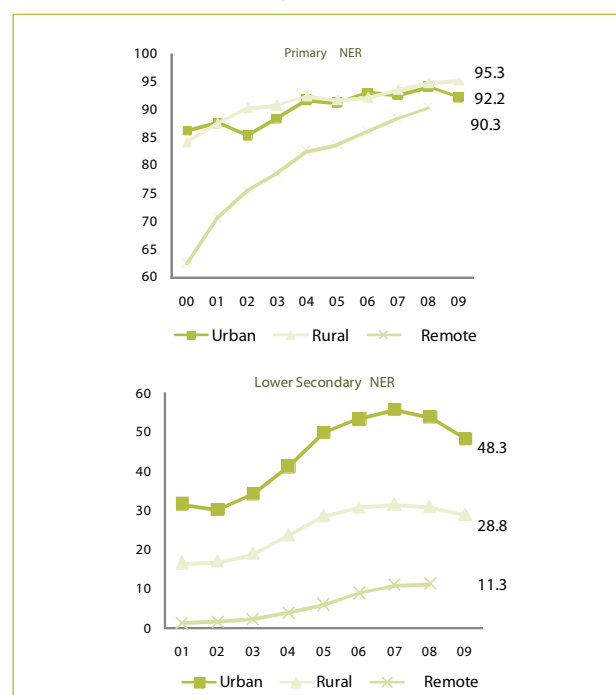
- Ensure all children complete primary schooling by 2015 and if possible expand to nine-year basic schooling

While the global MDG target is for primary education, it is also a priority of the Government to accelerate progress in lower secondary education.

Remarkable strides have been made over the past nine years in improving access to education. The Net Admission Rate (NAR) and the Primary Net Enrolment Rate (NER) are on track to achieve the 2015 CMDG targets and, as illustrated in Figure 15 below, regional inequities in access to primary education have been substantially removed.

This progress in primary education is attributed to a large expansion of school infrastructure, the training and deployment of teachers, focusing on remote areas, ensuring entry of six-year-olds into primary school and a reduction in cost barriers for parents.

Figure 15: Evolution of Primary and Lower Secondary Net Enrolment Rate by Domain



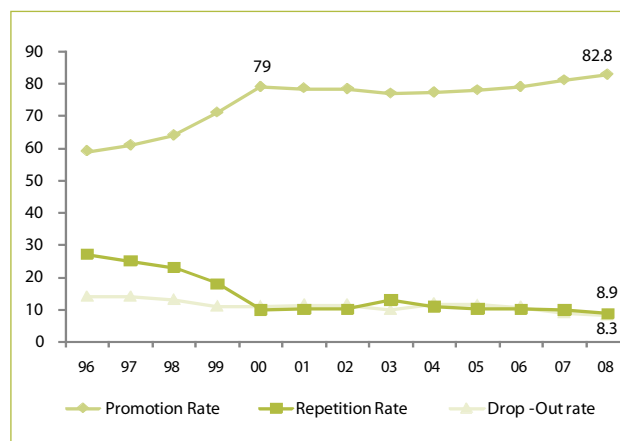
Source: EMIS

The evolution of NER in Lower Secondary School (LSS) by domain, illustrated in Figure 15, shows both a slowing down of growth in this area and the still very large gap between urban, rural and remote areas.



The LSS NER is low mainly because of slow progress of flow rates in Primary Schools and the high level of drop-out in Lower Secondary Schools. It will not be possible to affect the LSS NER substantially until the internal efficiency in primary education is drastically improved.

Figure 16: Flow Rates in Primary Education



Source: EMIS

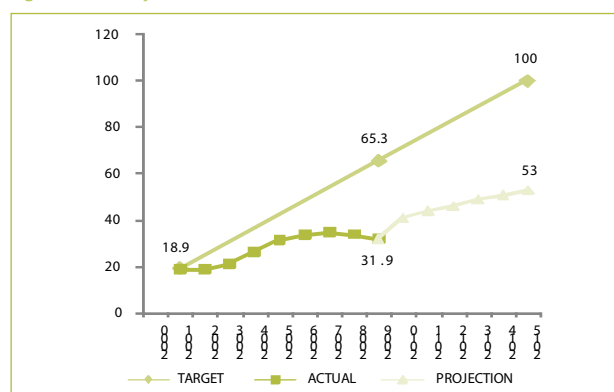
Figure 16 shows the stagnating trends of the repetition and drop-out rates in primary education since 2000-01. These trends can be attributed to the poor economic situations of students' families, over-age admissions to primary schools, the high percentage of schools that are incomplete, insufficient student readiness to learn, informal school fees, and the weak learning achievements of students.

This persistent trend at primary school level has been, and needs to be, continuously remedied, with specific policies such as giving second chances to students who fail examinations, providing remedial classes to poorly performing students, reducing incomplete primary schools by adding more classrooms, expanding Child Friendly School initiatives, strengthening School Support Committees for more community involvement, providing scholarships to students from poor families, expanding early childhood education, and eliminating informal school fees.

Given the recent rates of progress, the original targets for NER in LSS cannot be achieved by 2015. A more realistic target is about 53 percent, as illustrated in Figure 17.

The major challenges are to improve the Primary School flow rates as well as access and transition rates to Lower Secondary School, which are related to issues of quality of education. These must therefore be the focus over the next six years.

Figure 17: Projection of LSS NER



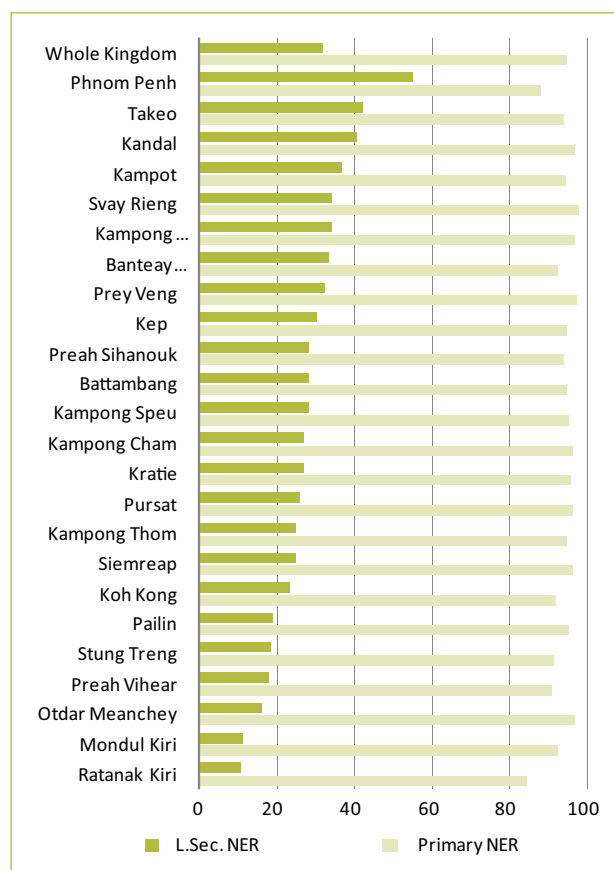
Source: EMIS

## Provincial Differences

Figure 18 shows the status of Primary and Secondary NER by province. As can be seen from the figure, discrepancies in Primary NER among provinces have been nearly eliminated.

For LSS, on the other hand, there is still a very large variation in NER among provinces, with Ratanak Kiri, Mondul Kiri, Otdar Meanchey, Preah Vihear, Stung Treng, and Pailin still trailing far behind the national average of about 32 percent.

Figure 18: Primary and Lower Secondary NER by Province, 2009-10



Source: EMIS

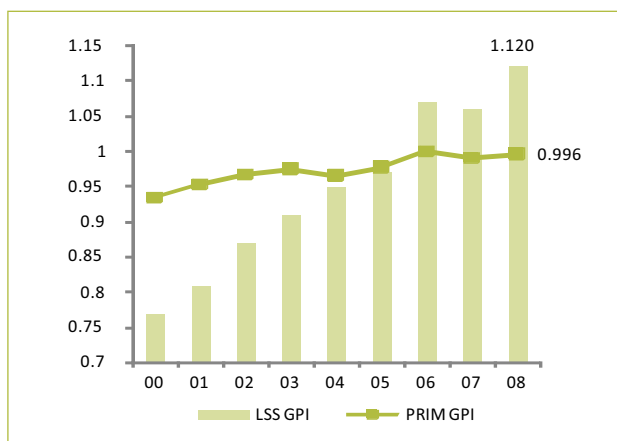
For LSS, on the other hand, there is still a very large variation in NER among provinces, with Ratanak Kiri, Mondul Kiri, Otdar Meanchey, Preah Vihear, Stung Treng, and Pailin still trailing far behind the national average of about 32 percent.

#### TARGET

- Eliminate gender disparity in nine-year basic education by 2010

Gender disparities in primary and lower secondary education have been eliminated and in the case of LSS, they have been reversed, probably as a result of an aggressive policy of providing scholarships to poor girls in grades 7 to 9.

Figure 19: Evolution of the Gender Parity Index for Primary and Lower Secondary Schools



Source: EMIS

Except for the province of Ratana Kiri, there are practically no regional disparities in the Gender Parity Index (ratio of female to male net enrolment rate).

This remarkable result was also achieved by a systematic focus on training and deploying female teachers. The percentage of female teachers at primary level has reached 46 percent of the total in 2009-10.

## Best Practices and Priority Actions

Except for the province of Ratanak Kiri, there are practically no regional disparities in the Gender Parity Index (the ratio of female to male net enrolment rates).

This remarkable result was also achieved by a systematic focus on training and deploying female teachers. The

percentage of female teachers at primary level reached 46 percent of the total in 2009-10.

Ensuring equitable access to education for all and strengthening the quality of education have been and remain high priorities of the Government.

Key elements that have contributed to the successes achieved so far, and that will remain essential to tackling the enormous remaining challenges in the education sector, include the following:

- The use of a Sector Wide Approach (SWAp) which has provided a mechanism for aligning development cooperation assistance with the needs of the education sector, and resulted in reduction of the transaction costs of coordinating bilaterally with each of the many development partners
- Increased recurrent expenditure allocations to education in the national budget, which have increased from about \$44 million in 2000 to \$178 million in 2009, and are projected to rise to \$290 million by 2013
- A School Readiness program which was found effective in reducing repetition and drop-out rates and increasing the promotion rate and school attendance in Grade 1
- The Child Friendly School programme, which has improved the quality of education, effectiveness of teaching, and classroom environment
- A school feeding programme, which improved students' school enrolment and attendance
- An Inclusive Education programme, which increased school attendance by disabled children
- The continued expansion of the early childhood education program, which increases school enrolment at the right age, reduces repetition and drop-out, and provides a suitable entry point for community participation in education
- The implementation of a new promotion policy which improved promotion of pupils through the grades at all levels.
- The continued reduction of incomplete primary schools, a multi-grade teaching programme, in particular for remote areas, and expansion of lower secondary schools to secure full coverage in all communes.

The strategic framework and required programmatic actions are clear. The main challenge now is the decentralization and deconcentration of the education system in accordance with the Organic Law on sub-national administration to improve service delivery at the sub-national level.



## GOAL 3:

# PROMOTE GENDER EQUALITY AND EMPOWER WOMEN



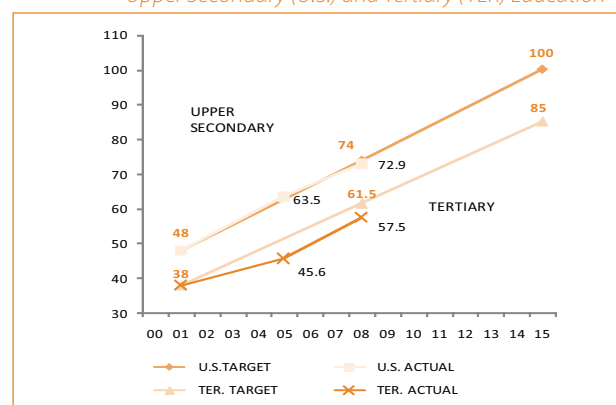
UNDP Photo 2009

### TARGET

- Reduce significantly gender disparities in upper secondary and tertiary education

As can be seen from Figure 20, improving the ratios of females to males in upper secondary education is on track, but for tertiary education, progress is slightly off track for meeting the 2015 targets.

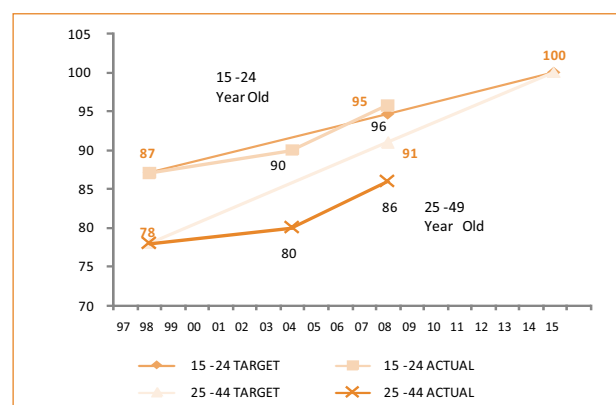
Figure 20: Planned and Actual Ratios of Females to Males in Upper Secondary (U.S.) and Tertiary (TER) Education



Source: EMIS, MoEYS

Progress in the youth literacy gender ratio (15-24 years of age) has been very good and is on track, generally reflecting improvements in the primary and lower secondary education indicators. However, as shown in Figure 21, not enough is being done to improve the literacy of adult women (25-44 year olds), which is lagging below target. This needs to be addressed as it has impacts on their employment, rights, health, and ability to negotiate safe sex, as well as on the education and health of their daughters.

Figure 21: Planned and Actual Ratios of Literate Females to Males 15-24 and 25-44 years old



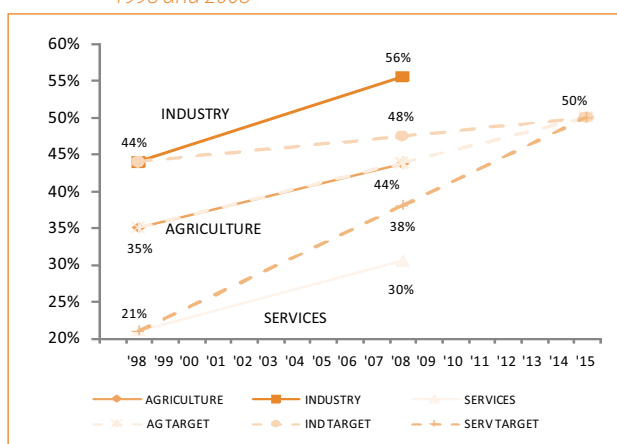
Source: Census 1998, 2008; CIPS 2004

## TARGET

- Eliminate gender disparities in wage employment in all economic sectors

Cambodia is on track to eliminate gender disparities in agriculture and industry. Figure 22 shows substantial increases in female share of wage employment in all sectors from 1998 to 2008. However, the female share of wage employment in the services sector is still too low, and much more attention needs to be given to this area.

Figure 22: Female Share in Wage Employment by Sector (%), 1998 and 2008



Source: Census 1998, 2008

Although wage employment parity is improving, 75 percent of female wage employment is in agriculture. As well, more attention needs to be paid to women in the informal economy, a critical but vulnerable source of livelihoods for women.

By and large, economic opportunities for women are still constrained, with most credit, training, extension and support programmes not being sufficiently tailored to their needs.

