



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



**ROYAL GOVERNMENT OF CAMBODIA**  
**Ministry of Planning**

# **ANNUAL PROGRESS REPORT**

**ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS**

**REPORT PREPARED ON THE STATUS IN 2013**



**PHNOM PENH**  
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# FOREWORD

The Royal Government of Cambodia is deeply committed to achieving the Millennium Development Goals. For doing this, it has been pursuing inclusive economic growth through planned development in a market framework. Such an approach is also reiterated in the Rectangular Strategy Phase III, which is the government's development policy direction for the period 2014-2018. The Royal Government of Cambodia (RGC) is also striving to fully integrate the country into the ASEAN and benefit from it. Finally, graduating the country out of its Least Developed Country Status is among the high priorities that we are pursuing. The time for achieving many of these targets and goals is short: some of them must be completed by 2015 while others by 2018. Thus, we must work harder to meet the aspirations of our peoples and the nation.

During the period of the Fourth Legislature—which also corresponds with the duration of the NSDP Update 2009-2013—the Ministry of Planning, on behalf of the RGC, has reported on the progress of the CMDGs annually, beginning from 2010. This CMDG Report is the 4th Annual Report, but it is the first of its type in the sense that it delves into sub-national level analysis, it provides a special focus on inequality, and it punctuates the text with human stories from the field. Finally, it presents an Acceleration Framework, which could be useful for Cambodia in the development planning process in the future. The report is a definite improvement over the previous reports in terms of using more advanced statistical tools and methods to arrive at clearer policy recommendations. I would like to congratulate the Ministry of Planning for constantly striving to improve upon the quality of reporting on our progress.

The findings suggest that the macroeconomic fundamentals of the economy are being strengthened, and along with them there has been notable social progress. Cambodia has achieved a great deal on many aspects: agriculture has grown to the extent that the country has become a net rice exporter, land distribution and titling exercises have been proceeding to the best of our capacities, and infrastructure has advanced rapidly. Non-farm sectors, which had slowed down in 2009 due to the international economic crisis, too have smartly turned around. As a result, income (consumption) inequality has been decreasing, and people are earning more and living better compared to what they did until a few years back. Of special mention is the country's remarkable progress in reducing the poverty rates in the recent years. Also notable is the improved governance in all its dimensions, a fact earlier noted in the recent Mid-Term Review Report (MTR) of the NSDP Update 2009-2013, and is now confirmed in the report. There is a downside, though. While almost all of the children get enrolled in schools, not so many complete the 9-year basic education that we are committed to providing for all children. Next, children's health and nutrition, and women's nutrition, continue to be causes of worry. Finally, there are incomplete tasks with regard to the environment and forests. Thus, while some progress is visible, our task is certainly not complete yet. The country has to strive hard until the time when all problems of underdevelopment, poverty and human suffering, are effectively resolved.

I am glad to note the fact that the Ministry of Planning has cooperated with other ministries and agencies within the government and also with select international agencies, to draw upon their expertise and also obtain consensus on the findings. I look forward for a greater participation in all our reporting processes in the times to come.

The Royal Government deeply appreciates the contributions of the United Nations Development Programme, our partnering agency for preparing and bringing out this report. They have provided the necessary technical and financial support, which has proved to be critical at different stages in the preparation of the report.

Date:.....

**Samdach Akka Moha Sena Padei Techo HUN SEN**  
Prime Minister

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# ABBREVIATIONS

<b>AIDS</b>	Acquired Immunodeficiency Syndrome	<b>MMR</b>	Maternal Mortality Rate
<b>ANC</b>	Antenatal Care	<b>MoEYS</b>	Ministry of Education, Youth, and Sports
<b>ASEAN</b>	Association of Southeast Asian Nations	<b>MoH</b>	Ministry of Health
<b>CDB</b>	Commune Database	<b>MoP</b>	Ministry of Planning
<b>CDC</b>	Cambodia Development Corporation	<b>MoT</b>	Ministry of Tourism
<b>CDHS</b>	Cambodia Demographic and Health Survey	<b>MoWA</b>	Ministry of Women's Affairs
<b>CMDG</b>	Cambodia Millennium Development Goals	<b>MoWRM</b>	Ministry of Water Resources and Meteorology
<b>CMR</b>	Child Mortality Rate	<b>MPWT</b>	Ministry of Public Works and Transport
<b>CPA</b>	Community Protected Areas	<b>MRD</b>	Ministry of Rural Development
<b>CSES</b>	Cambodia Socioeconomic Survey	<b>MTR</b>	Mid-term Review
<b>ERW</b>	Explosive Remnants of War	<b>NBC</b>	National Bank of Cambodia
<b>FDI</b>	Foreign Direct Investment	<b>NGO</b>	Non-Governmental Organization
<b>FoB</b>	Free on Board	<b>NSDP</b>	National Strategic Development Plan
<b>FTA</b>	Free Trade Area	<b>PA</b>	Protected Area
<b>FWUC</b>	Farmer Water User Community	<b>PIP</b>	Public Investment Programme
<b>GDP</b>	Gross Domestic Product	<b>PPAP</b>	Phnom Penh Autonomous Port
<b>GMS</b>	Greater Mekong Sub-region	<b>RCG</b>	Royal Government of Cambodia
<b>IMR</b>	Infant Mortality Rate	<b>RFB</b>	Reference Food Basket
<b>KWH</b>	Kilo Watt Hour	<b>SME</b>	Small and Medium Enterprise
<b>LDC</b>	Least Developed Country	<b>TFR</b>	Total Fertility Rate
<b>M&amp;E</b>	Monitoring and Evaluation	<b>U5MR</b>	Under 5 Mortality Rate
<b>MAFF</b>	Ministry of Agriculture, Forestry, Fishery	<b>WATSAN</b>	Water and Sanitation
<b>MEF</b>	Ministry of Economy and Finance	<b>WTO</b>	World Trade Organization
<b>MIME</b>	Ministry of Industry, Mining, and Energy	<b>YoY</b>	Year on Year

# EXECUTIVE SUMMARY

The Royal Government of Cambodia has made an assessment of the progress in achieving Cambodia's Millennium Development Goals (CMDGs) on an annual basis since 2010. In addition to the central topic, CMDGs achievements, the 2013 Report being the fourth presents the country's macroeconomic situation and the MDG Acceleration Framework which puts forth recommendations to accelerate the progress of the CMDGs and other human development goals, and could provide essential inputs for the formulation of the next National Strategic Development Plan (NSDP), the NSDP 2014-2018. Moreover, the report of this type, for the first time, discusses the progress in achieving CMDGs at the sub-national level and highlights the prevailing inequality in the country and its impact on CMDG achievement.

## MACROECONOMIC PERFORMANCE

The Cambodian economy has grown at 7+ percent in the last decade accompanied by significant structural change in this economy. This has resulted in a shift of workforces from agriculture to the non-farm sectors, which, in turn, brings about a rise in labour productivity, since that in the non-farm sectors is much higher compared to that in the farm sectors. Agriculture has grown steadily at 4-5 percent annually, both on the strength of expansion in the area under crops and increase in the yield rate. In the next phase, however, the crop yield rates need to rise more rapidly, as the land frontiers are reaching limits. In the secondary sector, manufacturing and construction subsectors adversely affected by the 2009 global economic downturn registered a steady growth afterwards. Finally, the tourism subsector and allied activities in the tertiary sector, which would have been most affected by the global recession, have showed a great resilience in weathering this unfavourable global economic situation.

The country's economy remains narrow-based. Economic growth has relied mainly on four sectors: agriculture, garment manufacturing, construction, and tourism; and each is at a fairly nascent stage. Cambodia's agriculture featured by low productivity remains a predominantly subsistence-based and extensive agriculture. To move to an intensive and commercial agriculture with high productivity is, therefore, a high priority in the times to come. The diversification of Cambodia's booming garment industry with the aim to gain a larger share within the global value chains (GVCs) is a key challenge. The development of tourism seems to have resulted largely from tourist visits to the ancient temples of Angkor complex. The diversification of tourist attraction is, therefore, central to the maximisation of benefits of country's potentials. Improvements in infrastructure, human capital and good governance are crucial for the acceleration of the industrialisation process. Tremendous efforts have been made in developing physical infrastructure, but it is yet insufficient for the country to

become an attractive destination for diversified investments.

Different reform programmes have been underway to curb both fiscal and current account deficits. Inflation has been kept under control, averaging 4-5% per annum. Cambodia's economy remains highly dollarized.

## A SNAPSHOT OF THE PROGRESS ON CMDGs

### **CMDG1: Eradicating extreme poverty and hunger**

Significant progress has been made in reducing consumption poverty and food poverty. Poverty level has been reduced at a rate of more than one percentage point annually since early last decade and poverty rate stood at around 20% in 2011 compared to the target of 19.5% in 2015. Consumption inequality too has steadily fallen over the same period, indicated by the fact that in 2011 the poorest 20% population consumed around 9% of the total consumption against the target of 11% in 2015.

However, children's and women's nutrition status stands at a level that requires more efforts in improving it.

**Assessment:** *Poverty reduction targets are met but the need to further improve child and women nutrition status remains a key priority.*

### **CMDG2: Achieving universal literacy and basic education**

Primary school level enrolment rates are almost universal. But, the challenge lies beyond this level. Creating human capital for the society needs remains a challenge.

**Assessment:** *Primary school targets are likely to be met, but not beyond that.*

### **CMDG3: Promote gender equality and empower women**

There is near-full gender parity in lower education and employment, but gaps exist in higher education and women in public offices.

**Assessment:** *Many targets were met and good progress was made on others. Targets related to elected representation are unlikely to be met as the next elections are well after 2015.*

### **CMDG4: Reducing child mortality**

Infant Mortality Rate (at 45 per 1,000 live births) and Under-5 Mortality Rate (at 54 per 1,000 live births) have reduced significantly. Spatial gaps, however, remain.