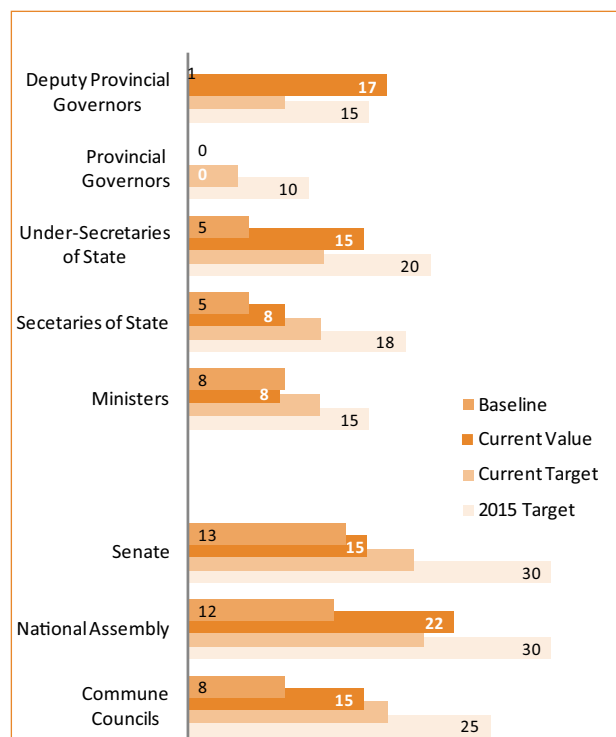
## TARGET

- Eliminate gender disparities in public institutions

Tremendous progress has been achieved in women's representation in elected positions, both at the commune level and in the National Assembly. In appointed positions, progress in deputy positions at the Provincial Governor

and Secretary of State levels has exceeded current or even final targets. Women's representation in top decision-making positions, such as Provincial Governors, Secretaries of State and Ministers, needs to be further encouraged.

Figure 23: % of Seats or Appointed Positions Held by Females



Source: MoWA "Current" value years vary from 2007 to 2009

In its current plans, the Ministry of Women's Affairs (MoWA) wishes to focus on several indicators of participation in decision making that it finds more significant in measuring real progress in the field. These include almost doubling the percentages of members of Provincial Boards of Governors (from 16.8 percent), judges (from 6.9 percent), commune chiefs (from 4 percent) who are women, and increasing the proportion of civil servants who are women (from 34 percent to 38 percent, with a long term goal of 50 percent). Currently, about 30 percent of village chiefs are women.

## TARGET

- Reduce significantly all forms of violence against women and children

Significant progress has been made in strengthening the legal framework to protect women and girls by addressing issues of gender equality and women's rights in the preparation and implementation of laws, as well as by

enhancing awareness of the provisions of the laws through training programmes for relevant institutions and the public.

The Law on Prevention of Domestic Violence and Protection of Victims was adopted by the National Assembly in August 2005, and the National Action Plan to Combat Violence Against Women was adopted by the Council of Ministers recently. The Law on the Suppression of Human Trafficking and Sexual Exploitation was adopted by the National Assembly in early 2008. A high level Inter-ministerial National Committee, headed by the Ministry of Interior (Mol), was created to coordinate efforts to combat human trafficking.

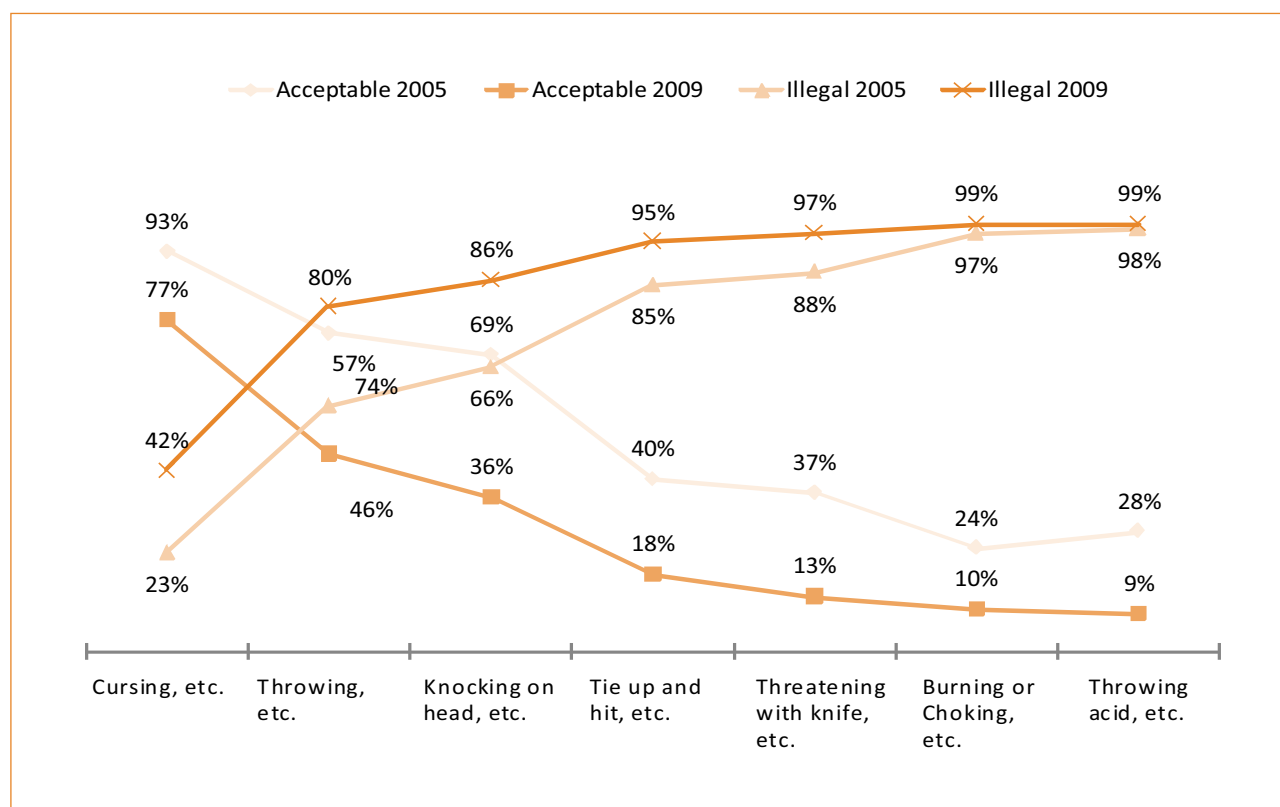
A recent follow-up survey on domestic violence found significant improvements in awareness that various forms of violence against women are wrong and are criminal. This has been attributed to the widespread educational efforts about domestic violence over the past few years. However, as illustrated in Figure 24, it is disturbing that while 80 to 86 percent of the population recognize that the lowest forms of physical violence (a: throwing something at the other,

pushing or shoving, or grabbing the other, and; b: knocking on the head, slapping or spanking, kicking, biting, shaking, pulling hair, punching) are illegal, 46 to 36 percent still find these behaviours acceptable, always or under certain circumstances. It is also disturbing that, while the levels of more violent physical abuse have dropped by more than 50 percent, about 10 percent of the population still finds these extreme forms of violence acceptable under certain circumstances.

Most victims of violence still do not seek help and, if they do, most often seek help from relatives, friends or commune or village authorities, not from the police, courts or professionals.

It thus remains a challenge to address the attitudes and behaviour which underlie gender-based violence and sexual exploitation, as well as the stigmatization of the victims of violence, and to increase the protection and counselling options available to victims. These have been taken as new indicators to be followed in the NSDP Update and are priority actions for MoWA.

Figure 24: Changes in Perceptions of General Population about Acceptability and Illegality of Various Acts of Domestic Violence, 2005 and 2009



Source: Violence Against Women, 2009 Follow-Up Survey, MoWA



## GOAL 4:

## REDUCE CHILD MORTALITY

### TARGET

- Reduce the under-five mortality rate

Remarkable progress has been made in key health indicators related to child mortality since 2000.

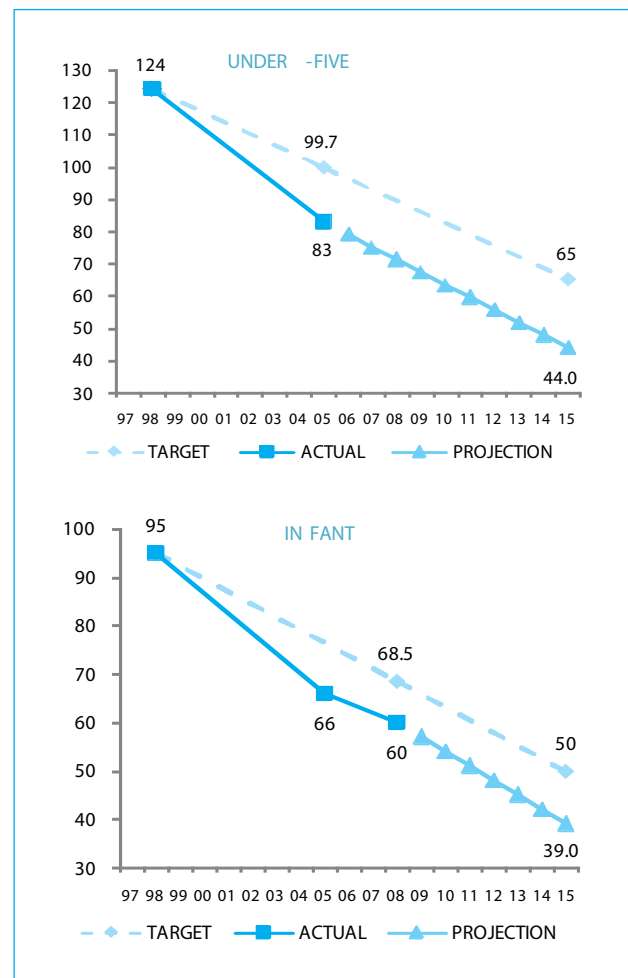
Child Mortality is the CMDG where most progress has been made and many targets have been reached or exceeded, prompting the Ministry of Health (MoH) to revise some targets upwards in the Health Strategic Plan (HSP).

As illustrated in Figure 25, infant mortality has decreased from 95 deaths per 1,000 live births in 2000 to 60 deaths per 1,000 live births in 2008 (already reaching its 2010 CMDG target) and under-five mortality has decreased from 124 deaths per 1,000 live births in 2000 to 83 deaths per 1,000 live births in 2005 (with a 2010 CMDG target of 75). Both are projected to far exceed the 2015 CMDG targets, which may need to be revised.

Figure 25: Evolution of Infant and Under 5 Mortality Ratios



Photo: UNDP/ Arantxa Cedillo



Source: CDHS 2005; Census 1998, 2008



This progress has been attributed to the strong performance of the national immunization programme, successful promotion of exclusive breastfeeding, improved access to basic health services, an overall reduction of poverty levels and improved access to education and better roads.

Indeed, from 2000 to 2008:

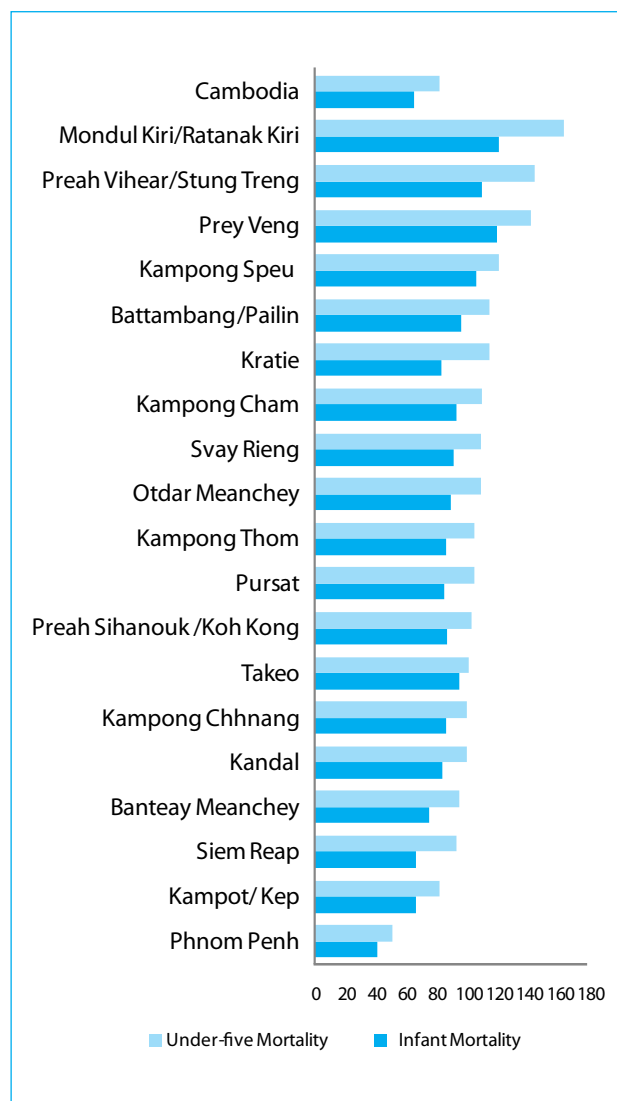
- The proportions of children under one-year-old immunized against measles and DPT3 more than doubled (from 41.4 percent to 91 percent for measles, and from 43 percent to 92 percent for DPT3);
- Feeding practices improved dramatically, with an increase in babies being breastfed early and exclusively, from 11 percent to 35 percent and from 11 per cent to 66 per cent, respectively;
- The proportion of children aged 6-59 months receiving Vitamin A capsules increased substantially from 28 per cent to 79 per cent;
- Coverage of Integrated Management of Childhood Illness (IMCI), which is critical to reducing under-five mortality, increased substantially.

## Regional Disparities

While, overall, the situation of child mortality has improved substantially, wide regional variations still need to be addressed.

As can be seen from Figure 26, in 2005, infant and under-five mortality were still almost double the national average in Kampong Speu, Preah Vihear/Stung Treng, Prey Veng and Mondul Kiri/Ratanak Kiri.

Figure 26: Infant and Under 5 Mortality by Province, 2005



Source: CDHS 2005 (Census 2008 provides an estimate of infant mortality but not of under 5 mortality)





## GOAL 5:

## IMPROVE MATERNAL HEALTH



Photo: UNDP/ Arantxa Cedillo

### TARGET

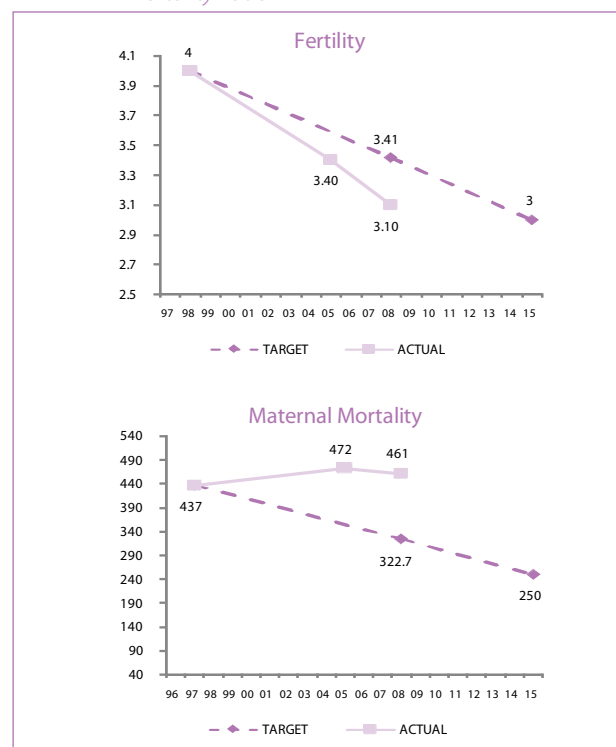
- Reduce the maternal mortality ratio

Significant progress has been made since 2005 to expand service delivery for reproductive and maternal health. Operational records of the Ministry of Health show that between 2005 and 2008:

- The proportion of deliveries assisted by skilled birth attendants increased from 41 percent to 58 percent;
- The proportion of women receiving at least two antenatal care visits from trained health personnel during their pregnancy increased from 52 percent to 81 percent;
- The proportion of mothers who gave birth by Caesarean Section (CS) increased from 1.18 percent to 1.91 percent.

The rate of CS is a proxy indicator for access to Emergency Obstetric and Newborn Care (EmONC) and the increase indicates that more women are referred to hospitals where these life-saving services are available. However, there are concerns about the uneven distribution of CS and EmONC services across the country and it will be important in the future to monitor CS rates disaggregated by Operational District.

Figure 27: Evolution of Total Fertility Rate and Maternal Mortality Ratio

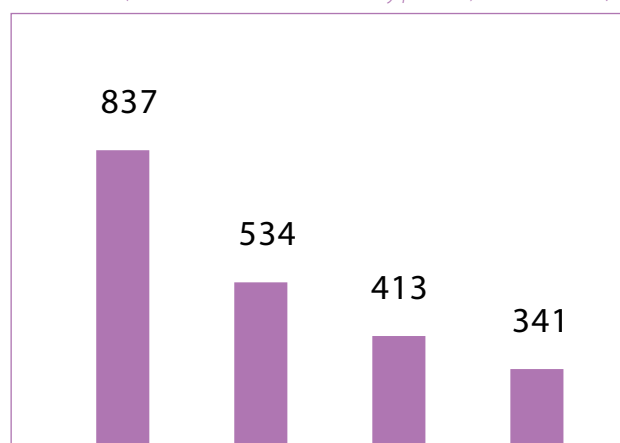


Source: Census 2008, CDHS 2000, 2005

As illustrated in Figure 27, the 2008 Census shows two conflicting trends: an improved total fertility rate, which at 3.1 has almost reached its 2015 target, and despite this reduction in fertility and improvements in service delivery, a persistent high level of maternal mortality, which currently stands at 461 deaths per 100,000 live births (among the highest in the region), and which has not changed much since 1997. Measurement error is high for this indicator, and it is expected that the CDHS 2010 currently under way will show improvement.

While it does not measure the same thing, data from the Commune Database (CDB), which records annually numbers of live births and maternal deaths within 0-1 months of delivery, shows an improving trend in the ratio of maternal deaths to live births, as illustrated in Figure 28. This will also have to be confirmed by the CDHS 2010.

Figure 28: Evolution of Maternal Deaths from CDB  
(Within 0-1 Month of Delivery per 100,000 Live Births)



Source: NCDD M&E Unit 2010

Regardless of such improvement, it is highly unlikely that the original CMDG target of 140 deaths per 100,000 live births can be reached. The target for 2015 has therefore recently been adjusted to the more realistic level of 250, which still represents a major challenge.

The high maternal mortality rates are attributed to a number of factors:

- The shortage, weak capacity, poor deployment and poor retention of midwives;
- 57 percent of pregnant women have iron deficiency anaemia;
- EmONC is not accessible to many women and newborns;
- Inadequate family practices and care-seeking during

pregnancy and childbirth, such as the reliance on traditional birth attendants and unclean cord care; and

- Limited access to safe termination of pregnancy services (unsafe abortion).

Increases in family planning have been limited (only 26 percent out of a CMDG target of 60 percent) making it unlikely that this target will be achieved.

As family planning has the potential to reduce maternal mortality by up to 30 percent (reducing the need for unintended pregnancies, unsafe abortions, etc.) it is critical that this be addressed.

While the persistence of maternal mortality is an epidemiological fact stemming from the factors identified above, it is also due to a range of social factors related to perceptions of women's health, the nutrition of girls and women, and women's educational levels, which are addressed in CMDG 2 and CMDG 3.

Accelerating progress towards the achievement MDG5 is a top priority of the Government. The MoH has recently adopted a Fast Track Initiative Road Map for Reducing Maternal & Newborn Mortality. This has seven components:

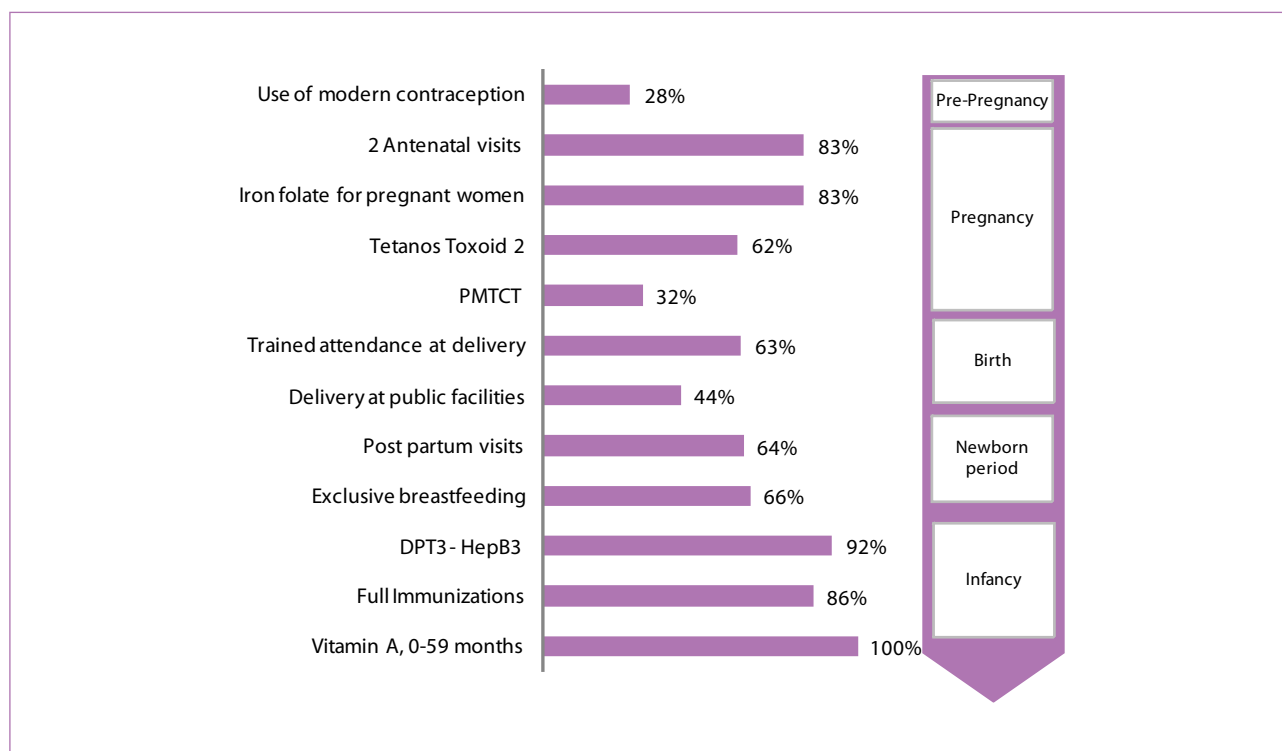
- Emergency obstetrics and newborn care
- Skilled birth attendance
- Family planning
- Safe abortion
- Behavioural change communication
- Removing financial barriers
- Maternal death surveillance and response

The elements of this initiative are now tracked carefully, with a systematic effort at increasing the coverage of services (see Figure 29). This is the main challenge for this goal.

## Regional Disparities

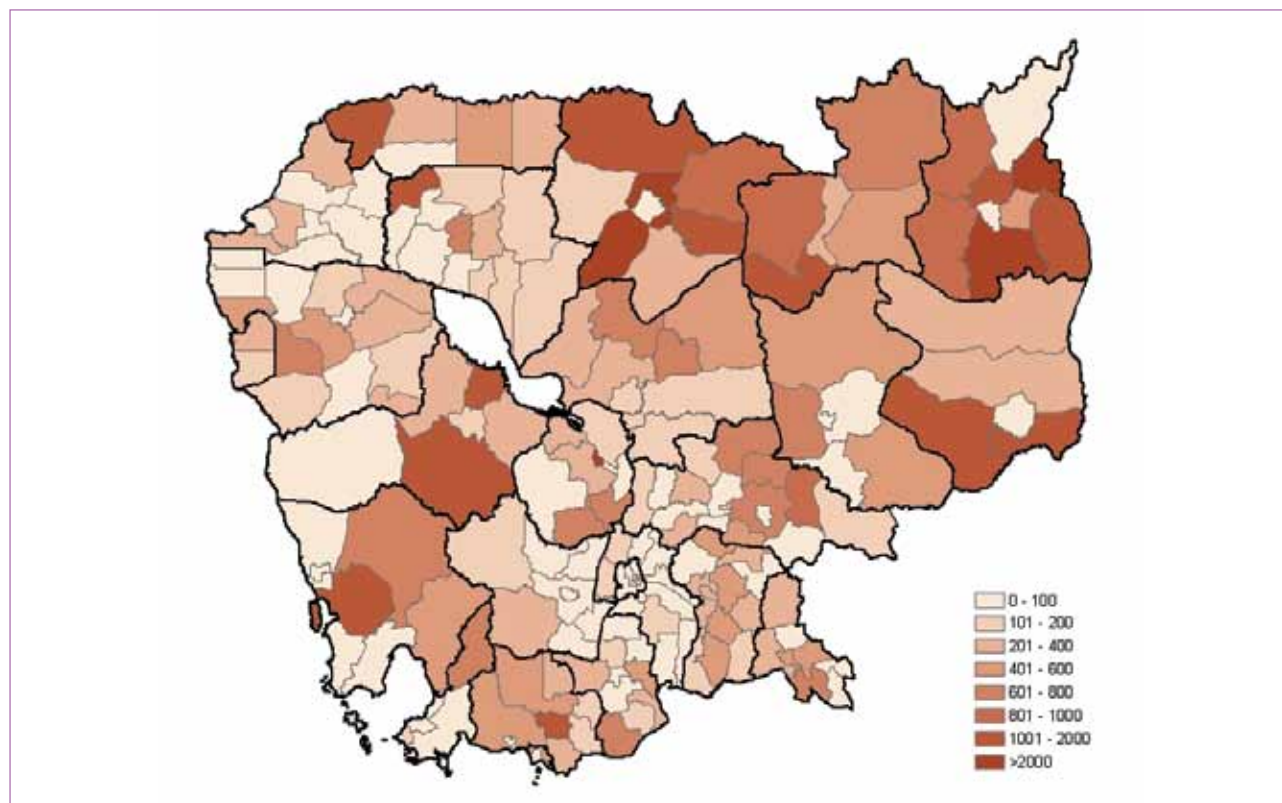
The map in Figure 30, derived from the Commune Database, illustrates the wide variation in levels of maternal mortality.

Figure 29: Coverage of Continuum of Reproductive, Maternal and Child Health Fast Track Initiative, 2009



Source: MoH HSSP2, 2009 Annual Performance Monitoring Report

Figure30: Distribution of Maternal Deaths (within 1 Month of Delivery) per 100,000 Deliveries by District, 2009



Source: Derived from CDB 2009





## GOAL 6:

## COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES



Photo: UNICEF/John Vink/Magnum 2007

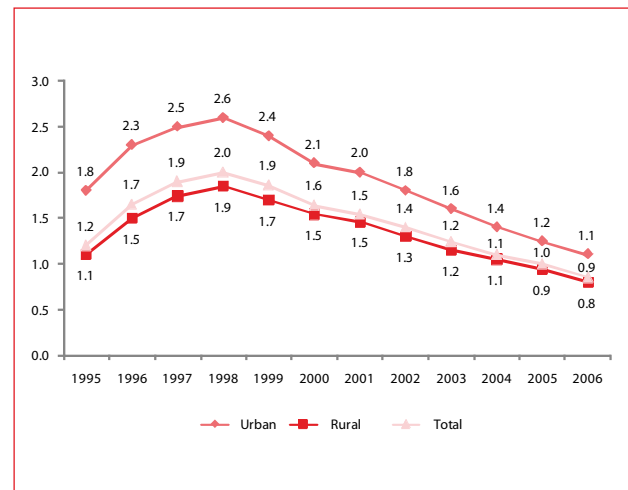
### TARGET

- Decrease the spread of HIV/AIDS

As illustrated in Figure 31, 100 percent condom campaigns in brothels contributed to a spectacular decrease in HIV prevalence from 1.6 percent in 2000 to 0.9 percent in 2006 (now estimated at 0.7 percent for 2009). This rate is far better than the original 2015 target of 2.3 percent, which is now modified to less than 0.9 percent.

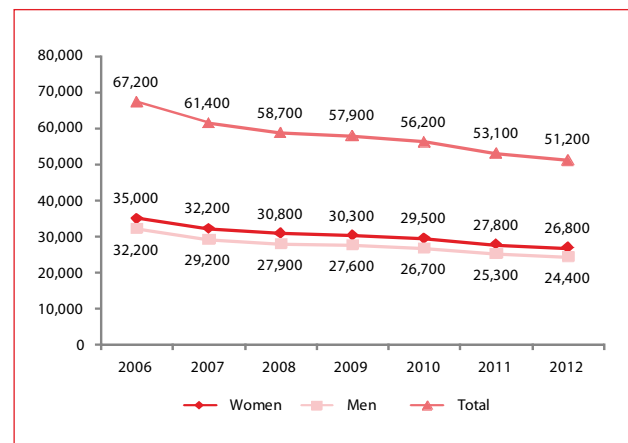
The number of People Living with HIV (PLHIV) in 2009 is estimated at 57,900 (30,300 women and 27,600 men) and a high proportion of those living with advanced HIV infection are receiving antiretroviral combination therapy (97 percent).

Figure 31: HIV Prevalence among the General Population Aged 15-49 Years by Type of Residence (%)



Source: NCHADS 2007, Report of a Consensus Workshop, HIV Estimates and Projections for Cambodia 2006 - 2012

Figure 32: PLHIV Projections



Source: NCHADS



Projections show that HIV prevalence is expected to further decline and to stabilize at 0.6 percent after 2010, with a total of PLHIV of 51,200 (see Figure 32). There remain concerns around the possibility of resurgence in the epidemic among the most-at-risk populations. The proportion of new HIV infections through spousal and mother-to-child transmission is increasing: the highest proportions of new infections are among married women (43 percent), and mother to child transmission (30 percent).

Despite significant improvements, PMTCT coverage remains low and more work is needed to link sexually transmitted infections, reproductive health, voluntary confidential counselling and testing, and other HIV services so that women can have access to a comprehensive package of health services.

Populations with high risk, such as drug users and men who have sex with men (MSM), also have a considerable higher prevalence of HIV.

The major challenge now is to maintain and increase the gains made in HIV education and prevention (the proportion of young people aged 15 to 24-years-old reporting use of a condom during sexual intercourse with a non-regular sexual partner is still below target) and to addressing the risks of a second wave epidemic due to behaviours among groups at particular risk of HIV infection and other communicable diseases (e.g., drug users, MSM, female entertainment workers and their clients and sexual partners, populations in prisons and drug rehabilitation centres).