**Assessment:** *Targets are met at national aggregate level.*

### **CMDG5: Improving maternal health**

Maternal Mortality Rate (at 206 per 100,000 live births) have fallen significantly. Antenatal care too has spread widely. Spatial gaps, however, remain.

**Assessment:** Target appears to have been met before 2015.

#### **CMDG6: Combating HIV/AIDS, malaria and other diseases**

Preventing the pandemic of identified communicable diseases and HIV/AIDS have achieved good success.

**Assessment:** Target could be met.

#### **CMDG7: Ensuring environmental sustainability**

Efforts have been made to strengthen the sustainable natural resource and environmental management. However, there is need to further address reforestation, preserving fresh water sources, improving livelihoods of people dependent on natural resources, and forests management. More efforts need to be made to address potable water supply and sanitation for rural people.

**Assessment:** Concerted efforts are to be made to strengthen the sustainable natural resource and environmental management.

#### **CMDG8: Forging a global partnership for development**

Partnership between the Government and development partners has been maintained within the framework of the Global Partnership for Effective Development Co-operation. Ensuring the effective use of increasingly limited development resources remains a challenge.

**Assessment:** Targets are likely to be met with more joint efforts between the Government and development partners in enhancing the aid effectiveness.

#### **CMDG9: De-mining, removing explosive remnants of war, and victim assistance**

Large areas have been cleared of mines and ERWs, but fatalities of mine explosions continue to prevail. Resource shortage is an impediment.

**Assessment:** This task will be rendered difficult by resource constraints and the scope of the problem.

## **STANDARDS OF LIVING AND DEVELOPMENT PROSPECTS**

The poverty rates have halved since the early 1990s, and hunger is reported in less than 5 percent of the poorest households. Consumption inequality too has steadily reduced since 2007.

However, many households and people are still fairly close to the poverty line, and with a small shock some of them might revert back into poverty again. The poverty line in Cambodia is defined on minimum nutritional norms and some other modest non-food requirements, and while being just above this poverty line is necessary, it might not be a sufficient condition in a high growth economy. With increasing exposure to the external world, people want higher standards of living. Many of the other attainments—especially in CMDGs 1 to 4 and 7—are also critically linked to people's standards of living. In this regard, prioritizing policies that help raise the standards of living are and will continue to be central to (or crucial for)

the development process in the years to come.

The need to further improve the standards of living is also underscored by the fact that child malnutrition is yet high. Incomes should rise significantly and continuously for people to begin attaching greater importance to aspects such as better nutrition and health.

Cambodia has reached a stage of development where further development would require a higher quality and level human capital. The problem is particularly challenging because with integration of the economy into the ASEAN, the jobs accompanying the newer opportunities might just go to more skilled people from the neighbouring countries. This is likely to set a low-income level trap: with more jobs (and value added) going to foreign workers, incomes locally will remain stagnant; accordingly the capacity of the Cambodian population to invest in human capital too will remain limited. The country requires a 'big-push' of a kind that would lift up the levels in human capital formation sufficiently to establish a 'virtuous cycle' of skills generating more incomes and higher incomes demanding more skills.

## **EDUCATION AND HUMAN CAPITAL**

The Government commits itself to providing 9 years of basic education for all. There has been an all-round success in achieving primary education (6 years): over 95 to 97 percent enrolment of children, both boys and girls, and some 87 to 88 percent completion rate. The 9 to 10 percent cases of failure or repetition, though, remain a problem. Also problematic is the quality of education, particularly in imparting knowledge on maths and analysis. The major issues emerge after the children complete the first 6 years of education: the enrolment into lower secondary level steeply falls by 25 to 30 percentage points. Those who complete lower secondary are yet fewer, by another 10 percent. Less than half of those who enrol in Grade 1 complete 9 years of education.

Children discontinue in education because of both demand and supply factors. Both, the (economic) pressures to pull out of the educational streams for joining the work force, and the perception that more years of education are of little gain, out-weigh the benefits of completing 9 years (or more) of education. A strong association between incomes and being in the educational streams further suggests that children from the lower-income households tend to withdraw from education early. Finally, equally compelling are the supply-oriented factors: there were some 6,910 primary schools in 2012/2013 while the lower secondary schools were some 1,214. The average distance of a lower secondary school from a village is about 5 km. Access, thus, has been an inhibiting factor in children educational attainments beyond the primary school level.

There is increasing need for people to possess more skills than what they currently possess. For this, concerted effort is required for raising the supply, improving quality, making education fully free and friendly, and providing liberal financial



support to the poorer students. Teaching maths, science and technology (at all levels, but especially at the tertiary level) should form an integral part of the educational and human capital strategy. The starting point is to raise the state budget allocation to education from the present <2 percent of the GDP to at least 3 percent if not more.

## HEALTH FOR ALL

CMDG targets in child and maternal health and those related to communicable and non-communicable diseases, have all been largely met. To this end there has been a great success. However, to translate these basic achievements into better quality health status on a sustained basis requires moving to the next step, that is, consolidating the gains in terms of improving the nutritional standards (of children and women), longevity, and low morbidity in the society.

Despite some impressive strides made in health reach-out to the people, over 70% of the total expenditure on availing health services comes from private pockets: everyone other than the ID-Poor card holders pays for health. The need to bring the populace more effectively under the umbrella of some form of social health insurance is underscored by the strong association between key health indicators and income/wealth. Next, the supply must increase, and not according to population parameters alone but also taking into account the population density. This is because large areas in the north and northeast parts of the country are sparsely populated. In short, there is need for a health facility in every commune.

Finally, preventive and promotive health care should assume centrality. Among the different aspects here are water and sanitation (WATSAN). While the CMDG targets might have been met on this count, these targets, particularly for rural areas are rather modest and need an upward revision.

## MANAGING THE ENVIRONMENT

Some 70 percent of Cambodia's lands were under forests in the 1970s. Now, the area is about 57 percent and a notable proportion of it is degraded. Among other aspects, this has disturbed the water channels, affecting irrigation, fishing, and agriculture. Reforestation is being attempted through designating large portions of the land as 'protected areas'. A multi-pronged effort has been adopted through bringing indifferent stakeholders for protecting the forest: the private sector, local communities, farmers, NGOs/CBOs, and development partners. The task is arduous, though; for one, forests are slow to grow and there are no private returns, and two, sustained good governance of forests requires a different level of commitment.

The fisheries sector has been opened up for people at large after the century-old concession system was finally discontinued in 2012. The poor have thus obtained access to this hitherto inaccessible resource. To this end it is a very positive development. The key challenge lies in maintaining

the ecology of the Tonle Sap (lake and river). Also, controlling illegal destructive practices in fishing need to be stopped for ensuring sustainability of the resource.

Fundamental to achieving sustained developments in forestry and natural resources is zoning and demarcation of land by different uses, and firmly defining ownership and control. The cadastral exercise began several years back but it might be another 10-15 years by when it will be finally complete. The key lies in hastening this process.

## GLOBAL PARTNERSHIP

With the country likely to graduate out of its least developed country status, aid inflows are likely to gradually taper off and increasingly, loans will replace grants. The government now requires selecting the most beneficial sources of assistance for achieving the country's development goals. Specifically important is aid-alignment with the 5-year plan goals.

**Note on spatial patterns:** *The southern and southern provinces are a relatively more advanced compared to the northern and north-eastern ones and rank higher on almost all socioeconomic parameters. Next, there are exceptions like Siem Reap and Battambang, where poverty rates are high despite them having experienced rapid growth. Associated with poverty are at least five CMDGs, 1 to 4 and 7. That the growth and the consequent distribution of gains have not been uniform across the country is a point to ponder in the next planning phase.*

## PLANNING FOR SUSTAINABLE DEVELOPMENT

Given the fact that CMDGs are highly interrelated, this report develops an Acceleration Framework to achieve the CMDGs through enmeshing elements of the CMDGs with the overall and sectoral growth strategies. There are seven broad thrust areas on which the Acceleration Framework has been developed.

1. Inclusive and sustainable growth to reduce poverty
2. Poverty-reduction policies
3. Human capital for human development
4. Conserving natural resources for sustainable development and livelihoods
5. Women's equal participation and empowerment
6. Improvement in MNCH and disease control
7. Safe water and improved sanitation, especially in rural areas

While these areas cover almost the whole economy, some key areas for targeting investments are: small-scale agriculture, irrigation, non-farm enterprises, education at all levels, quality human capital, nutrition, inexpensive health services, universal safe water and sanitation, alternative energy sources, mapping land and demarking areas by ownership, demining, and strengthening M&E. Gender and environment would cross-cut all the areas. The whole strategy requires multiple levels of partnerships between the government, private sector, civil society and the development partners.



A Cambodian farmer cleaning rice grains after the harvesting in Prey Veng province.

# INTRODUCTION

## THE DEVELOPMENT CONTEXT

Cambodia, classified as a least developed country (LDC) by the United Nations, had a per capita income of some US\$931 in 2011. It is a post-war transitional economy, and has been a constitutional monarchy since the mid-1990s.

Cambodia pursues a development strategy through planned development in a market framework. The Royal Government of Cambodia (RGC) has evolved a 'Rectangular Strategy' (RS), which has been the hallmark of development since 2004. It provides a development framework implemented through five-year plans.<sup>1</sup> The RS is a dynamic document: it has undergone three changes in the last decade to keep up with the times. In essence, it combines four key elements:

1. Ensuring an average annual economic growth of 7 percent. This growth should be sustainable, inclusive, equitable and resilient to shocks, through diversifying the economic base to achieve a more broad-based and competitive structure, with low and manageable inflation, a stable exchange rate and steady growth in international reserves.
2. Creating more jobs, especially for youth, through further improvement in Cambodia's competitiveness to attract and encourage both domestic and foreign investments.
3. Achieving > 1 percent reduction in the poverty rate annually, including realizing the Cambodia Millennium Development Goals (CMDG), while placing high priority on the development of human resources and sustainable management, and use of environmental and natural resources.
4. Improving institutional capacity and governance at both national and sub-national levels and ensuring effectiveness and efficiency of public services to better serve the people.