#### TARGET

- Decrease the spread of Malaria, Dengue Fever and Tuberculosis

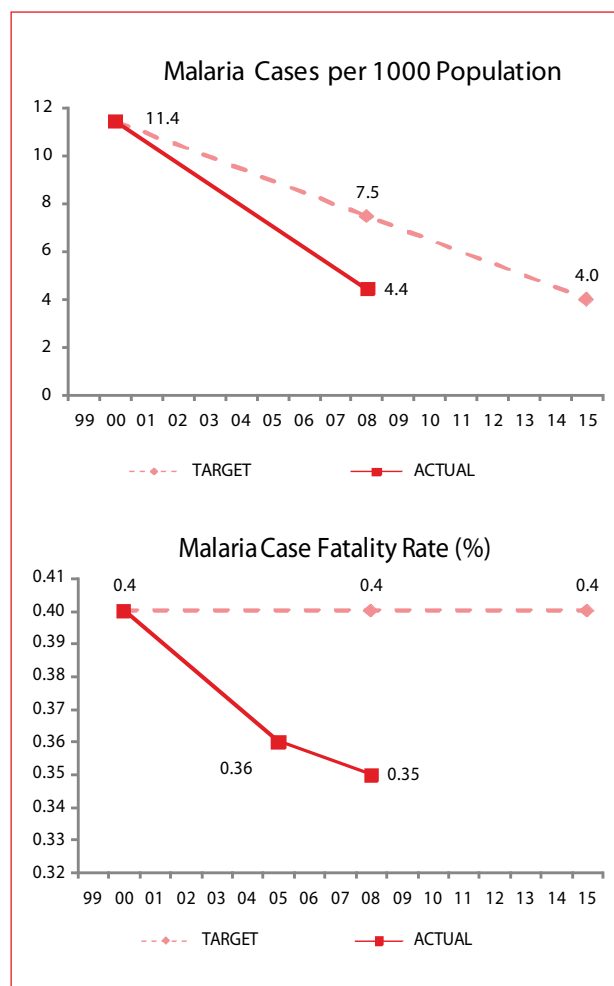
## MALARIA

The number of malaria cases treated in the public health sector per 1000 population (malaria incidence) has declined from 11.4 in 2000 to about 4.4 in 2008 (there were about 59,000 cases in 2008), although there was a significant increase to 101,000 cases in 2006. This is close to the 2015 CMDG target. Malaria prevalence has also declined from 4.2 percent in 2004 to 2.9 percent in 2007.

The malaria case fatality rate (CFR) reported by the public health sector remains close to the adjusted target of keeping it below 0.4 percent. There were 209 fatalities from

59,000 cases in 2008, yielding a CFR of 0.35 percent (see Figure 33).

Figure 33: Target and Actual Malaria Cases per 1000 and Case Fatality Rates (%) Reported by Public Health Sector



Source: MOH HIS

The malaria situation is exacerbated by the presence of artemisinin-tolerant malaria parasites. One of the priority objectives for Cambodia is to eliminate the tolerant parasites by implementing a short-term containment project (2009-2010) and a medium-term plan (2011-2015) to sustain and scale up the containment activities.

## DENGUE FEVER

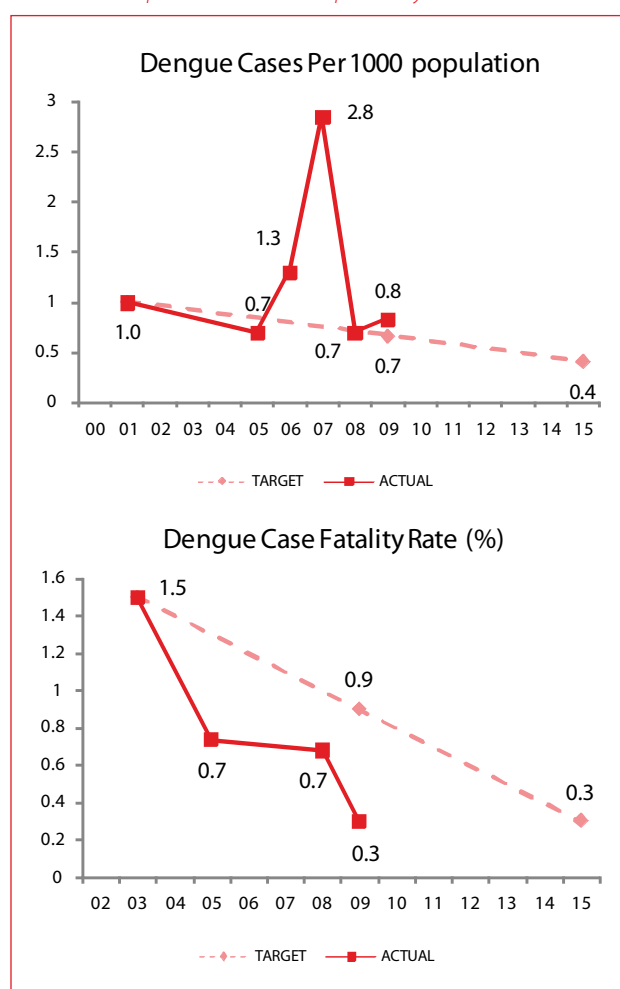
The national dengue fever incidence rate from hospitalized cases decreased from 1 per 1000 population in 2001 to 0.7 per 1000 in 2005.

In 2006, however, the rate increased to 1.3 per 1000 due to outbreaks in several provinces, which was characteristic of the three-to-five-year cyclical pattern of dengue disease.

The worst year for dengue on record was 2007, when 39,851 cases, with 407 deaths, were reported (CFR = 1.03 percent).

In 2008 and 2009, the reported dengue cases were significantly reduced (9,542 and 11,699) bringing the incidence rates to 0.7 percent and 0.8 percent with CFRs of 0.7 percent and 0.3 percent respectively. The dengue incidence rate is therefore now again almost on track and the CFR has now reached its 2015 target (see Figure 34).

Figure 34: Target and Actual Dengue Fever Cases per 1000 Population and CFR Reported by Public Institutions



Source: MOH

## TUBERCULOSIS

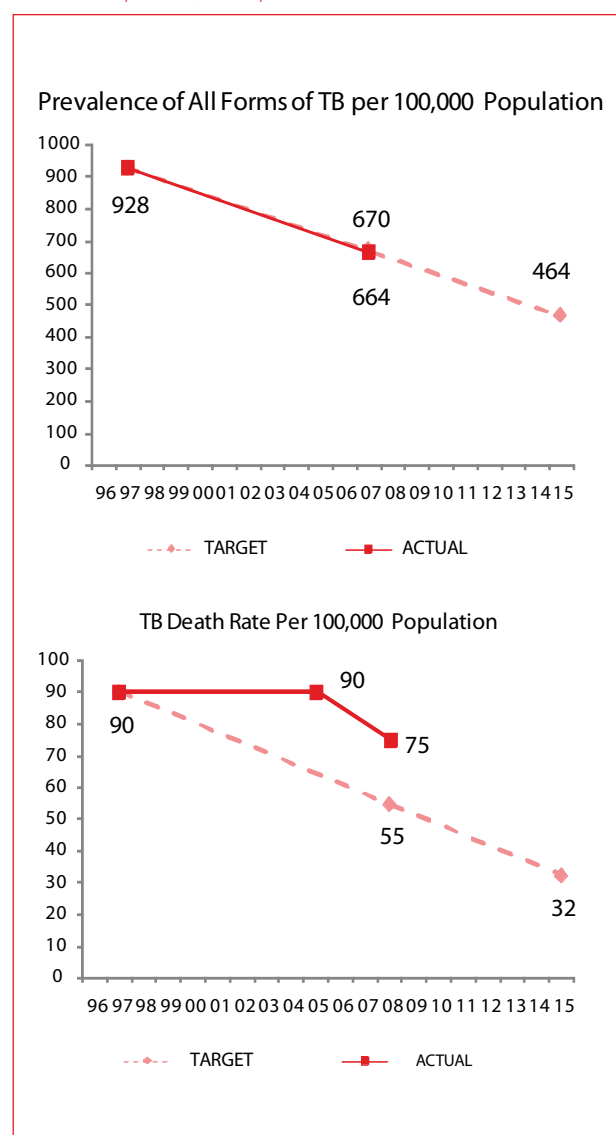
Significant progress has been made since 1997 in reducing the prevalence of all forms of tuberculosis (TB) from 928 per 100,000 population to 664 per 100,000 population in 2007, and this indicator is therefore on track to reach its 2015 target. However, this incidence rate is still the highest in the Western Pacific Region.

The proportion of TB cases detected under DOTS has increased from 57 percent in 2002 to 69 percent in 2008, almost reaching the 2015 target of 70 percent, and the treatment success rate of about 90 percent has already exceeded targets.

Despite efforts, however, insufficient progress has been made in the tuberculosis death rate per 100,000 population which, at 75, remains more than double the 2015 CMDG target of 32.

The third national seroprevalence survey showed a further decline in HIV prevalence among TB patients from 11.8 percent in 2003 to 7.8 percent in 2007.

Figure 35: All Forms of TB Cases and TB Death Rate per 100,000 Population



Source: MOH



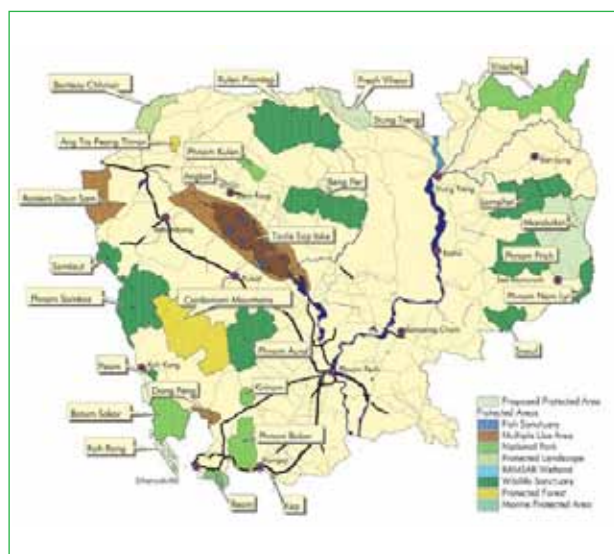
## GOAL 7:

## ENSURE ENVIRONMENTAL SUSTAINABILITY



Photo: UNDP/ Arantxa Cedillo

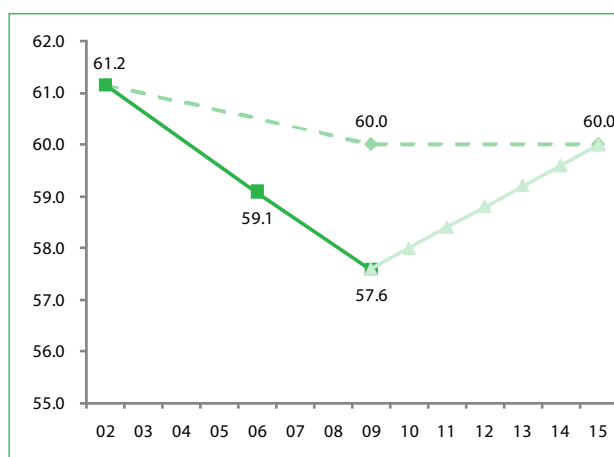
Figure 36: Protected Areas and Protected Forests in Cambodia



### TARGET

- Integrate principles of sustainable development into country policies and programmes and reverse the loss of environmental resources

Figure 37: Target, Actual and Projected Forest Cover (in % of Total Land)



Source: Forestry Administration

### Forest Cover

The goal for forestry is to maintain the forest cover at 60 percent of total land area. A national forest cover assessment conducted in 2006 found that the total forest cover had decreased from 61.15 percent in 2002 to 59.09 percent in 2006. This represented a loss by conversion of 373,510 ha

of forest, a rate of loss of about 93,000 ha per year, due to expansion of agriculture and other commercial plantations. The Forestry Administration estimates forest cover in 2009 was about 57.59 percent.

Most of the deforestation happened in the four northwest provinces, with some losses in protected areas, although these were smaller in scale and occurred over a much longer period.

To reverse this trend, the Government plans to reinforce the protection and management of forests, decrease the pressure on forests by improving farming techniques and reducing dependence on fuelwood, and engage in an active programme of forest rehabilitation and reforestation, including commercial plantations. This should result in a net reforestation of about 73,000 ha per year. As illustrated in Figure 37, with adequate funding, this is expected to bring the forest cover back to the target of 60 percent.

## Protected Areas and Forests

In 1925, Cambodia became the first country in South-East Asia to establish a protected area. Despite years of conflict and decimation of natural resources, its current protection system includes 23 Protected Areas (PAs) totalling 3.3 million ha and 11 Protected Forests (PFs) totalling 1.53 million ha (having added about 180,000 ha to protected forests since the baseline). This amounts to about 27 percent of the country's total land area, one of the highest rates in the world, and shows the commitment of the Government to the protection of natural resources (see the map in Figure 36 above).

Both types of areas are under severe pressure from illegal logging, encroachment and economic land concessions. About 350,000 ha of protected areas have been allocated to economic land concessions in PAs, effectively reducing the total PA surface to about 2.9 million ha.

The protection of natural resources in Cambodia is the joint responsibility of the Ministry of Environment (MoE) and the Ministry of Agriculture, Forestry and Fisheries (MAFF). For both, the legal, institutional and strategic frameworks for protection of natural resources are now complete. In 2008, the Government adopted a new law for PAs which classifies them into four zones: core, conservation, development and multiple use. It is expected that this rationalization of the PA system will help ensure that the core areas remain intact.

The MoE is mapping and defining these four zones in each of the areas.

The challenge is enforcement to ensure clear demarcation, effective protection, and sustainable management of the areas under the ministries' jurisdiction. Both types of areas suffer from a lack of human and financial resources, which have been aggravated by budget cuts due to the financial crisis: the number of rangers in Protected Areas increased as planned to 910 in 2009, but was reduced to 480 in 2010 due to budget cut-backs. However the Government is now committed to raising the number of rangers in PAs to 960 in 2011. Similarly, the number of rangers in Protected Forests was not maintained at 500 and has instead decreased to 315.

Due to the limited number of rangers and the importance of the protected resources to local livelihoods, the Government is increasingly engaging community groups in the protection and sustainable management of forest resources. There are 390 Community Forestry (CF) groups (out of which only 124 are approved by MAFF, with a large backlog awaiting approval) covering an area of about 368,000 ha. There are also 84 Protected Area Committees (PAC) covering about 93,000 ha.

## Fuelwood Dependency

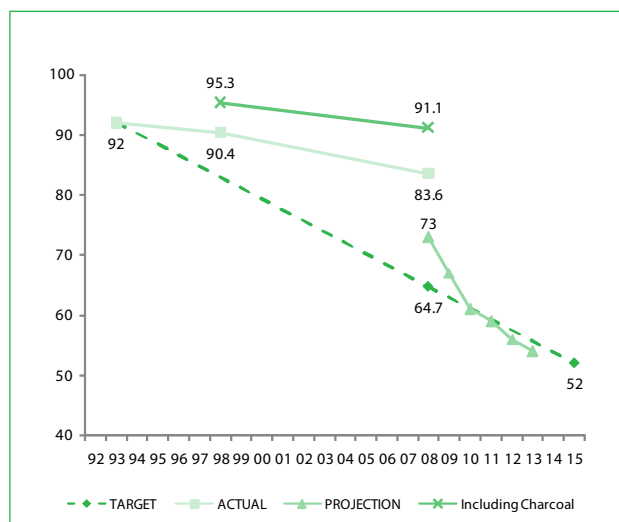
One of the main pressures on forests is the continuing high level of fuelwood dependency. According to national census figures, from 1998 to 2008, domestic firewood dependency decreased only from 90.4 percent of households to 83.6 percent, a figure still much higher than the current linear path target of 64.7 percent. If charcoal is included in fuelwood consumption, the figure rises to 91.1 percent (charcoal was not included in the baseline).

As illustrated in Figure 38, the Ministry of Mines, Industry and Energy (MIME), using a more precise measurement of fuelwood consumption, estimates the 2008 figure at 73 percent of households and projects this will be 54 percent in 2013.

In the short term, the main strategy to address fuelwood consumption is the promotion of commercial affordable and efficient cook stoves. One million efficient cook stoves have been produced since 2003, saving an estimated 5,000 ha of forest over the same period. In the longer term, the Government is pursuing a strategy of rural electrification, supplemented by various small-scale renewable energy schemes.

Achieving the 2015 target of 52 percent will require much more focused attention and an energetic campaign to promote alternatives.

Figure 38: Target, Actual and Projected Fuelwood Dependency (% of Households)

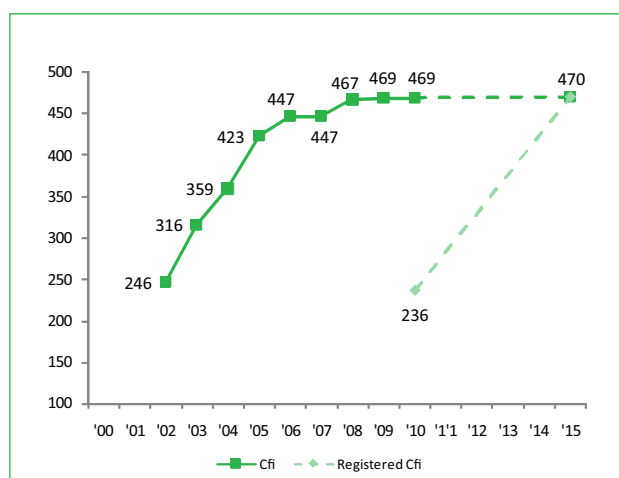


Source: Census 1998, 2008 - MIMÉ

## Fisheries

Fisheries in Cambodia underwent reforms in 2000 which included both the establishment of Community Fisheries (CFi) and the release of fishing lots from large-scale fishing operations into the management of small-scale fishers through community control. Seventy-eight fishing lots were completely released and 81 fishing lots were partly released, resulting in a total area of 541,206 ha out of total 953,740 ha (56.74 percent) released for family-scale fishing by September 2010.

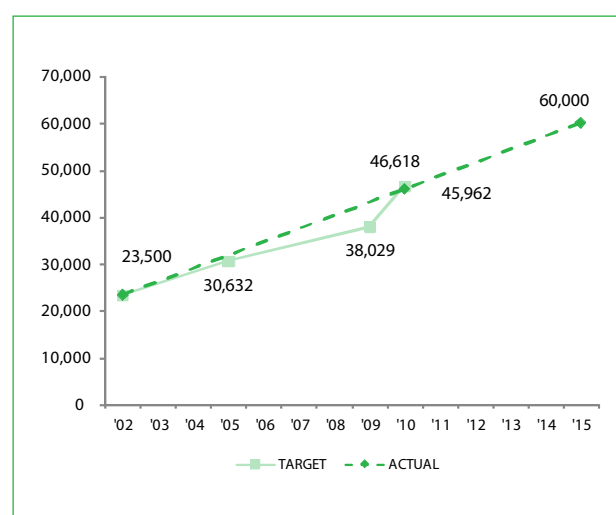
Figure 39: Evolution of Total and Registered CFi



Source: Fishery Administration

As shown in Figure 39, the number of CFis gradually increased from 246 in 2002 to 469 in 2010, covering an area of 683,734 ha. Of these only 236, covering an area of 553,438 ha, are registered. The 2015 target has been adjusted to 470, as there is little room for further expansion and it will be achieved when all 470 are registered. CFi registration is now under way.

Figure 40: Evolution of Fish Sanctuary Area (ha)



Source: Fishery Administration

In addition, 390 Community Fish Refuges (CFR) (1,170 ha) and 335 fish sanctuaries (46,618 ha) have been established. As illustrated in Figure 40, the establishment of fish sanctuaries is on track to meet the 2015 CMDG target.

### TARGET

- Halve by 2015 the proportion of people without sustainable access to safe drinking water
- Halve by 2015 the proportion of people without sustainable access to improved sanitation

## Rural Water and Sanitation

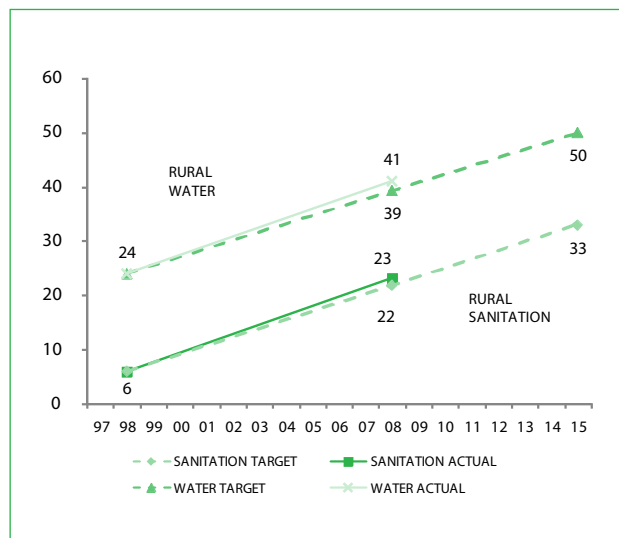
Rural water and sanitation are the responsibility of the Ministry of Rural Development (MRD), although the Ministry of Health (MoH) shares responsibility for hygiene education.

As can be seen from Figure 41, both rural water and sanitation are on track to meet the targets set in 2003. However, while the target for rural sanitation was recently increased to 33 percent, both targets may be revised



upwards to conform to the intent of the global target of halving the proportion of people without access to safe water and sanitation.

Figure 41: Target and Actual Access to Safe Water and Improved Sanitation in Rural Areas (% of Households)



Source Census 1998, 2008, Targets: NSDP

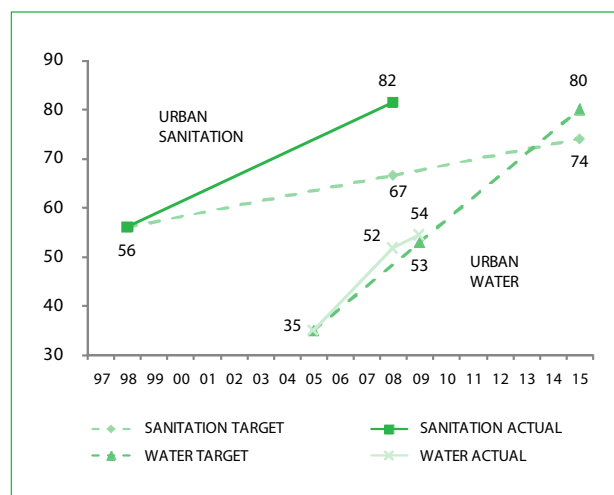
This is a matter of great importance, which will have an impact on other health and poverty targets. Diarrhoea, which is a consequence of poor water, sanitation and hygiene, is directly responsible for a large number of deaths and is a contributing factor in many more.

The 2003 National Water Supply and Sanitation Policy contains explicit provisions regarding sanitation and hygiene improvement and advocates for a dramatic increase in rural sanitation coverage between 2015 and 2025, from the 30 percent target contained in the original 2015 CMDG up to 100 percent rural sanitation coverage only 10 years later. This will require investment, focused attention and new and innovative approaches.

## Urban Water and Sanitation

The responsibility for urban water is shared among the Ministry of Mines, Industry and Energy (MIME), the Ministry of Public Works and Transportation (MPWT) and municipal authorities. For urban sanitation, it is shared between MPWT and municipalities, although the extent of responsibilities of municipalities is still not clear and is likely to rise with the devolution of functions under the decentralization and deconcentration programme.

Figure 42: Target and Actual Access to Safe Water and Improved Sanitation in Urban Areas (% of Households)



Sources: Census 1998, 2008, MIME

While the 2008 Census shows that 76 percent of the urban population had access to safe water, this includes supply from both licensed and unlicensed operators, without guarantees about the safety of water. Detailed computations by MIME based on water connections by licensed operators suggest that 54.4 percent of the urban population was served in 2009. MIME projects this number to be 60 percent in 2013, which will make it slightly short of target for 2015. However the target was based on a baseline using different measurements and will have to be revised accordingly.

MIME's key strategy for increasing people's access to safe water in urban areas includes encouraging the private sector to participate in developing the sector; human resource development and capacity building; institutional building and strengthening; improving financial efficiency and management; maintaining, improving and expanding infrastructures and improving technical efficiency; a subsidy scheme for poor families; and protecting the environment and water sources.

### TARGET

- Increase the proportion of the population in both urban and rural areas with access to land security by 2015

Land constitutes Cambodia's most precious resource. The Government recognizes that land reform is vital to enhancing social stability, developing an efficient land market, achieving

environmental sustainability, and increasing agricultural productivity. Security of land tenure in a transparent and equitable manner allows for proper land management and poverty reduction by giving citizens access to financial markets by using their land titles as collateral.

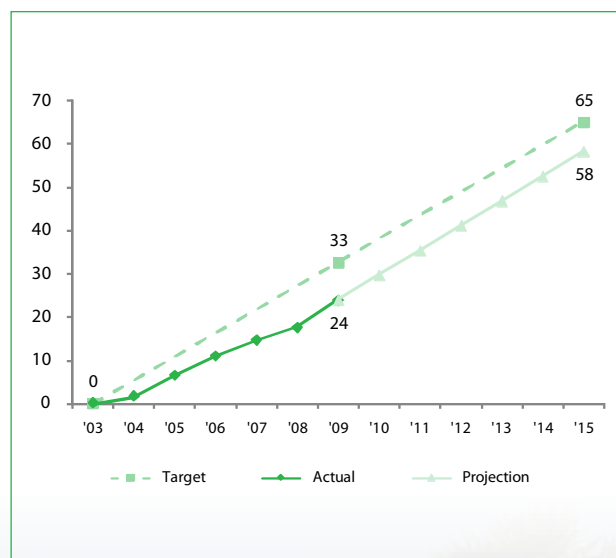
It was estimated in 2001 that there were about 7 million privately owned land parcels to be registered. Given this, the Government has set a period of 15 years to conduct land registration under a land reform programme focusing on the strengthening of three sub-sectors: land administration, land management, and land distribution.

Significant progress has been made since 2003 in issuing land titles. By the end of 2009, 1,675,363 land titles had been issued, of which three-quarters were for rural land and one quarter was for urban land. This represents about 24 percent of the total land plots to be registered.

As can be seen from Figure 43, progress is below the projected target for 2009, but the pace of registration more

than doubled in 2009 to over 400,000 land titles issued. If land titling continues at this rate, it should reach the figure of 58 percent by 2015, slightly short of the target.

Figure 43: Target and Actual Percentages of Land Titles Issued (%)



Source: MLMUPC





## GOAL 8:

# FORGE A GLOBAL PARTNERSHIP FOR DEVELOPMENT



Photo: UNDP/Ricardo Bobis

### TARGET

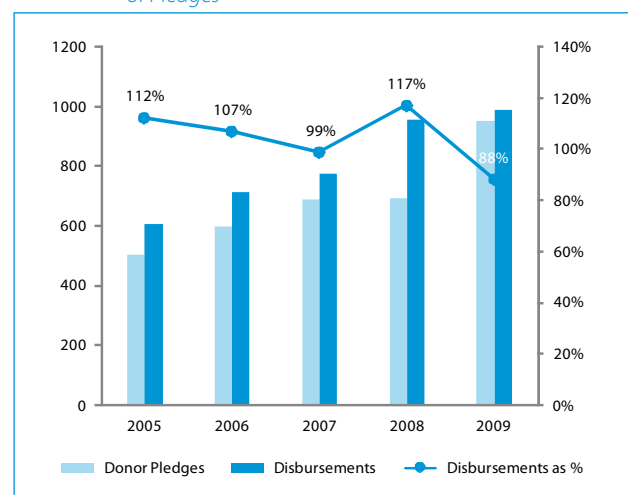
- Develop further an open, rule-based, predictable, non-discriminatory trading and financial system
- Address the special needs of the least developed countries
- Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

Cambodia is classified as a Least Developed Country (LDC) and is still struggling to overcome the effects of long years of devastating conflicts. As such, it has depended and will continue to depend on substantial amounts of reliable development assistance.

### Level and Reliability of ODA

Official Development Assistance (ODA) to Cambodia has been increasing steadily over the years, with improved reliability of actual disbursements versus pledges, and it was not affected by the global financial crisis. It reached nearly US\$1 billion in 2009 and was expected to exceed that figure in 2010.

Figure 44: ODA: Evolution of Pledges and Disbursements (in US\$ million) and Disbursements as a Percentage of Pledges



Source: CRDB/CDC

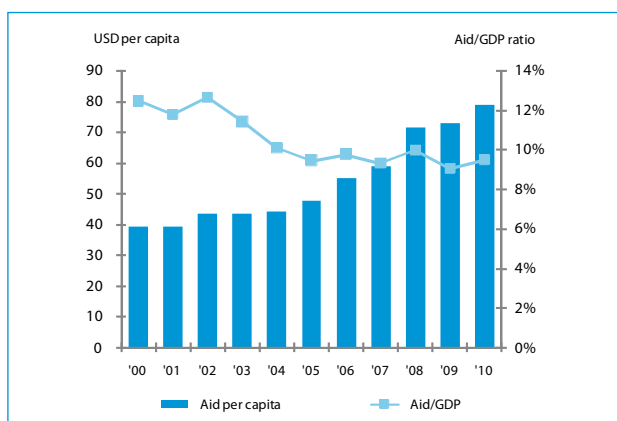
The NSDP Update calls for US\$6.3 billion in public sector investments over the period 2009-2013, of which about US\$5.27 billion (or about US\$1.05 billion per year) is



expected to come from ODA of both traditional and non-traditional partners, as well as potential new revenue from extractive industries. At the current rate of ODA, it is expected that this target can be achieved to support the Government in implementing its priority programmes.

While the total level of aid and aid per capita has more than doubled in the period since 2000, the aid-to-GDP ratio is decreasing, as a result of the favourable trend in GDP, particularly since 2002, as rapid economic growth has seen the value of the economy increase from US\$4.2 billion to an expected level of around US\$11.5 billion in 2010. As illustrated in Figure 45, the aid-to-GDP ratio has therefore been below 10 percent every year since 2005 and appears to have stabilized at between 9 percent and 10 percent of GDP.

Figure 45: ODA: Evolution of Aid per Capita (US\$) and Aid/GDP Ratio (%)



Source: CRDB/CDC

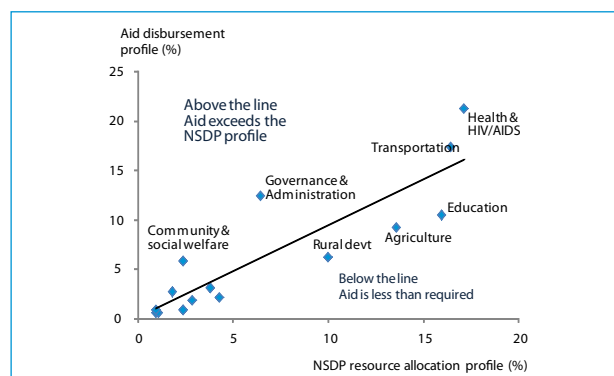
## Aid Coordination, Alignment and Harmonization

The Government has established an elaborate and effective mechanism for aid coordination consisting of three levels: the Cambodia Development Cooperation Forum (CDCF), a forum for policy dialogue and review of National Strategic Development Plan implementation, as well as for discussing the resourcing of the NSDP and endorsing the Joint Monitoring Indicators (JMIs); the Government-Donor Coordination Committee (GDCC), a more frequent high-level forum for technical and policy dialogue, monitoring and coordination; and 19 Technical Working Groups (TWGs) which focus on coordination, implementation and monitoring at the sectoral level.