Most elements of the RS Phase 3 thus embed one or other complementary factors required for the Millennium Development Goals (MDG), implicitly and explicitly.

## MACROECONOMIC OUTLOOK <sup>2</sup>

Cambodia's GDP has grown at 6 to 7 percent annually since the late 1990s. The per capita GDP—estimated at \$931 in 2011—is expected to exceed \$1,000 per capita by 2013 or 2014 (current prices). Thus, Cambodia will be among the few low-income, post-war countries to graduate out of LDC status. On the flip side, though, graduating out of this category would imply a reduction in some international assistance, currently estimated at about 8 to 9 percent of GDP. There might be some respite, as there is a grace period of three to four years for the country to adjust to being without much external assistance, but grants will quickly give way to loans.

Until about 2008, both revenues and expenditures were growing at a steady pace, although expenditures were some 2 to 3 percent higher than revenues, bridged by external budgetary support. However in 2009, due to the global financial crisis, this gap widened to 8.6 percent of GDP; total public expenditure increased by 15.5 percent on average per year through 2009-2011, much higher than the revenues. The Government is now committed to bridging the revenue-



Fishermen unloading small fish caught in the Tonle Sap in Siem Rea province.

<sup>1</sup> The 5-year plans are referred to as National Strategic Development Plans (NSDP) in Cambodia. The present one is the fourth, spanning 2009-2013.

<sup>2</sup> This section has been kept short deliberately as more detailed reporting was done in the 2012 version of this APR-CMDG Report. There are no fresh data available since then.

expenditure gap through implementing Public Finance Management Reform (PFMR), although the path might not be easy. This is because Cambodia aims to fully integrate into ASEAN by 2015 and the customs tax—an important component of the revenues—would reduce to conform to the ASEAN guidelines. This would result in a reduction of overall revenues, making the task of bridging the revenue-expenditure gap more arduous.

The trend in inflation has been volatile owing to sharp changes in 2008 and 2009. Prices began to rise in 2007/2008 due to 'imported inflation': petroleum, commodities and food prices in the world markets rose owing to excess demand from China and political turmoil in the Middle East. Cambodia is a net petroleum importer and its capacity to buffer is shallow. Inflation was further fuelled by excessive state expenditure and devaluation of the dollar.<sup>3</sup> Yet, if the year 2008 is left out (when inflation >25 percent), the trend rate in inflation has been ≤6 percent, which borders acceptability.

The balance of trade and the current account balance have been negative in the range of 7 to 8 percent of GDP for a long time, and the gap has been bridged by capital inflows and concessional assistance. This is cause for concern.

## SECTORAL PERFORMANCE

### Agriculture

Cambodia's main crop continues to be paddy (constituting some 72 percent of the cropped area in 2012), although other crops are now picking up. Table 1.1 below summarizes some basic statistics relating to agriculture. The paddy yield-rate has risen appreciably, although the level is below potential: it could be in the range 4-5 tons/ha, a rate both China and Vietnam have achieved. The RGC is now promoting pump irrigation, constructing large irrigation dams (including distribution canals) and strengthening Farmer Water User Communities (FWUC) for optimal water use.

Year	2008	2009	2010	2011	2012
Paddy yield (t/ha)	2.75	2.84	2.97	3.17	3.12
Area under all crops (incl. permanent crops and plantations)	3,319,935	3,518,990	3,729,961	4,038,410	4,393,338
% agricultural area for which irrigation facility created through large embankment system	25.4	24.8	25.6	24.7	-

Source: Ministry of Agriculture, Forestry and Fisheries (MAFF) and Ministry of Water Resources and Meteorology (MOWRM)

In the recent past, the area under all crops had risen at 5+ percent annually; the real reason for an increase on agricultural production, and hence farmers' incomes. However, this trend is unlikely to be sustained as land frontiers are limited. Future growth, therefore, will have to stem mainly from the yield rates, be it in paddy or non-rice crops.

### Industry

Cambodia has a narrow industrial base limited to garment manufacture, some food processing and construction. However, each of these has shown a brisk expansion in the last decade. After the downturn in 2009, garment manufacture was quick to pick up. Construction, which slowed after a lag of one year, began to pick up in 2011. There were brisk activities reported in 2012, although hard data are yet to emerge. The industrial growth has been associated with some labour absorption in non farm sectors. Since labour productivity in non-farm sectors is higher, this is a key driver in reducing poverty. Additionally, as non-farm activities are often concentrated in a few centres, this promotes urbanization, giving people access to a range of services (education, health, others). The message is clear: there is a need to graduate out of the present stage of industrialization to one which is more diversified and adds more value.

### Infrastructure

**Roads:** At latest count, the length of national roads was 5,623 km, provincial roads 6,641 km, and rural roads 35,000 km; adding up to 47,264 km. This is small for a country of Cambodia's size, especially when railways are virtually non-existent. However, the rate of growth in the construction of roads and bridges has been brisk, at 600-700 km/year (for major roads)<sup>4</sup>.



A road newly built through a jungle in Koh Kong province.

<sup>3</sup> Cambodia is a highly dollarised economy.

<sup>4</sup> This includes both construction and rehabilitation of roads.

**Sea Ports and Inland Waterways:** The Sihanoukville Autonomous Port handles most international cargo. Cambodia also has seaports located in Koh Kong and Kampot. Cambodia's navigable inland waterway measures 1,750 km. The country has now established a Special Economic Zone and a multi-purpose terminal area.

**Railways:** In the last five years, the government initiated work on a 265 km track (Samrong to Batdeoung) in the southern region and a 71 km track (Sisophon to Poipet) in the northern region. Feasibility studies are being conducted for connecting Battambang with Trapaing Sre and Poipet with Siem Reap. Once these routes become functional, Cambodia will find it easier to connect with ASEAN, and different parts of the country.

**Energy:** Electricity consumption was 184 KW/person in 2012, growing at 7 to 8 percent per year between 2008 and 2012. The target however, is much higher, at 328 KWH consumption per capita by 2013. Many geographic regions are yet to be connected to grid power. The challenge is to expand production at a faster rate, get commitments for power-import from neighbouring countries and put in place efficient transmission and distribution lines, transformers and tariff systems.

### Tertiary Sector

**Tourism:** The year 2009 saw a lull in tourist arrivals, but in 2010, there were some 2.51 million tourists, an increase of about 16 percent over 2009. In 2011, some 2.88 million tourists arrived and in 2012, 3.58 million tourists arrived. Tourists from Asia now dominate: of the 3.58 million arrivals in 2012, 2.71 million were from Asia. Vietnam ranked first in the rate of increase in tourists, followed by Korea, China, Japan and Lao PDR. Tourists from both Europe and America showed an increase of about 12 to 13 percent in 2012 over 2011, despite western economies remaining troubled.

### Labour

The growth process, especially in labour-intensive sectors, has resulted in a notable transfer of workers from farm to non-farm activities: in 2009, 66 percent of the labour-force worked in the farm sector, which reduced to 62 percent in 2011<sup>5</sup>.

### Governance

The investment rate in recent years has been 24 to 25 percent of GDP. Foreign Direct Investment (FDI) peaked in 2007, ebbed in 2008, and picked up after 2009. This suggests no deterioration in investor confidence, a reflection of good economic governance.

Data from large annual surveys suggest a falling trend in the crime rate over time and people feeling safer over time (2004-2011). However, the numbers of those feeling safe are still short of 100 percent, implying that more effort is required to instil greater confidence among the populace.

## CAMBODIA'S MILLENNIUM DEVELOPMENT GOALS – A BRIEF

In 2003, the RGC officially embraced the eight universally agreed-upon MDGs, with some modifications and localization to better suit local realities. These are known as the Cambodia Millennium Development Goals (CMDG). The RGC added de-mining, explosive remnants of war (ERW) and victim assistance as Cambodia's ninth MDG, as more than two decades of devastating war has left large areas of the country contaminated by mines and ERW.

The nine CMDGs are listed in Table 1.2 below. A more detailed list of targets and indicators is discussed in Chapter 2.



Farmers harvesting organic rice paddy in Prey Veng province.

<sup>5</sup> These numbers are obtained from the annual Cambodia Socioeconomic Surveys and pertain to the 'usual status' criterion of enumerating work.

**Table 1.2: Cambodia Millennium Development Goals**

-  Goal 1: Eradicating extreme poverty and hunger
-  Goal 2: Achieving universal literacy and basic education
-  Goal 3: Promote gender equality and empower women
-  Goal 4: Reducing child mortality
-  Goal 5: Improving maternal health
-  Goal 6: Combating HIV/AIDS, malaria and other diseases
-  Goal 7: Ensuring environmental sustainability
-  Goal 8: Forging a global partnership for development
-  Goal 9: De-mining, removing explosive remnants of war, and victim assistance

As stated earlier, the RGC has indigenized the CMDG targets and indicators to match local realities. CMDG targets do not necessarily entail achieving the same goals as in the generic MDGs, for example, halving or reducing by one-third poverty, mortality rates, etc. Instead, the Government has fixed quantitative targets for almost all indicators, which closely match with the country's five-year plan targets based on an earlier benchmark. In fact, the sectoral targets in the plans are fixed to match with the CMDGs (fixed earlier, in 2002/2003). Components of the CMDGs find a place in the entire group of social and economic ministries; they are, thus, an integral part of the national planning process in the five-year plans.

### THIS REPORT

Cambodia has been bringing out annual updates on progress made on its five-year plans with special focus on CMDGs. This report is the fourth in the sequence. It presents and discusses spatial issues, which are more disaggregated compared to what was done earlier. It also places special emphasis on inequity. Additionally, it presents a brief CMDG Acceleration Framework based on the performance so far and detailed discussions with senior government officials and development partner agencies. This is the first time that a MDG Acceleration Framework has been developed for all CMDGs in Cambodia.



A farmer fishing in a rice field outskirts of Phnom Penh.