Generally this mechanism is working well and has resulted in improved alignment of donor resources to national priorities,

although there is continued scope for improvement, as can be seen from Figure 46.

Figure 46: Sectoral Alignment of ODA to the NSDP, 2009



Source: CRDB/CDC

The allocation of ODA to social sectors (health, HIV/AIDS and education) has been relatively stable at about 31 percent of total ODA since 2004. However, the figure shows that rural development, agriculture and education, all critical sectors with lagging CMDG indicators, are not receiving the attention they require.

With regard to the use of government systems for ODA flows and harmonization of donor approaches, progress has been more limited, partly because several core public finance and administration reforms are still under way and require much more capacity development, and partly because “profound changes in aid management and delivery practices that are required have proven to be more elusive”<sup>1</sup>.

The proportion of ODA to Cambodia that is untied was 52 percent in 2008, with a target of 85 percent for 2010.

## Market Access

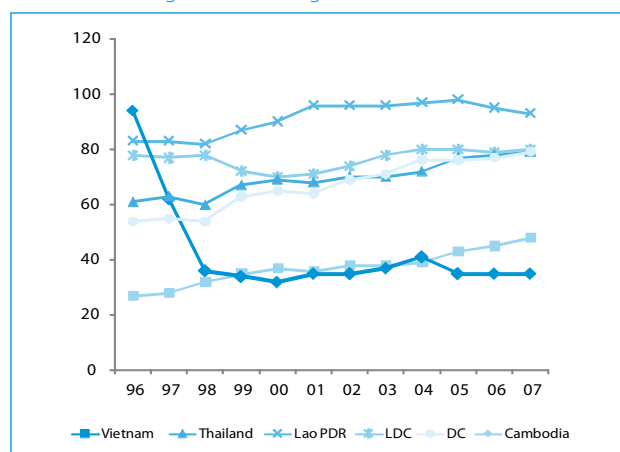
The proportion of total developed country imports from Developing Countries (DCs) and Least Developed Countries (LDCs) admitted free of duty showed positive trends after the launch of the Doha development agenda in 2001, but is now stabilizing at about 80 percent for both DCs and LDCs. This eliminates the preferential gap enjoyed by LDCs, which have not in general been able to take advantage of special measures for information technology products.

As illustrated in Figure 47, Cambodia is stagnating at around 35 percent, well below the average LDC level of 80 percent and much lower than all its immediate neighbours. While

1 Cambodia Aid Effectiveness Report, 2010, p.31

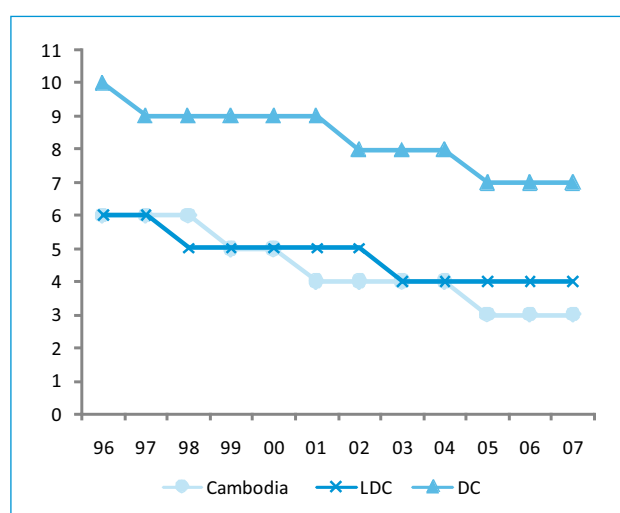
it benefits from low or no tariffs, Cambodia needs to improve the mix of its export products and its marketing strategies to take advantage of this.

Figure 47: Proportion (by Value) of Total Imports from Cambodia and its Neighbours, All Developing and Least Developed Countries, Admitted Free of Duty by Developed Market Economies for All Product Categories (excluding Arms and Oil) (%)



Source: Adapted from WTO-ITC  
<http://www.mdg-trade.org/38.Graph.aspx>

Figure 48: Average Tariffs Imposed by Developed Market Economies on Agricultural + Clothing + Textiles Products from Developing and Least Developed Countries, as Compared with Cambodia



Source: Adapted from WTO-ITC  
<http://www.mdg-trade.org/39.Graph.aspx>

Globally, both DCs and LDCs have seen a decrease in both Most-Favoured Nation (MFN) and preferential tariffs imposed by Developed Market Economies.

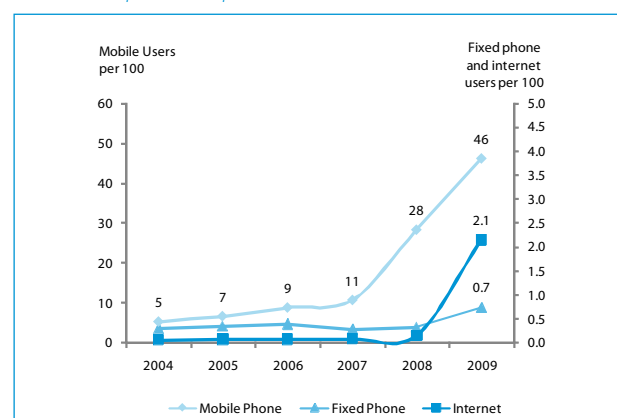
As illustrated in Figure 48, the preferential tariffs accorded to Cambodia have followed this trend and are even lower than the average LDC preferential tariffs.

## TARGET

- In cooperation with the private sector, make available the benefits of new technologies, especially information and communications

Cambodia has seen a recent explosion in the use of mobile phones and the internet. In 2009, the total number of telephones in use increased to 6.4 million (of which 6.3 million were mobile phones), a tenfold increase since 2004, with most of the increase happening since 2008. Similarly, the number of internet subscribers increased from about 8,000 in 2004 to almost 300,000 in 2009, with the introduction of mobile internet services in 2009.

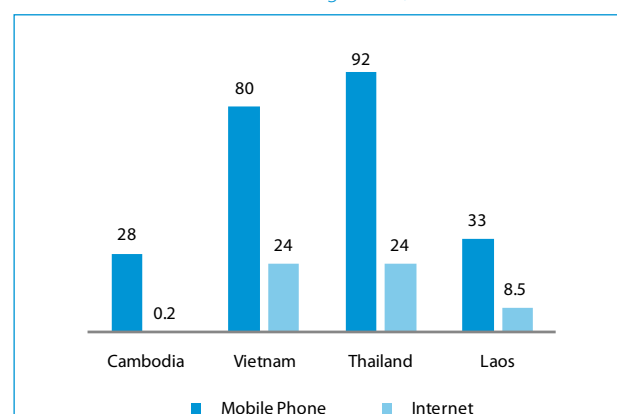
Figure 49: Fixed Phone, Mobile Phone and Internet Users per 100 Population



Source: Ministry of Post and Telecommunications

Despite this spectacular growth, and while the situation portrayed below has changed dramatically since 2008, Cambodia still has much to do to catch up with its immediate neighbours.

Figure 50: Comparison of Mobile and Internet Ratios for Cambodia and its Neighbours, 2008



Source: UNSD, <http://unstats.un.org/unsd/mdg/Data.aspx>





## GOAL 9:

### DE-MINING, ERW AND VICTIM ASSISTANCE



Photo: UNDP/Nathan Horton 2008

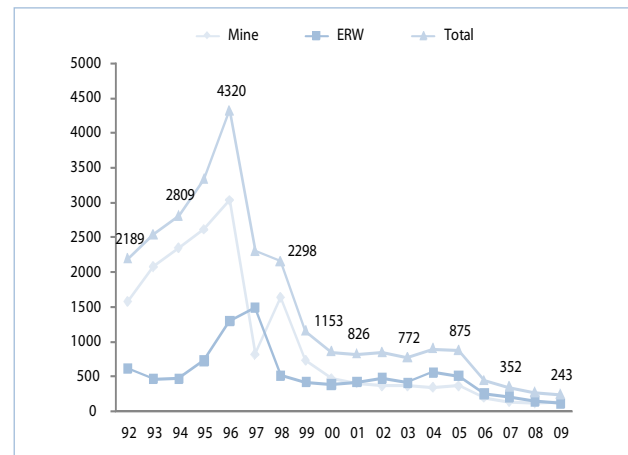
#### TARGET

- Move towards zero impact from landmines and ERW by 2012

Cambodia has made remarkable progress in reducing casualties from landmines and explosive remnants of war (ERW), as illustrated in Figure 51.

The annual number of civilian casualties recorded has fallen from a record 4,320 in 1996 to 243 in 2009.

Figure 51: Evolution of Mine and ERW Casualties

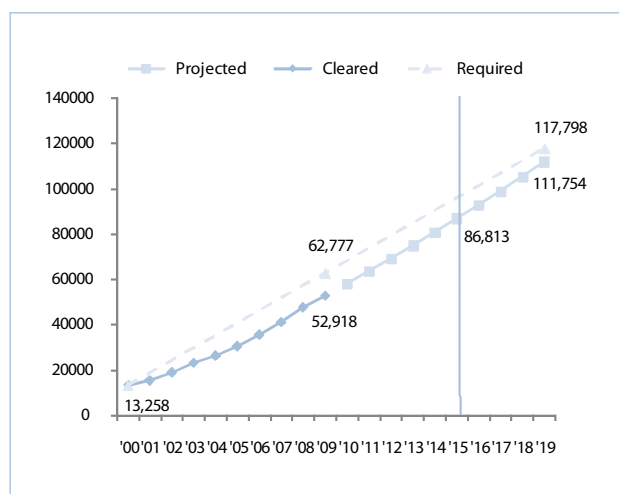


Source: CMAA/CMVIS

In compliance with the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction, (known as the Mine Ban Treaty and the Ottawa Treaty) significant progress has been made since 1992 in clearing mines and ERW. Up to 52,918 ha was cleared by 2009, or 45 percent of an assumed total target of 117,798 ha. Due to the magnitude of the task, Cambodia was granted an extension of the period for landmine clearance, from 2010 to 2019, under Article 5 of the Convention. Through strengthened technical processes, clearance methods are becoming safer and more efficient. With a 2 percent annual increase in productivity, it is expected that another 47,000 ha can be cleared by 2019, as illustrated in Figure 52.

In close collaboration with concerned institutions, the Cambodian Mine Action and Victim Assistance Authority (CMAA) has been formulating a National Mine Action Strategy to support the landmine/ERW clearance activities. As part of this strategy, a survey is being conducted to determine the exact extent of remaining contamination.

Figure 52: Required, Actual and Projected Land Cleared (in ha)



Source: CMAA

The large land areas remaining contaminated constitute a serious impediment to socio-economic development and constitute a large financial burden for the country. It is estimated that clearing the remaining affected land areas requires approximately US\$454 million.

#### TARGET

- Eliminate the negative humanitarian and socio-economic impacts of landmines and ERW by 2025

The Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MoSVY) and the Disability Action Council (DAC) are responsible for victim assistance so that activities can be integrated with the Government's overall strategy for persons with disabilities.

In 2007, Cambodia signed the United Nations Convention on the Rights of Persons with Disabilities and its Optional Protocol. The Convention was translated into Khmer and publicly launched in collaboration with MoSVY, UN agencies, and relevant government partners.

The promulgation of the Law on the Protection and Promotion of the Rights of Persons with Disabilities in July 2009 was a significant step in protecting the rights of people with disabilities.

In order to further the implementation of this law, sub-decrees have been issued regarding several issues: the organization and functioning of the DAC (June 2010); a quota employment system for people with disabilities (August 2010); the organization and operation of a Disability

Fund (ongoing); and an assistance policy for persons with disabilities and vulnerable people in communities (under development).

A National Plan of Action for Persons with Disabilities, Including Landmine/ERW survivors (2009-2011), has been finalized using the framework and tools adopted by the States Parties to the the Ottawa Treaty. The document was officially adopted on August 5, 2009.

It is estimated that out of a total of about 64,000 casualties since 1979, about 44,000 are injuries, the large majority of which occurred in Battambang (15,000), Banteay Meanchey (9,000) and Siem Reap (8,000). About 35 percent of the injuries have led to amputations.

Numerous NGOs provide assistance to victims in the form of emergency assistance, physical rehabilitation, community-based rehabilitation, income generation activities, vocational training and social reintegration of Persons with Disabilities.

The CMAA, through the Cambodian Mine/ERW Victim Information System (CMVIS), which is active in every province, is developing a system to collect information on services provided for landmine survivors.

Emergency assistance is provided by the referral hospital system, but transportation to the hospital is often inadequate and staff training is minimal. There is also a lack of coordination among NGOs working in the field and the Government with regard to emergency referrals and transportation.

MoSVY and its partners provide physical rehabilitation services to landmine/ERW survivors and other persons with disabilities through 11 Physical Rehabilitation Centres (PRCs) covering 24 provinces, and these services operate effectively.

Psycho-social support and social reintegration services need strengthening, with community-based rehabilitation emerging as a promising approach.

Out of a total of 316 vocational training institutions, seven Vocational Training Centres provide services specifically for persons with disabilities. A large number of economic reintegration activities are also supported by various NGOs.

The availability of accurate data on services received by mine/ERW survivors, as distinguished from other persons with disabilities, is a major challenge which hinders policy formulation, the setting of targets and the development of strategies and plans. The national response also suffers from insufficient funding, lack of capacity and organizational problems.

# SUMMARY OF PROGRESS IN ACHIEVING THE CMDGS


The various diagrams presented in the previous sections have illustrated the extent to which key indicators for each CMDG were on track for their latest value relative to the linear path between baseline and target, as well as the likelihood of targets being met given projections based on current strategies outlined in the NSDP.

The assessments made in these sections are summarized for key indicators in Appendix A. In summary, these assessments show:

- The greatest progress has been achieved in CMDG4 (Child Mortality), and in CMDG6 (HIV/AIDS and Malaria, Dengue Fever and TB). For both of these, all key indicators are on, or better than, their current target. However, child mortality rates remain high and the targets could be revised upwards.
- CMDG9 (De-mining, ERW and Victim Assistance) is moderately off track but has a framework in place to achieve its key targets.
- CMDG2 (Primary Education) and CMDG 3 (Gender Equality) are lagging in some of their indicators, which need focused attention. For education, these are the primary flow rates, children aged 6-14 out of school, and literacy rates. For Gender, these include literacy of adult women, wage employment in the service sector, and the proportion of women in top decision-making positions at all levels.
- CMDG1, 5 and 7 (Poverty and Hunger, Maternal Health and Environmental Sustainability) have elements that are seriously off-track and require robust intervention. For CMDG1, this includes equity issues in growth, food poverty and child labour. For CMDG5, this includes maternal mortality, the use of contraception and access to emergency obstetric care. For CMDG7, this includes effective protection of natural resources, fuelwood dependency and land titling.

- CMDG8 (Global Partnership for Development), shows good progress in ODA and use of ICT, but needs attention to trade. It is not possible to assess progress in the absence of clear targets. These will be set in the revised framework.

Table 3: Current Summary Status of CMDG Achievement

Cambodia Millennium Development Goals		Status
	Eradicate Extreme Poverty and Hunger	Off Track
	Achieve Universal Nine Year Basic Education	Needs Attention
	Promote Gender Equality and Empower Women	Needs Attention
	Reduce Child Mortality	On track
	Improve Maternal Health	Off Track
	Combat HIV/AIDS, Malaria and other diseases	On track
	Ensuring Environmental Sustainability	Off Track
	Develop a global partnership for development	
	De-mining, ERW and Victim Assistance	Moderately Off Track

# CHALLENGES AND RISKS TO ACHIEVING THE CMDGS

The sections below examine the main challenges faced by Cambodia in achieving the MDGs, and identify potential risks to sustaining MDG progress.