# PERFORMANCE ON CMDGS

## INTRODUCTION

This chapter presents an account of the progress made on the nine CMDGs, stated in Chapter 1, at national and sub-national levels.<sup>6</sup> The unit of disaggregation is the province. While some departmental reports present further disaggregated profiles, they are exclusively hinged on project databases and are written with a view to present a limited, though important, purpose; they do not report on CMDGs per se in their generic sense. In contrast, this report is closer to being an MDG report.

Limitations: Not all data are available on an annual basis; nevertheless, effort has been made to patch together a cogent profile of the performance to date. As far as possible, the presentation has been restricted to graphics created in Excel and statistical estimations made in STATA. More complicated illustrations like 3-D maps or graphic designs are avoided, keeping in view the national requirements and sensibilities.



### GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER

The different broad targets identified under this goal are:

1. Reduce by 2015, the proportion of people living in poverty to  $\leq 19.5$  percent, and hunger to  $\leq 10$  percent;
2. Raise the share in consumption of the poorest 20 percent of the population to  $\geq 11$  percent;
3. Reduce prevalence of underweight children (<5 years) to  $\leq 19$  percent, stunted children to  $\leq 25$  percent and wasted children  $\leq 6$  percent;
4. Reduce prevalence of anaemia among children aged 6-59 months to 42 percent and among women aged 15-49 to 42 percent;
5. Increase the proportion of households using iodized salt to 90 percent;
6. Reduce prevalence of working children ( $\leq 17$  years) to  $\leq 8$  percent of the total children in this age-group.

## ON POVERTY AND INEQUALITY

### AGGREGATE TRENDS IN POVERTY

Between the 1990s and 2010, the RGC measured poverty using a poverty line that the World Bank developed in 1997, based on data pertaining to 1993-1994 [from the first Cambodia Socio-Economic Survey (CSES)]. In 1993-1994, the poverty rate was estimated at about 39 percent of the population, implying that the CMDG goal would require reducing the poverty rate to 19.5 percent. According to this (old) poverty line, the poverty rate was 14.6 percent in 2009: the CMDG target was achieved. However, the government redefined the poverty line in 2011, raising the bar. It also decided that the target for reduction in the poverty rate will continue to be 19.5 percent by 2015, despite an (upward) revision in the poverty line.

#### BOX 2.1: A BRIEF ON THE NEW POVERTY LINE

1. The food poverty line is defined as the cost of purchasing food equivalent to 2,200 Kilocalories in a Reference Food Basket (RFB) designed to reflect food consumption patterns in the lowest 5th - 30th quintiles, by consumption distribution from the bottom. There is one single nutritional norm for the whole country.
2. The allowance for non-food items is the average value of non-food items consumed in the 20-30 percent (per capita) consumption brackets, separately calculated for rural areas, other urban areas and Phnom Penh.
3. A small token allowance for clean water has been made, for the first time anywhere in developing countries.

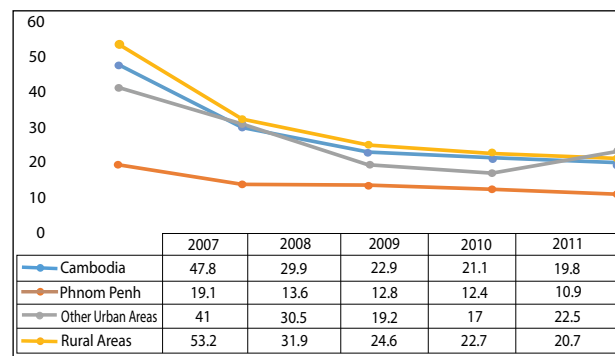
**Note:** All calculations are based on the CSES database, which has been conducted annually since 2007.

<sup>6</sup> Official government reports have so far have presented the national picture only. The sub-national profile is prepared using the Commune Database by the Ministry of Planning under a project. It does not yet have a national consensus.

Recent trends in the poverty rate, based on the new poverty line, can be seen in Figure 2.1. The target of halving the proportion of people below the national poverty line between the early 1990s and 2015 (i.e. reducing the poverty rate to about 19.5 percent) has almost been met, despite a stiffer poverty line and an unchanged goalpost. This is a definite achievement. The reasons: double-digit growth in GDP for three to four years, urbanization, labour-absorption in non-farm sectors, and reduction in inequality.

The CSES database permits disaggregation by three broad strata: the Municipality of Phnom Penh, Other Urban Areas and Rural Areas. Calculations based on the new poverty line suggest that there was a steady reduction in the rural poverty rates from about 53 percent in 2007 to about 21 percent in 2011: steep in 2008 and 2009, and gradual thereafter. This is similar to the aggregate trend, and expectedly so, as close to 80 percent of the population resided in rural areas in these years. The reduction in poverty rates in Other Urban Areas is similar. Phnom Penh, however, shows only a gradual fall in poverty rates. What this suggests is that trends in poverty reduction are led by significant changes having happened in rural areas.

Figure 2.1: Trends in Poverty Rates in Cambodia by Broad Strata, 2007-2011

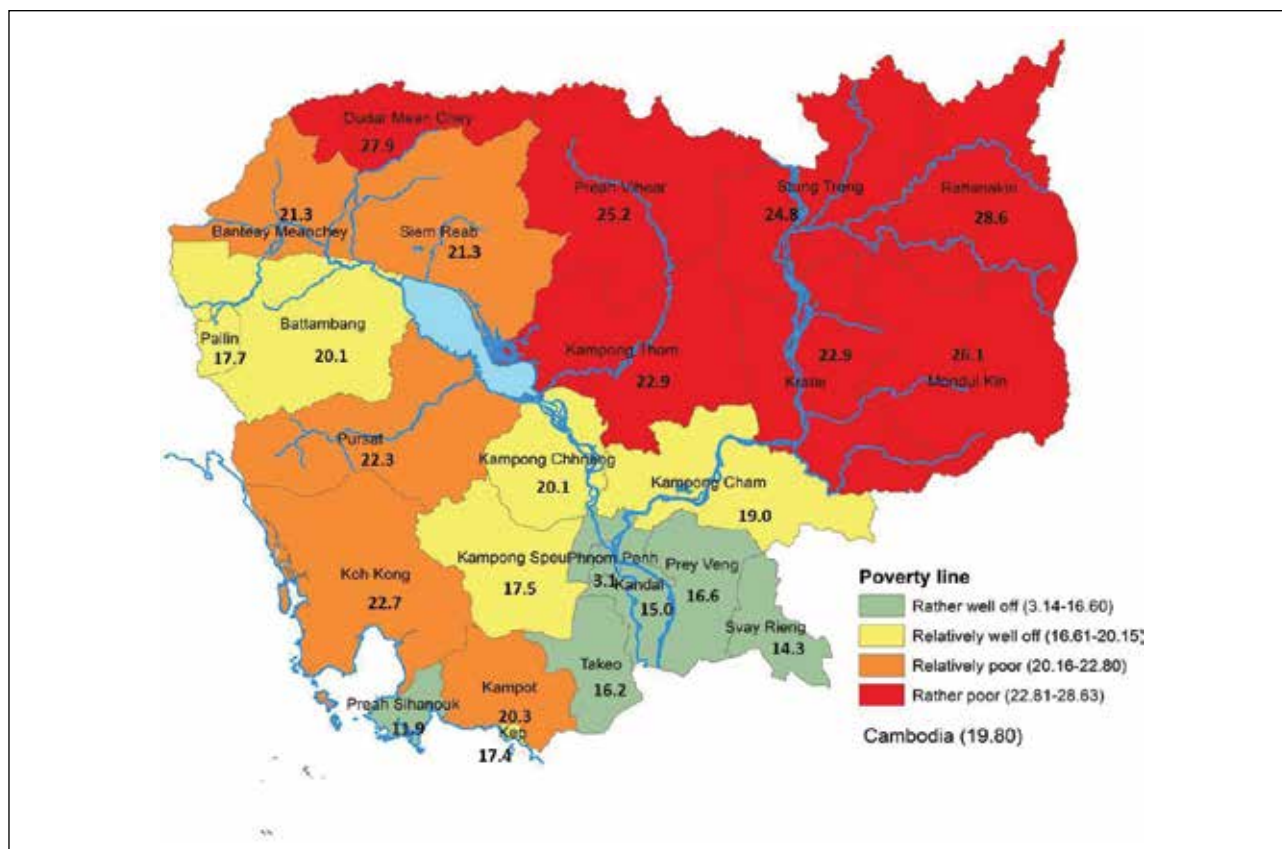


Source: Calculated from CSES

## POVERTY RATES AT SUB-NATIONAL LEVELS

The CSES is the only source that collects data on consumption and standards of living in Cambodia, but its sample size and design do not permit disaggregations at province level. However, using the Commune Database (CDB)<sup>7</sup> it is possible to group together proxy (stock) indicators of poverty to arrive at a composite Poverty Index, and hence poverty rate (see Box 2.2 for the method).

Figure 2.2: Poverty Rates in Provinces, 2011



Source: Calculated, based on CDB and benchmarked with CSES

<sup>7</sup> CDB is an administrative database. It collects data from villages and communes from records maintained at that level. These data are a 'project database', not an official source, and their authenticity is yet to be verified. However, this is the only source that provides broad-based data at sub-national levels.



## BOX 2.2: CALCULATING PROXY POVERTY RATES AT THE PROVINCE LEVEL

A Poverty Index is first calculated using five groups of variables:

1. Assets (motorcycles, bicycles, house-types in villages);
2. Facilities (electricity, clean water, sanitation in villages);
3. Human endowments (literacy, school attendance in villages);
4. Work/productivity (non-farm employment, paddy productivity, <1 ha farmers, dependency ratio in villages); and
5. Isolation (distance of villages from urban centres).

The province-specific poverty rates are calculated using a three-step process. It deploys the method used for constructing the Human Development Index.

Step 1: Calculate Individual Variable Index (EVI) (for  $X_i$ ) =  $[(\text{Actual } (X_i) - \text{Min } (X_i)) / ((\text{Max } (X_i) - \text{Min } (X_i)))]$

Step 2: Calculate Composite Poverty Index =  $\text{SUM } (EVI) / k$  (where  $k$  is the number of variables – there are 13 here)

Step 3: Re-index the Composite Poverty Index with National Poverty Rate and obtain province-specific poverty rates according to variations in the Composite Poverty Indices across provinces

All variables are measured as ratios to the population to circumvent the problem of comparing provinces when there are unequal populations and population densities across provinces.

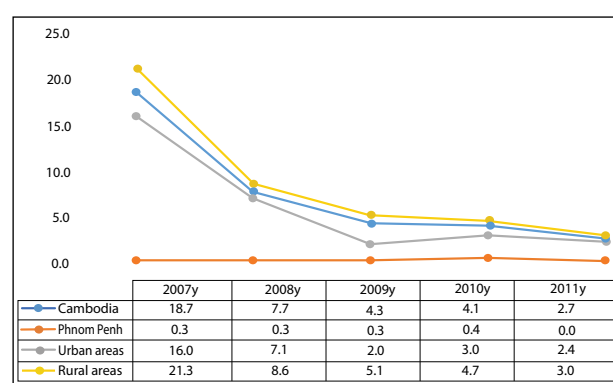
A profile of (proxy) poverty rates constructed at the province level is given in Figure 2.2, above.<sup>8</sup> Provinces in the south and south-east of Cambodia, which are more densely populated and have had a long tradition of practicing sedentary farming, have a lower poverty rate compared to those in the north, north-east and north-west. Of particular concern are the north-eastern provinces, where indigenous communities mainly dwell. These provinces are predominantly rural and to an extent 'unintegrated' in the national mainstream. People there survive by subsistence agriculture, hunting and gathering. Relatively high poverty rates are seen in Siem Reap and Battambang, despite them having a long tradition of

farming. Siem Reap is the most important tourist attraction of Cambodia and Battambang is an important paddy-growing province. However, a large number of people in these two provinces are engaged in fishing on the Tonle Sap, an activity which at best provides a meagre living. The question is: why is it that Siem Reap does not employ larger numbers in tourism? Alternatively: why is it that there is no spill-over of the distribution of gains from paddy cultivation in Battambang? These are issues requiring more detailed analysis and field research and should form a part of the future development research agenda.

## TRENDS IN FOOD POVERTY

Trends in Food Poverty (also referred to as hunger) are seen in Figure 2.3.<sup>9</sup>

Figure 2.3: Trends in Food Poverty Rates, 2007-2011



Source: Calculated from CSES



Socheat, 29, casting fishing net in Balang Commune in Siem Reap province.

8 Note: The 'derived' poverty rate for Phnom Penh (Figure 2.2) is quite different from that obtained through direct measurement (Figure 2.1). It appears as if the derived rates could be effectively used for ranking provinces, but not necessarily for obtaining absolute numbers. To the extent that the ranking is fairly accurately obtained, the (limited) purpose is served.

9 The 'food poor' are those whose total consumption is  $\leq$  the just the nutritional norm in the poverty line. This is usually referred to as a 'state of hunger'.

These data suggest that in 2007 (or earlier, for which data are not presented here) there was hunger in the country, both in Rural Areas and Other Urban Areas (i.e. urban centres outside the Municipality of Phnom Penh). Thereafter, there was a rapid fall; in 2011, it was less than 4 percent everywhere.<sup>10</sup> In terms of MDGs, this target was met as early as 2008, and the situation has improved since then.

Food poverty is not such a crisis anymore in Cambodia. Among the reasons is the expansion in land area under cultivation, permitting the agricultural land-to-labour ratio to stay invariant, or even to improve. The accompanying increased food production has ensured better food availability and therefore, a reduction in food poverty. Currently, agricultural landlessness might not be such a critical parameter to watch, although it should not be completely off the radar.<sup>11</sup>

However, one cannot be complacent about hunger, as it could strike in specific locales in the face of natural disasters. As the country does not maintain a buffer food stock and does not have sufficient foreign reserves, there could be problems in getting food to affected areas in the event of a disaster.

### BOX 2.3: OCCUPATIONAL DIVERSIFICATION AND MULTIPLE INCOME SOURCES HELP, BUT...

Young women out-migrate from rural areas to work in the garment industry, earning a gross income in the vicinity of \$80-\$120 per month. They are able to repatriate ~ USD 30 per month. With these repatriated moneys, the economic status of families back in the villages has stabilized, to the extent that they no longer face uncertainties regarding the failure of the rice crop or a crash in the price of farm produce. Additionally, the recipient families are able to retire outstanding loans, if any. Many households have been able to generate other sources of income, and paddy farming is no more their most important source of livelihood.

Similarly, people whose lands have been demined (these plots are generally large in this region) have experienced higher incomes. This is despite some of these lands not being fertile, or being located in relatively remote locations where there are few, if any, agricultural extension services. Many farmers who have benefitted from mine clearance do not know much about modern farming methods. Being isolated does not help matters. They are happy that some extra income is flowing in: it is better than no income. There is a lesson here: farmers in mine-cleared areas should receive benefits of modern technology and other inputs, for which extra effort is needed.

Cross-border migration to Thailand from the border areas is quite common, despite it being hazardous. Anxiety is high, the work is difficult and chances of getting caught are real. Most migrants are wary of leaving their families and surroundings and going to an unknown future, but lack of livelihood options forces many to out-migrate. The remuneration across the border is high, at US\$300-400 a month even for illegal migrants, which is a big incentive.

People face highest anxiety when they fall ill. Illness not only requires them to withdraw from work, treatment is expensive.

*Source: Field interviews in Battambang, Prey Veng and Siem Reap*

## POVERTY GAP AND VULNERABILITY

Finally, the Foster-Greer-Thorbecke (FGT) Index, which measures the poverty gap, has been computed to assess the poverty gap, that is, to assess how poor the poor are.<sup>12</sup> Numbers seen in Figure 2.4 suggest that the poverty gap has been small (<5 percent) and has been falling over time (except in Other Urban Areas where there was a small, 1 percent, rise in 2011). Thus, those below the poverty line are huddled close to it: abject poverty is no longer such a great problem in Cambodia.

Figure 2.5—which plots the distribution of total expenditure—suggests that the modal frequency is at a fairly modest level (of expenditure) and after the mode, the curve falls steeply. This is particularly so in the rural sample (although not shown here), but in others as well. The figure suggests that there are large numbers of households huddled above but very close to the poverty line. The inference is clear: while abject poverty is not such a concern, vulnerability is. Thus, with a small (downward) swing in income, a large number of people who are currently above the poverty line could be pushed below it. Actually, shocks are not uncommon; they could emerge from both natural (floods, droughts) and human-made phenomena (international economic downturns, fallouts of international integration, etc.).

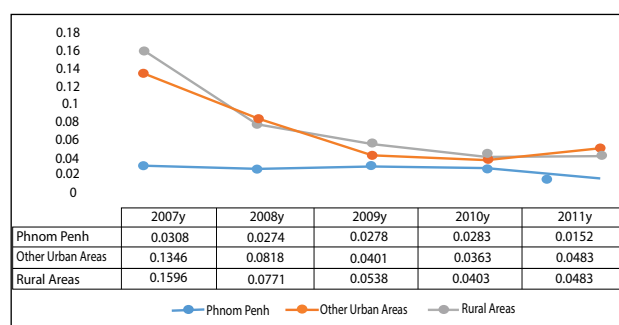
Poverty in the broader sense is still a concern, despite the recent gains. Any anti-poverty programme should aim to target not just the 19-20 percent poor, but a band above that as well – say, those in the lowest three deciles.

<sup>10</sup> CSES also asks a direct question, 'have you experienced hunger any time?' The answers match with the findings seen in Figure 2.3.

<sup>11</sup> The situation now is unlike that in the late 1990s when rural landlessness was rapidly rising.

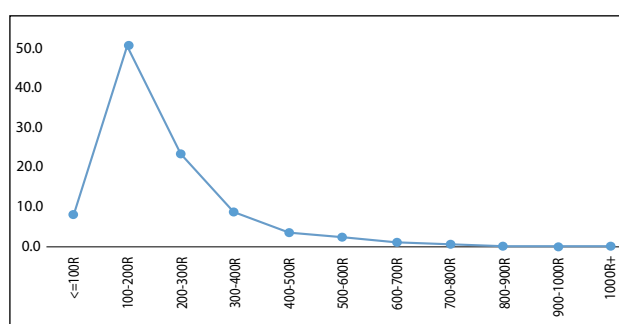
<sup>12</sup> The FGT Index measures the depth of poverty. In its simplest form, it measures the poverty gap, i.e. the distance between actual consumption and the poverty line. This is what is computed here.

Figure 2.4: Trends in Foster-Greer-Thorbecke Index, 2007-2011



Source: Calculated from CSES

Figure 2.5: Distribution of Persons by (Equal) Expenditure Groups (in Riels '000)



Source: Calculated from CSES

## INEQUALITY

Two measures of inequality are presented here: the share of poorest 20 percent in the total consumption, and the Gini Coefficient of inequality. While for the first, the target is to reach 11 percent, for the latter there is no target. Consumption of the poorest is rising, albeit slowly, but a linear forecast suggests that this target should be met by 2015 (Table 2.1).

The value of the Gini Coefficient of consumption inequality also shows a secular fall. At 0.31, the Gini Coefficient is better than in most countries of the Southeast Asia region or for that matter, all of Asia.

Year	2007	2008	2009	2010	2011
Gini coefficient	0.411	0.381	0.343	0.341	0.313
Consumption of 20% poorest	6.85	7.46	8.00	8.34	8.98

Source: CSES

The sharp fall in poverty rates since 2007, seen earlier, could in part be explained by reduced inequality.<sup>13</sup>



Planting rice seedlings in her rice field, where landmines and UXOs had been cleared in Samlot district, Battambang province.