## National Development Challenges

As described in the preceding sections, Cambodia has made substantial progress towards achieving the CMDGs in many areas. Specific challenges to achieving each CMDG were briefly identified as part of the analysis.

These challenges are summarized below and combined with the recent assessment done in the NSDP Update:

- **Sustained, Broad-based, Equitable Economic Growth:** Cambodia's foremost challenge in achieving the CMDGs, in particular in reducing levels of poverty and inequality, is the need to maintain the high rate of economic growth that it has experienced over the past few years to provide employment opportunities, particularly in rural areas and for the large numbers of youth who are now joining the workforce.

As discussed above, the economy is narrowly based and driven by four main sectors: garments, tourism, construction and agriculture. The garment and tourism sectors are vulnerable to external risks. Agriculture, which contributes over 30 percent of GDP and accounts for more than 60 percent of total employment, has not reached its full potential. In addition, although poverty rates have been reduced significantly through high economic growth and pro-poor policies, the rural poverty rate remains high. Furthermore, the gap between the rich and the poor, especially urban-rural inequality, remains a challenge.

Future growth must therefore be broader based, more sustainable and more diversified, in particular exploiting more effectively the potential of agriculture, while ensuring that it is more equitably distributed among regions and population strata. This requires addressing macro issues of the investment climate and policy

coherence to promote large-scale diversified investment in agriculture, industry and services resulting in productive employment and decent work. It also involves empowering the rural poor to take advantage of diversified employment options, to improve their own agricultural productivity and to identify and embrace new agri-business options, in the context of improved land tenure, natural resource management and disaster preparedness. As stated in the NSDP Update:

- ♦ *Land concentration and landless people are on a rising trend, adversely impacting on the equity and efficiency of land use. On the other hand, large areas under economic land concessions have not been utilized efficiently as targeted, needing strict government measures to tackle them.*
- ♦ *Illegal land possession, illegal claim of state land and protected areas as privately owned, and unlawful logging are still taking place. At the same time, poverty and internal migration have added pressure on natural resources and place them at risk of destruction.*
- ♦ *Electricity tariffs remain high compared to neighbouring countries, and are a big obstacle in strengthening Cambodian competitiveness as well as attracting investments and improving livelihoods. Access to electricity in rural areas is still limited.*
- ♦ *The irrigation system has not been fully developed and utilized to its potential, requiring more efficient management and investment.*
- ♦ *Financing, management, and technology are the major challenges for SMEs in Cambodia.*
- ♦ *The aviation sector plays a crucial role in tourism development. Further development of aviation infrastructure, including continuous improvement of airports in the whole country and flight safety, continues to be a key priority to ensure the tourism development and absorption of increasing number of tourists to Cambodia.*

- **Implementation of a Safety Net:** Closely related to the above point, a large portion of the population has been affected by the global economic downturn and high prices, and risks falling back or further into poverty, with the accompanying devastating loss of productive assets. This population cannot wait for growth to trickle down from urban-based development. The second key challenge is therefore the need to design and implement a coherent, dynamic, focused and sustainable safety net that will not only address issues of hunger and shield the poor from economic shocks, reversals of fortune and the devastating effects of illness, but also stimulate entrepreneurship and empower them to take risks to improve their lives and their income generation opportunities.
- **Access to, and Quality and Relevance of, Education:** The main challenges to be addressed in education include closing the remaining gap in primary enrolment, addressing the poor flow rates in primary education which lead to low Lower Secondary School net enrolment rates, low completion rates, low levels of early childhood education, low levels of parent and community participation, low quality of education, and issues of relevance of education. Relevance is particularly important to expanding options for youth to acquire productive skills that will support employment and self-employment, especially in agri-business, as “shortages of technicians and skilled workers are a major obstacle to accelerating economic development in both urban and rural areas”<sup>2</sup>. The production and trafficking of illegal drugs are also becoming a social problem which harms the welfare of Cambodian youth now and in the future.
- **Access to, and Quality of, Primary Health Services:** The key challenges faced by the health sector relate to human resource management, service delivery, financing, governance, epidemiological transition and occupational health and safety. An additional challenge is to maintain the gains made in HIV and to address the risks of a second wave epidemic due to behaviours among groups at particular risk of HIV infection. Significant inequities also persist between rural and urban areas, across provinces and among people with different educational levels and economic status, with lack of access to health services playing a major role in maintaining and furthering poverty. Of particular

concern are the high maternal mortality levels and the challenge of making available to women a comprehensive package of services which includes family planning, pre-natal care, obstetrics, reproductive health, voluntary confidential counselling and testing and other HIV services. The connection between health care services and sanitation and clean water in rural areas also needs to be addressed more explicitly in order to achieve CMDG targets<sup>3</sup>.

- **Improved Gender Mainstreaming:** Lack of education, domestic violence and human trafficking are the major factors that handicap women in realizing their full potential in contributing to socio-economic development<sup>4</sup>. Gender issues have been shown to be at the root of many of the development problems faced by Cambodia, in terms of women’s ability to avail themselves of economic and educational opportunities, to access health services and to participate more fully in decision-making processes, while being protected from the negative impacts of migration, domestic violence and exposure to various risks. Stronger gender focus and specific gender strategies need to permeate all sectoral interventions. Central to such strategies is a vibrant dialogue on behaviour norms for both men and women.
- **Governance Reforms and Programme Implementation:** While it is not explicitly addressed in the CMDG framework, but is central to the NSDP, a key challenge in achieving progress in all of the above areas is to improve governance at all levels, including the consolidation and rationalization of planning and budgeting systems, linking national and sub-national systems, improving civil service capacity and performance in delivering services, fighting corruption, improving the rule of law and increasing public confidence in the judiciary, and improving a constructive dialogue with civil society. As stated in the NSDP Update:
  - ♦ *Despite remarkable progress in key reforms aimed at strengthening good governance, the quality, efficiency and delivery of the public service still remain as challenges and could not yet respond fully to the real needs of the people. The judiciary could not yet gain full confidence from the public. The development of legal framework has not yet been comprehensive, while law enforcement is still to improve.*

<sup>2</sup> NSDP Update

<sup>3</sup> NSDP Update

<sup>4</sup> NSDP Update



- ♦ *In general, institutional capacity of the Government is still limited due to low salary and incentive schemes. The cooperation between government agencies is still inadequate, while some legal and regulatory frameworks contain loopholes, and there is a shortage of resources to carry out our policies.*

## Impacts of the Financial and Economic Crisis

Since mid-2008, Cambodia has been affected substantially by the combination of high oil and food prices and the global financial crisis, and its economic performance has deteriorated significantly, as reflected by a decrease in orders in the garment industry, a drastic drop in the number of tourists, and a massive decline in the building sector. This has contributed to a significant loss of jobs in these three sectors about 70,000 since the end of 2008 in the garments sector alone, by some estimates. This has also caused a substantial downward revision of growth estimates, as indicated earlier.

### Impact of Crisis on Growth

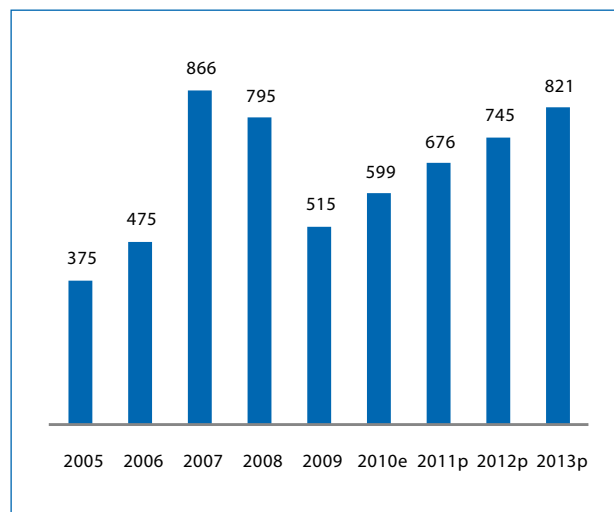
The impact of the economic crisis on economic growth has already been highlighted in the context of CMDG1. Even when global conditions improve, Cambodia may not be able to sustain the same level of growth as it did before the crisis. The growth in the garment sector has benefited from special circumstances, which are fast eroding with the rise of competition in the region and the possible loss of Cambodia's comparative advantage because of limitations imposed by the low-skilled workforce and perceptions of the cost of doing business in Cambodia. As mentioned in the challenges section above, there are therefore urgent imperatives to reconsider growth strategies, diversify the sources of growth, improve integration into the regional economy, and in particular, to improve agricultural productivity.

### Impact on Foreign Direct Investment

Foreign Direct Investment (FDI) in Cambodia has been hit not so much by the financial crisis (since the Cambodian debt market is not yet developed) but mostly by the global economic downturn and credit crunch faced by investors. Cambodia receives investment mainly from neighbouring Asian countries, attracting a peak of US\$866 million in 2007. Figure 53 illustrates the effect of the global

crisis on FDI flows in 2008 and 2009. This slowdown is expected to last well into 2010 and return to 2007 levels only beyond 2013.

Figure 53: Actual and Projected Foreign Direct Investment in Cambodia (2005-2013, US\$ million)



Source: MEF, MTMF March 2010 Update

### Impact on Government Revenue

The economic downturn has had an impact on Government revenue collection. Government revenue declined from 13.3 percent of GDP in 2008 to 11.8 percent of GDP in 2009. Revenues are however projected to steadily recover to reach 14.2 percent of GDP by 2013. However, this did not significantly reduce public expenditure: the implementation of the Government's targeted measures to protect the vulnerable and the poor from the impact of the downturn in the economy, as well as measures to promote demand through expansionary policies increased budget expenditures in 2009 to 17.5 percent of GDP from 15.9 percent in 2008. From 2010 onwards, budget expenditures are planned to be maintained around the 2009 level, that is, at about 17.8 percent of GDP.<sup>5</sup>

### Impacts of Climate Change

Climate change is expected to affect Cambodia significantly as it is one of the most vulnerable countries in the region.<sup>6</sup> At stake are recent gains in the fight against poverty, hunger and disease, and the lives and livelihoods of the majority of Cambodians. Climate change will lead to higher temperatures, changes in precipitation patterns, rising sea levels and changes in the distribution and frequency of

5 NSDP Update

weather-related disasters, posing risks for already vulnerable agriculture, food, and water supplies.

Cambodia's vulnerability to climate change is linked to the low elevations on the central plain, combined with its characteristics as a post-conflict, least developed, agrarian country with 80 percent of its population living in rural areas. Climatic events such as floods and droughts are already recognized as one of the main contributors to poverty. Between 1998 and 2002, floods accounted for 70 percent of production losses of rice (the single major agricultural crop), while drought accounted for 20 percent of losses. Climatic variations are expected to increase the severity and frequency of flood and drought events.

It is estimated that Cambodia's average temperature could increase by up to 2 degrees Celsius by 2100<sup>7</sup> (yet estimates of up to 4.3 degrees Celsius by 2090 have also been proposed<sup>8</sup>) and annual rainfall could increase by up to 35 percent from current conditions, with lowland areas more affected than highland areas. Rainfall increases are predicted predominantly in the central agricultural plains stretching from southeast to northwest, a high population area which has historically had low rainfall, yet which is known to be vulnerable to flooding and drought.

In general, wet seasons will be shorter and dry seasons will be longer and both seasons will be more intense, with the timing of onset more variable. This translates to reduced predictability in crop yields, changing irrigation demand and a growing risk of pest infestation, particularly in areas surrounding the Tonle Sap Lake and the Mekong River. With the change in seasons, ground and surface water supply will become more volatile in volume, quality and distribution. While flooding is a natural phenomenon in the region, destructive floods are becoming more frequent, not only destroying infrastructure and disrupting agriculture, but also increasing the risk of water quality degradation and water-related diseases such as malaria and dengue.

Ecosystems in Cambodia's forests are likely to be significantly altered. The forests are presently composed of dry forests (60 percent), wet forests (20 percent) and moist forests (20 percent). The effects of climate change are predicted to contribute to a decrease in the areas of some and increase in other types of forests. Given the degraded nature

of Cambodia's forests in general, increased rainfall is expected to increase soil erosion, leading to accelerated degradation and the associated loss of watershed protection, agricultural production and potential hydroelectricity output. Changes in soil water availability caused by increasing temperature and changing rainfall patterns will also affect forest composition and biomass production. Coastal areas, which traditionally are low population areas, have recently experienced substantial development of port facilities and transport infrastructure, trade, oil and gas, tourism and fisheries. All of these are vulnerable to the potential impacts of climate change.

The agricultural sector contributes around 31 percent of GDP and engages 84 percent of the population. The high dependence on agriculture with 80 percent of farmers growing rice (60 percent for subsistence), but with only 7 percent of the crop area being irrigated, makes this important sector extremely vulnerable to any change in rainfall patterns. The lack of processing capacity and dependence on a single rice cropping cycle means food security is highly dependent on climate. The combination of high poverty levels and great dependence on agriculture are the main mechanisms contributing to Cambodia's extreme vulnerability to climatic events.

Cambodia's fisheries are also highly vulnerable to climatic variations.<sup>9</sup> The Tonle Sap fishery alone accounts for a significant 7 percent of GDP. As a sector, fisheries contribute between 9 percent and 12 percent of GDP, and also contribute substantially to incomes, jobs and food security. Women's livelihoods are particularly at risk due to their significant post-harvest participation. Cambodia's fishery sector consists almost exclusively of capture fisheries, with very limited aquaculture. This makes the sector highly vulnerable to flow changes in the Mekong (notably, the flood pulse), particularly if exacerbated by hydropower development.

It is expected that climate change will increase the incidence of infectious, water-borne and vector-borne diseases, and heat stress and mortality, and will raise public health costs. Tropical diseases, a weak health care system and limited technical, financial and institutional resources further increase vulnerability. Climate-induced migration and conflict is already taking place in Cambodia as uncertainty in seasonal patterns has resulted in reduced

6 Yusuf, A.A. & Francisco, H., Climate Change Vulnerability Mapping for South East Asia, January 2009 ([www.eepsea.org](http://www.eepsea.org)).

7 Ministry of Environment of Cambodia, Initial National Communication to UNFCCC, 2002.

8 McSweeney, C., New, M., & Lizcano, G., Cambodia Climate Change Profile, Oxford University, 2008 (<http://country-profiles.geog.ox.ac.uk/>).

9 Johnston, R. et al. Scoping Study on Natural resources and Climate Change in Southeast Asia with a Focus on Agriculture, International Water Management Institute South East Asia, May 2009.

reliance on traditional cropping and fishing practices leading to changes in seasonal movements, as well as to increased urban drift.

Cambodia has recently become a net emitter of greenhouse gases (GHG).<sup>10</sup> This is primarily as a result of increasing deforestation, agriculture and energy consumption giving rise to increasing GHG emissions and decreasing GHG sinks.<sup>11</sup> Less than 20 percent of the population have access to electricity and the country is almost entirely reliant on imported fossil fuels, mainly diesel and heavy oil, for electricity generation. The main form of energy for most households is wood and wood charcoal, which account for approximately 80 percent of total national energy consumption. This dependence on wood is a major driver of deforestation and contributes to a low level of household energy security. The lack of access to modern clean energy in rural areas is a barrier to livelihood development and security. Despite substantial potential (in particular for biomass energy, small-scale afforestation and reforestation, and protection of existing forests through reduction of deforestation and degradation) Cambodia does not have the necessary technology, policy and financial support to enable access to carbon markets; for mitigation of GHG emissions using renewable energy or energy efficiency; or for reducing deforestation.

The Rectangular Strategy – II recognizes climate change as a threat to Cambodia's economy and growth prospects and commits to mobilize resources, support and financing to tackle climate change. The primary policy framework is the National Adaptation Plan of Action to Climate Change (NAPA) produced in 2007, which details the Government's priority actions. Inter-ministerial linkages need to be improved. In particular, the Ministry of Environment (MoE) and the Forestry Administration (FA) need to more effectively address areas of common interest, such as community-based natural resource management. The capacity of the National Climate Change Committee and the Climate Change Department of the Ministry of Environment to coordinate these efforts and facilitate policy development needs to be strengthened.

In the NSDP Update, the MoE envisages the following actions to respond to climate change:

- Strengthen the capacity of the Secretariat in climate change management.
- Promote and coordinate the mainstreaming of climate change in concerned sectors.
- Continue preparing a Second National Communication under the United Nations Framework Convention on Climate Change.
- Prepare a National Strategy and Action Plan for Climate Change.
- Promote the establishment of a climate change fund.
- Promote the implementation and update of the National Adaptation Programme of Action to Climate Change.
- Further identify and foster the implementation of Clean Development Mechanism and greenhouse gas reduction projects.
- Educate and inform the public on climate change.
- Mobilize resources and support to deal with climate change problems.
- Decentralize the preparation of an inventory of greenhouse gases and set up a database management system.



Photo: UNDP/ Arantxa Cedillo

10 Ministry of Environment, DRAFT Second National Communication to UNFCCC July 2009.

11 Forests are natural carbon sinks as they store carbon in the form of biomass which would otherwise be released into the atmosphere as Carbon Dioxide.

# THE WAY FORWARD



Photo: UNDP/ Arantxa Cedillo

Much of the focus over the past decade has been on laying the foundation for national development strategies.

With the formulation of the Government's Rectangular Strategy, the updating of the NSDP 2009-2013 and the updating or completion of a large number of sectoral strategies, the national strategic framework is now complete and the actions required in each sector are clear. The NSDP/CMDG monitoring and evaluation framework is being revised and will allow further clarity and will contribute to the necessary policy debate on MDG achievement.

In line with its own strategic priorities, the Government has doubled its budget allocation to priority ministries, which include Justice, Health, Education, Women, Agriculture, Forestry and Fisheries, Rural Development and Urbanization and Construction.

As described in the context of CMDG8, the aid coordination framework is in place and operating effectively. The Government has identified its development investment requirements up to 2013 and development partners have responded positively, allocating more than US\$1 billion for 2010.

While the strategic framework is clear, it is now becoming increasingly clear from accumulated worldwide experience that MDG targets can only be achieved fully if critical services and inputs are available to, and managed by, local governments and communities and if their capacities to do so are further developed.

It is also becoming clear that while the front line action is at the sub-national level, this cannot happen without coordinated policy and institutional support at the national level, in particular in the sectoral ministries that are responsible for specific MDG targets, and without some form of delegation of authority, within these sectoral agencies, to the sub-national level.

The focus must therefore be on delivery of services in critical sectoral areas, particularly in lagging MDG areas, with clear linkages between the national policy level and the local service delivery and a systematic identification and removal of bottlenecks along this MDG "supply chain".



This includes fiscal transfers; administrative reform and incentives; human resource development and deployment, especially in under-served and lagging areas; planning monitoring and evaluation capacities; and service delivery capacity.

Having established and nurtured a system of local governance at the commune level over the past decade, the Government has recently taken a second major step towards decentralization through the adoption of the Law on Administrative Management of Capital, Province, District, Municipality and Khan (the Organic Law), the election of district and commune councils, the formulation of a 10-year National Program for Sub-National Democratic Development (NP-SNDD) and the development of guidelines for sub-national planning at the district and province levels. The first three-year implementation plan (IP3) for this national programme is being finalized.

A large part of a national MDG acceleration strategy will therefore be to assist the emerging sub-national entities to develop their own MDG-based strategies, to assist sectoral line ministries to deconcentrate and give more responsibility and resources to their sub-national offices, and to integrate sectoral actions into the overall sub-national plan.

For the national level, the focus also needs to be on adopting policies and procedures that support sub-national service delivery, and on considering various regional needs and developing specific strategies for regional development. Key requirements in this area are policy coherence and coordination across sectors, a focus on implementation procedures, and monitoring and evaluation of implementation of policies.

For development partners, the challenge is to align their priorities and funding with national priorities, to harmonize their procedures and move away from project funding towards programme based approaches, and to increase direct funding for service delivery at the sub-national level. Learning about new ways to address the MDG achievement challenge will be done in action and in partnership. This requires adopting a learning posture and scaling up strategies that have worked in the past and in other contexts.

A review of some of the best practices in Cambodia that have contributed substantially to the achievement of

the CMDGs or that have the potential to do so has identified the following common characteristics.

Existing programmes and new ones to be designed could do well to assess themselves along these dimensions.

#### SOME BEST PRACTICES FOR CMDG ACHIEVEMENT

- Adoption and adaptation of a proven technical intervention / approach / model (international technical best practice).
- Pilot testing to adapt and test in Cambodian circumstances and prove the concept: involvement of NGOs in the experimentation as they can do so more flexibly and initially with greater commitment.
- Strong advocacy to elicit the support of key decision-makers.
- Focus on national leadership and ownership.
- Systematic use of existing planning processes and governance structures and institutionalization of the approach within government structures.
- Long-term commitment and support by multiple donors within the same framework.
- Clear coordination mechanisms and structures.
- Sensitive long-term empowering technical assistance and capacity building.
- Clear simple targets (six points, five elements, 12 steps, etc) that are clearly measurable and become a motivational tool allowing performance measurement and competition.
- Government financial commitment.
- National coverage: a simple set of actions on a large scale, with complexity increasing very slowly.
- Clear connection between policy level and field implementation, with implementation guiding policy-making and vice-versa. Flexible two-way communication.
- Flexibility of strategies and adaptation to circumstances.
- Simplicity of materials. Concrete ideas about what actions can be taken. Use of information to take action linking local action to the CMDGs.
- Small grant support, technical assistance, simple processes to empower local action.
- Strong partnerships between government and civil society.



## Appendix A. Summary of Progress on Selected CMDG Indicators

Indicator	Baseline Value	Baseline Year	Current Value	Current Year	2015 Target	Current Linear Target	Status
Cambodia MDG1: Eradicate extreme poverty and hunger							
1.1 Proportion of people whose income is less than the national poverty line	47	1993	30.1	2007	19.5	29.5	On-Track
1.2 Share of poorest quintile in national consumption	8.5	1993	6.6	2007	11.0	10.1	Off-Track
1.3 Proportion of working children aged between 5-17 years	16.5	1999	N/A	2010	8.0	10.7	Off-track?
1.4 Prevalence of underweight (weight for age <2 SD) children < 5 yrs of age	38.4	2000	28.8	2008	19.0	28.1	On-Track
1.5 Proportion of people below the food poverty line	24	1993	18	2007	10.0	15.1	Slow
1.6 Prevalence of stunted (height for age <2 SD) children <5 years of age	49.7	2000	39.5	2008	25.0	36.5	Slow
1.7 Prevalence of wasted (weight for height <2 SD) children <5 years of age	16.8	2000	8.9	2008	6.0	11.0	On-Track
1.8 Proportion of households using iodized salt	14	2000	71.5	2008	90.0	54.5	On-Track
Cambodia MDG2: Achieve universal primary education and if possible, extend to basic education							
2.1 Net Primary Admission Rate	81	2001	92.4	2009	100	91.9	On-track
2.2 NER in Primary Education	87	2001	94.8	2009	100	94.4	On-track
2.3 Net enrolment ratio in lower secondary education	19	2001	31.9	2009	100	65.3	Off-track
2.4 Proportion of 6-14 year olds out of school	35	1998	19.8	2008	0	14.4	Off-track
2.8 Literacy rate of 15-24 years old	82	1999	87.5	2008	100	92.1	Slow
2.11 Primary Completion rate	58.9	2001	83.2	2009	100	82.4	On-track
2.12 LS Completion rate	24.8	2001	48.7	2009	100	67.8	Off-track
2.13 Primary Gender Parity Index	0.9	2001	1	2009	1	1.0	On-track
2.14 Lower Secondary Gender Parity Index	0.8	2001	1.1	2009	1	0.9	On-track
2.15 Primary Repetition Rate	10	2000	8.9	2008	5	7.3	Slow
2.16 Primary Drop-Out Rate	11	2000	8.3	2008	5	7.8	Slow

Indicator	Baseline Value	Baseline Year	Current Value	Current Year	2015 Target	Current Linear Target	Status
Cambodia MDG3: Promote gender equality and empower women							
3.1 Ratio of girls to boys in upper secondary education	48	2001	72.9	2008	100	74.0	On-track
3.2 Ratio of females to males in tertiary education	38	2001	57.5	2008	85	61.5	Slow
3.3 Ratio of literate females to males 15-24 years old	87	1998	95.7	2008	100	94.6	On-Track
3.4 Ratio of literate females to males 25-44 years old	78	1998	85.9	2008	100	90.9	Slow
3.5 Female share in wage employment in Agriculture (primary sector)	35	1998	44	2008	50	43.8	On-Track
3.6 Female share in wage employment in Industry (secondary sector)	44	1998	56	2008	50	47.5	On-Track
3.7 Female share in wage employment in Services (tertiary sector)	21	1998	30	2008	50	38.1	Slow
3.8 Proportion of seats held by women in National Assembly	12	2003	22	2008	30	19.5	On-track
3.9 Proportion of seats held by women in Senate	13	2003	14.8	2007	30	18.7	Slow
3.10 Proportion of female Ministers	8	2003	7.7	2008	15	10.9	Off-track
3.11 Proportion of female Secretaries of State	6	2003	8	2008	18	11.0	Off-track
3.12 Proportion of female Under-Secretaries of State	5	2003	14.6	2008	20	11.3	On-track
3.13 Proportion of female Provincial Governors	0	2003	0	2008	10	4.2	Off-track
3.14 Proportion of female Deputy Provincial Governors	1	2003	16.5	2009	15	8.0	On-track
3.15 Proportion of seats held by women in Commune Councils	8	2003	14.6	2009	25	16.5	Slow
3.16 Proportion of population aware that that violence against women is wrong and criminal	41.5	2005	67	2009	100	64.9	On-track
Cambodia MDG4: Reduce child mortality							
4.1 Under-five mortality rate (per 1,000 live births)	124	1998	83	2005	65	99.7	On-track
4.2 Infant mortality rate (per 1,000 live births)	95	1998	60	2008	50	68.5	On-track
4.3 Proportion of children under 1 year immunized against measles	41.4	2000	91	2008	95	70.0	On-track
4.4 Proportion of children aged 6-59 months receiving Vitamin A capsules	28	2000	79	2008	90	61.1	On-track

4.5 Proportion of children under 1 year immunized against DPT3 – Hep B	43	2000	92	2008	95	70.7	On-track	↗
4.6 Proportion of infants exclusively breastfed up to 6 months of age	11.4	2000	65.9	2008	70	42.7	On-track	↗
Cambodia MDG5: Improve maternal health								
5.1 Maternal mortality ratio (per 100,000 live births)	437	1997	461	2008	250	322.7	Off-track	↘
5.2 Total fertility rate	4	1998	3.1	2008	3	3.4	On-track	↗
5.3 Proportion of births attended by skilled health personnel	32	2000	58	2008	87	61.3	On-track	↗
5.4 Proportion of married women using modern birth spacing methods	18.5	2000	26	2008	60	40.6	Off-track	↘
5.5 Proportion of pregnant women with 2 or more ANC with skilled health personnel	30.5	2000	81	2008	90	62.2	On-track	↗
5.9 Proportion of pregnant women delivered by Caesarean Section	0.8	2000	2	2008	4	2.5	Slow	↗
Cambodia MDG6: Combat HIV/AIDS, malaria and other diseases								
6.1 HIV prevalence rate among adults aged 15-49	1.9	1997	0.7	2008	0.6	1.1	On-track	↗
6.2 HIV prevalence rate among pregnant women, 15-24 yrs visiting ANC clinic	2.1	1998	1.1	2006	0.4	1.3	On-track	↗
6.7 Proportion of people with advanced HIV infection receiving ART	3	2002	92	2008	95	45.5	On-track	↗
6.8 Malaria case fatality rate reported by Public Health Sector (%)	0.4	2000	0.35	2008	0.4	0.4	On-track	↗
6.13 Dengue case fatality rate reported by Public Health Sector (per 1000 population)	1.5	2003	0.3	2009	0.3	0.9	On-track	↗
6.14 Prevalence of all forms of TB per 100,000 population	928	1997	664	2007	464	670.2	On-track	↗
6.15 TB death rate per 100,000 population	90	1997	75	2008	32	54.6	Off-track	↘
Cambodia MDG7: Ensure environmental sustainability								
7.1 Forest Cover (% of total area)	60	2002	57.6	2009	60	60.0	Off-track	↘
7.2 Surface of 23 protected areas (millions of hectares)	3.3	1993	2.9	2009	3.3	3.3	Off-track	↘
7.3 Surface of 6 new forest-protected areas (millions of hectares)	1.4	1996	1.5	2009	1.4	1.4	On-track	↗
7.4 Number of rangers in protected areas	600	2001	480	2010	1200	985.7	Off-track	↘
7.5 Number of rangers in forest protected areas	500	2001	315	2010	500	500.0	Off-track	↘
7.6 Proportion of fishing lots released to local communities	56.7	1998	56.7	2009	56.7	56.7	On-track	↗

7.7 Number of Registered community based fisheries	0	2000	236	2010	470	313.3	Off-track	↗
7.8 Surface of fish sanctuaries (thousand hectares)	23.5	2002	46.6	2010	60	46.0	On-track	↕
7.9 Proportion of households dependent on fuel wood	92	1993	83.6	2008	52	64.7	Off-track	↗
7.10 Proportion of rural population with access to safe water source	24	1998	41	2008	50	39.3	On-track	↕
7.11 Proportion of urban population with access to safe water source	35	2005	54.4	2009	80	53.0	On-track	↕
7.12 Proportion of rural population with access to improved sanitation	6	1998	23.2	2008	33	21.9	On-track	↕
7.13 Proportion of urban population with access to improved sanitation	56	1998	81.5	2008	74	66.6	On-track	↕
7.14 Proportion of land parcels having titles registered	0	2003	23	2009	65	32.5	Off-track	↗
Cambodia MDG8: Develop a global partnership for development								
Cambodia MDG9: De-mining, ERW and Victim Assistance								
9.1 Annual numbers of civilian casualties recorded	1691	1993	241	2009	0	461.2	On-track	↕
9.2 Percentage of severe/high/medium/low suspected contaminated areas cleared	11	2000	45	2009	100	53.2	Slow	↗
In 2019								

**NOTE:** This is NOT a complete list of CMDG indicators and it includes indicators and targets that are different from the original 2003 framework as the CMDG/NSDP M&E framework is currently being reviewed and is expected to be finalized for the NSDP Update Mid-Term Review.

In the above table, an indicator is considered:

- On-track ↕ if its deviation from current projected target is less than 5 percent or positive;
- Slow ↗ if its deviation is 5 percent to 25 percent below current target;
- Off-track ↘ if its deviation is more than 25 percent from current target or if it has fallen below a constant value that it was supposed to maintain (such as forest cover or surface of protected areas)









## Ministry of Planning

Nº. 386, Preah Monivong, Phnom Penh

Tel: 023 720 901

Fax: 023 210 944

023 210 698

Website: [www.mop.gov.kh](http://www.mop.gov.kh)

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