## NUTRITION

### NUTRITIONAL STATUS – CHILDREN AND WOMEN

Data from Table 2.2 indicate that the nutritional deficiency among children is still high. Stunting reduced by 3 percentage points, from 43 percent to 40 percent, between 2005 and 2010, a small decrease for a five-year period. If the same trend continues, it is highly unlikely that the target of 25 percent will be met by 2015. Underweight children did not show any improvement and wasted children actually increased between 2005 and 2010. The percentage of children and women suffering anaemia hardly improved between 2005 and 2010. None of these five indicators is yet on track. The only on-track indicator is consumption of iodized salt. Additionally, these statistics do not correlate with the data on poverty rates; that is, reduced poverty is not resulting in improved nutritional status of children. These are not encouraging results.

	2005	2010	2015 (target)
Children 0-59 months moderately/severely stunted	43%	40%	25%
Children 0-59 months moderately/severely wasted	8%	11%	6%
Children 0-59 months moderately/severely underweight	28%	28%	19%
Children 6-59 months suffering from anaemia	62%	55%	42%
Women 15-49 years suffering from anaemia	47%	44%	-
Proportion of households using iodized salt	73%	83%	90%

Source: Cambodia Demographic and Health Survey (CDHS) 2010

13 A study on poverty in Cambodia by the World Bank Country Mission (prepared by James Knowles) suggests that reduction in inequality between 2007 and 2009 has been a major driver for poverty reduction in Cambodia.

14 Definitions: Stunted is deficient on height to age; Wasted is deficient on height to weight; severe is more than two standard deviations from normal; moderate is more than one standard deviation from normal.

It would be hasty to draw conclusions based on these numbers alone as the situation is more complex than it appears. Some observations:

1. Poverty rates fell rapidly during 2007-2009, but unlike incomes, which can change rapidly, the health status of people does not change rapidly. In fact, a few of the health attributes are even irreversible. Only in future (another 3-5 years), could one expect to see visible changes.<sup>15</sup>
2. The rise in incomes has been modest (Figure 2.5) and it is not clear whether the extra earning would be spent on child nutrition. A great deal also depends on people's knowledge, attitudes and practices, which do not necessarily change in the short-term, particularly when increases in income are modest.
3. Nutrition is a cross-cutting issue. For example, people (children) might get food but not safe/potable water, sanitation and hygiene (WASH in general). As a result, they could suffer from worms, ailments like diarrhoea, and parasites in the digestive system, retarding the absorption of nutrients in the body. Thus, only with expansion of the water and sanitation (WATSAN) programme, could effects be seen in future.

Cambodia is not the only country in Asia exhibiting such a deviation between rapidly reducing poverty and not so rapid reductions in malnutrition. Little can be said on meeting the CMDG target for the next two to three years.

### NUTRITIONAL STATUS BY PROVINCES

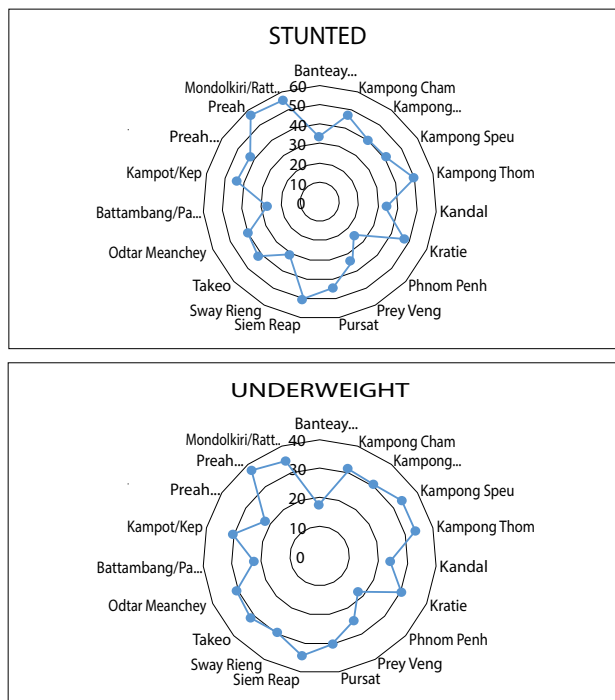
The provincial picture of the nutritional status of children is contrasting (Figure 2.6 a&b)). There is a strong association between the prevalence of stunting and being underweight across provinces: the correlation coefficient is 0.80. It implies that those who are stunted are also underweight. Malnutrition thus affects more than one area of a person's life. A simple correlation across provinces between poverty rates and the prevalence of stunting (among children) is 0.56, and between poverty rates and underweight (children) is 0.50. Poorer provinces have larger proportions of under-nourished children.

The typology of the southern, central and south-eastern provinces (e.g. Phnom Penh, Kandal, Preah Sihanouk, Kep/Kampot, Svay Reing) out-performing those in the north and northeast (e.g. Rattanakiri, Mondolkiri, Stung Treng, Siem Reap) in the nutrition status of children is similar to the spatial pattern of poverty seen earlier (Figure 2.7). This only reiterates the relationship between poverty and the nutritional status.

Finally, in Mondolkiri, Rattanakiri, Stung Treng, Preah Vihear

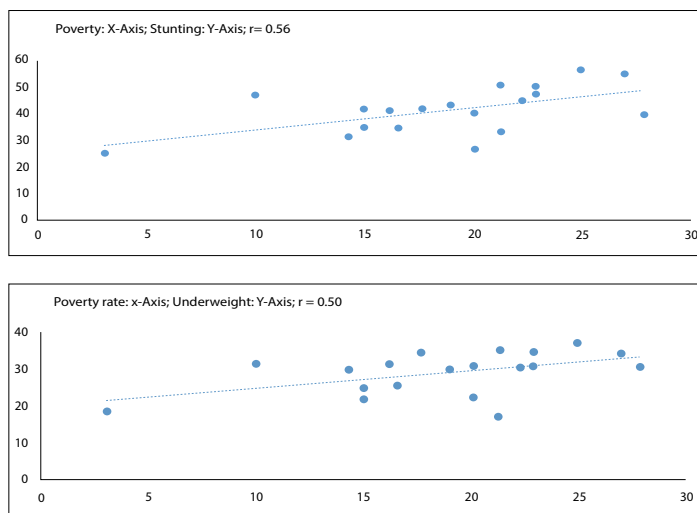
and Siem Reap, the proportion of stunted children exceeds 50 percent, and underweight about 35-40 percent.<sup>16</sup> Urgent action needs to be taken to see that associated factors like water and sanitation are addressed in the lagging provinces, in addition to undertaking direct action, such as promoting income generation activities.

Figure 2.6 (a&b): Children Stunted and Underweight by Province, 2010



Source: Calculated from CDHS 2010

Figure 2.7 (a&b): Scatter of Provinces by Stunted and Underweight Children,



Source: Calculated from CDHS and Figure 2.2 above

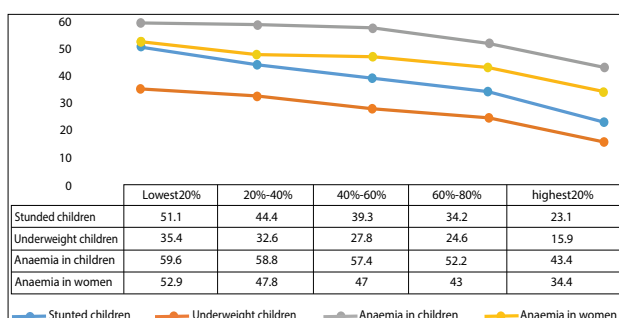
15 For record, it needs stating that the Ministry of Health provides micronutrients such as vitamin A supplements (99% coverage in 2012), deworming supplements (95% coverage in 2012), and management of severe malnutrition. For pregnant women and post-partum women of reproductive age likely to be suffering from anaemia, it routinely provides iron foliate supplements (88% coverage in 2012).

16 Siem Reap is the odd entry. It should not be a backward region, given that it is the biggest tourism attraction in Cambodia. It appears as if the distribution of gains in Siem Reap town is not spilling over to the hinterland.

## NUTRITIONAL STATUS BY ECONOMIC GROUPING

Does the economic status of a household (or entity) matter in perpetuating any of these problems? Figure 2.8, which plots select data from Table 2.2 by the wealth status of households, suggests that it does. However, Figure 2.8 also suggests that there is substantial malnutrition even in the wealthiest group. This is particularly for anaemia – both children and women.

**Figure 2.8: Patterns in Key Nutrition Indicators by Wealth Status of Households, 2010**



Source: CDHS 2010

These patterns are clear indicators that wealth matters (i.e. higher equity); however, other aspects like food habits and WATSAN matter equally. Anti-poverty policies, inclusive growth and other such efforts need to be accompanied by other inputs like WATSAN and changes in knowledge, attitudes and practices.

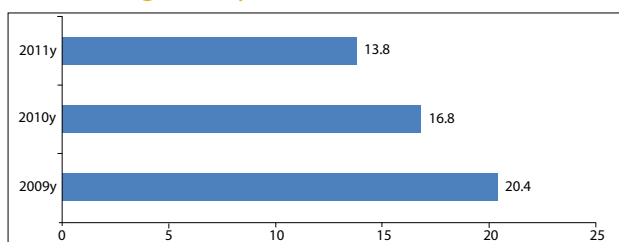
## CHILD LABOUR

Cambodian Law requires that no person aged < 18 years should engage in labour for a major part of his/her time, lest s/he is deemed to be a child worker. In 2009, CSES began collecting data on the Usual Status Engagement, i.e. long-term status (six months plus) of persons aged ≥ 5 years. These have been re-tabulated to obtain the labour participation for those aged < 18 years (Figure 2.9).

## CHILD LABOUR – PROPORTIONS

The proportion of child workers to total children fell rapidly over 2009-2011, and was about 14 percent in 2011. A combination of falling poverty proportions and increased effort to retain children in schools in grades higher than the primary level appears to have contributed to achieving this. However, the numbers are still much larger than the set target of 8 percent for 2015.

**Figure 2.9: Child Labour as a Proportion of Total Children (age 6-17 years) (%)**



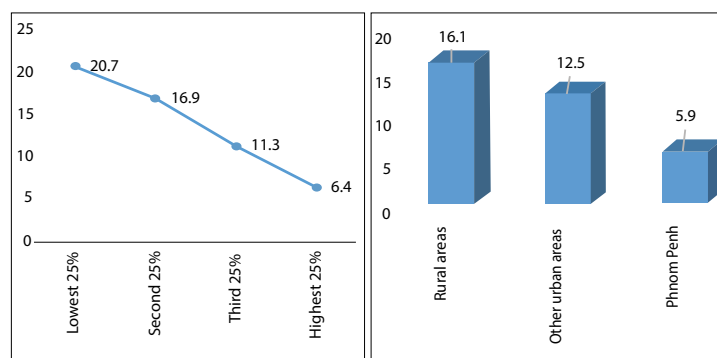
Source: CSES

## CHILD LABOUR BY ECONOMIC STATUS AND LOCATION

Figure 2.10a suggests that economic status influences the extent of child labour. Living standards and location of the household also matter. The higher prevalence of child labour in rural areas is partly due to less poverty and more schools in urban areas (Figure 2.10b). Multivariate analysis in Box 2.3 statistically validates these patterns.

A peculiar feature is that while there is a sharp fall in the prevalence of child labour as the standards of living increase, it persists even in the highest expenditure bracket (Figure 2.10a). Part of the reason for this could be the non-availability of schools in many locales (especially lower-secondary schools), but the matter requires greater exploration for more effective action.

**Figure 2.10 (a&b): Child Labour prevalence by Monthly Per Capita Expenditure (MPCE) Groups and Location, respectively, 2011**



Source: Calculated from CSES

### BOX 2.4: EXPLAINING THE PREVALENCE OF CHILD LABOUR

Subsistence of the family is one of the main reasons children work (often on family farms). Households with enough money send their children to school rather than have them work. Two aspects are important: affordability and cost of education. This logic might be partial only, as the supply-side aspects are not adequately captured, and vice versa. Thus, a dummy variable (Rural=0 and Urban=1) is added, following the observation that urban areas have more schools. However, CSES does not provide supply-side data, it being a household survey.

The equation, estimated from the 2011 CSES Database using the logistic regression method, suggests that high costs of education and non-availability of schools deter children from attending school, and open the door for them to become child workers.

$$CL = 5.91 - 0.56\ln MPCE - 0.030ACE + 0.20RU$$

(0.11)    (0.001)    (0.005)

Nagelkerke R2 = 0.40; predicted correct = 85.2%; n = 3,986

Here, CL = child labour; MPCE = monthly per capita expenditure (natural logarithm); ACE = private cost of education as a proportion of MPCE; and RU = location dummy. Numbers in the brackets are standard errors. The equation is a good fit for a logistic regression and the coefficients are statistically highly significant.

### BOX 2.5: CHILD POVERTY AND CHILD WORKERS

Children disproportionately bear the burden of poverty. Calculations by the Ministry of Planning (MoP) and UNICEF independently suggest that the child poverty rate is 7-8 percentage points higher than the aggregate poverty rate. Figure 2.10 shows that poorer households have a higher prevalence of child workers. These children are sent out to augment household incomes but in the process they miss out on development opportunities like education. When these (illiterate or semi-literate) children grow up, they do not constitute the 'human capital' pool recognized in a modern, knowledge economy and hence continue to be poor. This is the cycle of inter-generational transmission of poverty. The burden of child care needs to be ameliorated through child-sensitive social protection schemes to ensure that these children are not left behind.

## TASKS COMPLETED AND TASKS AHEAD

- ❖ The targets of reduction in the poverty rate are highly achievable if not already achieved.
- ❖ With a large number of households huddled near the poverty line, however, the problem of vulnerability remains.
- ❖ The country has done well to reduce inequality in consumption expenditure. Increasing occupational diversification and expansion in non-farm employment appear to be important drivers in reducing inequality and raising people's incomes. This trend will need to be maintained with increased opportunities and investments in human capital.
- ❖ There appears to be serious challenge in regard to malnutrition among children (and women). However, improvements in incomes do not immediately translate into health outcomes, health being a slow organic process. While targets on this count are unlikely to be met, efforts to improve child nutrition must continue.

- ❖ The target of reducing child labour might be difficult to predict at this stage, as much also depends upon how rapid the gains on reducing poverty and vulnerability are. At this stage, the target appears illusive.
- ❖ Inequality (both inter-provincial and MPCE-specific) is reflected in all the indicators. This is a serious concern.
- ❖ People increasingly out-migrate; some from difficult environments and others to supplement their existing incomes. Some face great uncertainty. In either case, efforts should be made to monitor human migration and provide support to mitigate difficulties for migrant workers to whatever extent possible.



## GOAL 2: ACHIEVE UNIVERSAL LITERACY AND BASIC EDUCATION

The different broad targets identified under this goal are:

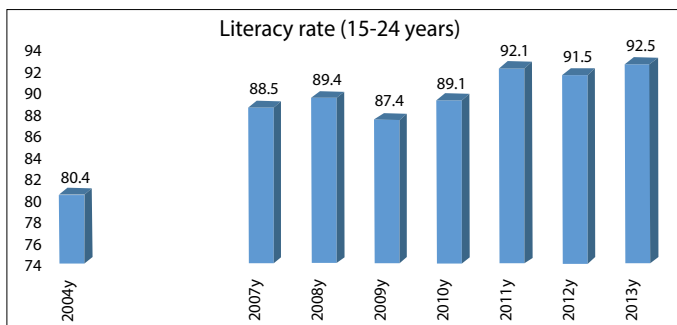
1. Achieve universal literacy to 100 percent in the population aged 15-25 years by 2015;
2. Achieve a net enrolment rate at primary school level of 100 percent; gross enrolment rate at lower-secondary school level at 100 percent;
3. Achieve primary completion rate: 100 percent by 2015; lower-secondary school completion rate: 100 percent;
4. Achieve gender parity in education at the primary and lower secondary levels.

## ON LITERACY RATES

Literacy rates among populations in the age-group 15-24 years, given in Figure 2.11, suggest there has been substantial improvement since 2004. However, in the later years (2007 to 2011), progress appears irregular.<sup>17</sup> Following the logic stated in Footnote 17, a point-to-point comparison between 2004, 2007 and 2008, and a comparison between 2009, 2010 and 2011, should yield the best results. Also, data for 2012 and 2013, being obtained from yet another source, might not be fully comparable with CSES data. Nevertheless, the rate of increase in literacy is about 1.6-1.8 percent. This should yield a figure of about 98 percent by 2015, which in any society is considered full literacy.

<sup>17</sup> Siem Reap is the odd entry. It should not be a backward region, given that it is the biggest tourism attraction in Cambodia. It appears as if the distribution of gains in Siem Reap town is not spilling over to the hinterland.

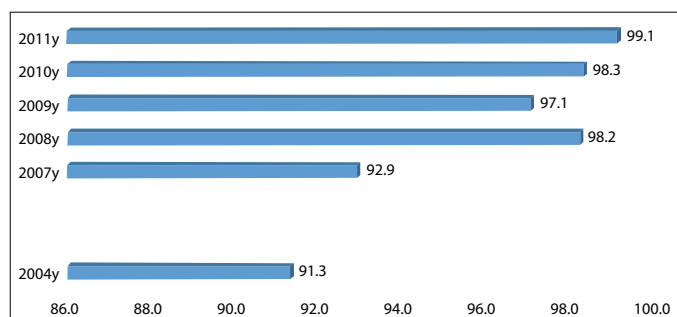
Figure 2.11: Literacy Rates among Population, Age 15-24 Years



Source: CSES (2004-2011) and MoEYS (2012-2013)

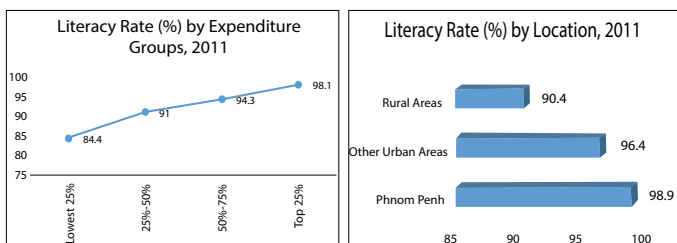
The gender gap is narrowing quickly: the proportion of female to male literacy was >99 percent in 2011 compared to 91.3 percent in 2004, and this target is on track (Figure 2.12).

Figure 2.12: Ratio of Female Literacy Rates to Male Literacy Rates (age 15-24 years)



Source: CSES

Figure 2.13 (a&b): Literacy Rates Age (15-24 years) by Different Classifications



Source: CSES

While among the richest 25 percent of the population the target seems to have been achieved, in the poorest there is a serious lag (Figure 2.13a). Seen by location, in Phnom Penh the target for literacy rates appears to have been achieved, but in rural areas the goalpost is still distant (Figure 2.13b). These two figures are essentially saying the same thing: that poor people, who largely live in rural areas, are also less literate.

There is a need to strengthen literacy/education in rural and remote areas and it should be expense-free in the initial grades.

## ON ENROLMENT, COMPLETION AND DROP-OUT RATES

### ENROLMENT RATES

The net enrolment rate at the primary level is impressive at over 90 percent, having progressively improved over the last five years (Table 2.3).<sup>18</sup> Gender balance is also maintained: this difference being <1 percent in 2010 and fully bridged thereafter. All the provinces show similar numbers: the Coefficient of Variation (CoV) in enrolment rates across provinces is only 1.7 percent.<sup>19</sup> Thus, there appears to be no issue regarding achieving this CMDG target, nationally or at the province level.

The primary school completion rate in 2012-2013 was lower, in the range 87-88 percent for both boys and girls, implying that 9.6 percent of children either dropped out or repeated in that year.<sup>20,21</sup> The drop-out rate was recorded at 5.3 percent, while the repetition rate was 3.7 percent, adding up to 9 percent.<sup>22</sup> The gap stayed invariant in all the five years for which data are presented. The problem is most acute at Grade 1 level, where the drop-out is about 9 percent; maximum repetition also happens there. Field observations suggest that these children enrol but never go to school. In all probability, they are the poorest and/or most remotely located. Seen in terms of CMDG targets, a reduction in drop-out rates to 0 percent is still some distance away.

There are major problems at lower-secondary and higher education levels. There was a huge drop in enrolment at the lower secondary school level: in 2012-2013, 87.4 percent children passed out from primary level but only 53.6 percent joined the lower-secondary school stream; thus, almost 34 percent of children discontinued education. Equally disturbing is that a smaller proportion of children have been joining the lower-secondary education stream in successive years, in this five-year time-series. There is a relatively large variation across provinces in secondary school enrolment rates: the CoV is 20.6 percent. Provinces which show relatively poorer performance are: Stung Treng, Rattanakiri, Mondolkiri, Kratie, Odtar Meanchey and Pailin. Four of these provinces are in the north/northeast, while two are in the northwest. Seen in the context of the earlier arguments, poverty and low supply of education are the likely underlying factors.

Table 2.3 further shows that completion rates at the lower-secondary (Grade 9) level have been less than enrolment by 10-14 percentage points in different years, more in rural areas than in urban. Seen in terms of CMDG targets, the drop-out rates are some distance from the defined target. This CMDG indicator too is lagging behind.

18 Net enrolment rate refers to the ratio of enrolled children in a specific age group to total children in that age group. In gross enrolment rate, the numerator contains all children enrolled irrespective of their age, while the denominator is the same.

19 The Coefficient of Variation is the ratio of the standard deviation of a variable to its mean. The smaller the value of CoV, lesser is the variation across the units of observation.

20 The non-completion rate in rural areas is twice that in urban.

21 Completion rate is defined as the ratio of persons who have completed a certain grade to total number of persons who fall in a defined age group. The ratio will be 1 if all those in that age group actually succeed in completing that grade.

22 Rounding off errors has not permitted these percentages to tally with the total.

Table 2.3: School Enrolment and Completion Rates						
		2008/09	2009/10	2010/11	2011/12	2012/13
<b>Net Enrolment Rate in Primary Education</b>						
Total	%	94.4	94.8	95.2	96.4	97
Boys	%	94.8	95	95.8	96.7	97
Girls	%	94	94.6	94.6	96.1	97
<b>Gross Enrolment rate in Lower Secondary Education (Grade 9)</b>						
Total	%	61.6	58.1	58.5	55	53.6
Boys	%	64	59	59	55	53.9
Girls	%	59.2	57.1	57.8	55	54.2
<b>Completion Rate Grade 6</b>						
Total	%	85.6	83.2	85.3	89.7	87.4
Boys	%	85.4	82.8	85.6	89.6	86.9
Girls	%	85.7	83.6	85	89.9	87.8
<b>Completion Rate Grade 9</b>						
Total	%	49.1	48.7	44.4	42.1	40.6
Boys	%	52.1	50	44.6	42.6	42.2
Girls	%	45.9	47.3	44.3	41.6	40.4

Note: MoEYS prefers to use gross enrolment at lower secondary level rather than net, as children's ages especially in rural areas are highly inaccurately reported. Source: Ministry of Education, Youth and Sport (MoEYS)

## CHILDREN IN EDUCATIONAL STREAMS

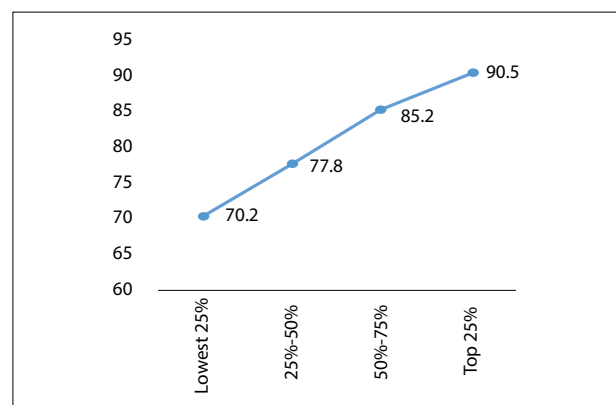
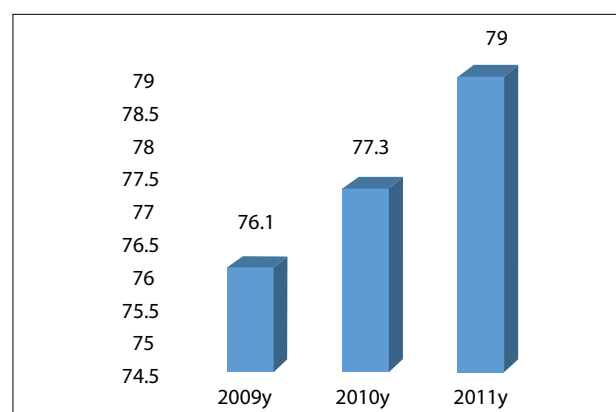
Figure 2.14a suggests that the proportion of children out of school has been reducing rapidly in successive years. However, about one-fifth of children are not in school. It could be that supply-side factors inhibit children from attending schools in progressive grades, given that there are 6,910 primary schools in the country (in the year 2012-2013) and only 1,214 secondary schools. Moreover, while the average distance to a primary school from a village is 1.2 km, a lower secondary school is located on average 4.2 km away, making it difficult for children to travel.<sup>23</sup>

As seen from Figure 2.14b, there is a strong association between MPCE (proxy for income) groups and children (age 6-17 years) being in school: the rich are able to afford school much more than the poor. On the positive side, over time, there has been an improvement in the proportion of children in schools, which should be due to the reduction in aggregate poverty rates.



School children playing during study break in Kampong Thom province.

Figure 2.14 (a & b): Percentage of Children in Schools, Ages 6-17 Years for 2009-2011, and by MPCE Groups (2011)



<sup>23</sup> Data on the number of schools are obtained from the MoEYS while on distance of villages from schools from CDB.



The demand-side factor in schooling is also strong.

### BOX 2.6: EDUCATION – OUTLOOK AND PROBLEMS

Both parents and children in the villages visited have begun to recognize that education is an important exit from poverty. Parents, mainly mothers, said that they are happy to see their children able to read and write. Parents are attaching equal importance to the education of children of either sex: preference for boys is an obsolete thought. People are happier and feel more secure if their daughters study more because the parents eventually live with daughters, not sons.

Over the last few years, children aged 6-7 years routinely register at primary school. Better affordability and access to schools (distances, roads) have made this possible. However, some children who began education at ages 8-10 now face problems. They are currently in grade 5 or 6 (i.e. aged 13-16 years old), and feel odd sitting with the other, much younger students in class. A large proportion drops out to join the labour force. It was felt that only relatively young children would complete basic education of nine years. Affordability (of secondary level education) is an issue, as is the distance of (secondary) schools from villages. Some parents maintain that poor out-migrating families often take children of age 10+ years with them, in effect withdrawing them from school.

One main concern expressed is the quality of education. Other than the usual problems stated in the literature, parents reported that teaching methods have recently changed. Children do poorly in Khmer language because language teaching is now done through 'rote' – word by word, resulting in the students not having any idea how to combine consonants and vowels. Parents feel that the government should revisit this approach to make it more meaningful. Many parents also complained about teacher absenteeism—particularly of male teachers—at the primary school level. They come just two days in a week and in one case a teacher was found drunk in class. Parents asked the principal to intervene, but there has been no success so far.

The Chief of the Office of Education confirms the three reasons for school dropout (particularly at the lower secondary level): distances to lower secondary schools in some areas; inhibition of over-age students to sit with the younger ones; and poor parents out-migrating with the whole family. On teacher behaviour, the authorities maintain that there is a general shortage of teachers and disciplining some will reduce the numbers further.

*Source: Field interviews in Kratie and Kampong Thom*

## CHILDREN IN EDUCATIONAL STREAMS – AN EXPLANATION

This section presents a multivariate framework for explaining children's enrolment in schools, drawing upon the human capital theory. Put simply: children are sent to school when households see definite tangible benefits from schooling. Parents weigh up the expected (lifetime/future) benefits of education with the current (direct and indirect) costs of maintaining children in school, and decide whether children should be sent to school, and for how long.

Two regression equations have been estimated: the first equation explores the reasons for participation (or lack of it) and the second, the spatial variations in participation. The technical details of the regression equations are provided in Box 2.7 and the estimates in Box 2.8.

The estimates obtained from the logistic regression (Equation 1 – Box 2.8), suggest that the quasi elasticity-values of 'age', and MPCE (which substitutes for income), are the two most important influencing factors on child education. The (negative) elasticity value of school enrolment with age is >100 percent; however, it reflects (lack of) demand as well as (constricted) supply of education as a child grows older. As this reflects both supply and demand, the magnitude of the elasticity is difficult to interpret. On the elasticity value with MPCE, a doubling of MPCE could raise enrolment by 89 percent. Overall, the equation suggests that both demand and supply-side factors influence participation in schooling. Estimates of Equation 2 in Box 2.8 suggest that the 'income-oriented' factors are far more influential compared to any other, implying that people educate their off-spring as they climb up the ladder towards greater affluence. The findings of the two equations are similar, although they emerge from two entirely different data sets and are specified differently.

First, the equations suggest that people must have a minimum standard of living—whichever way it is measured—to ensure entry of their offspring in an educational stream. Poverty thus affects education, compelling the next generation too to be socio-economically weak – perpetuating poverty. While this is a well-known finding, and has been seen the world over in the recent times, the fact remains that it must be effectively acted upon.

Second, remote areas poorly integrated with the mainstream will tend to remain on the periphery. In the Cambodian case, with 14 million people spread across some 14,000 villages, there is a serious challenge in reaching out and spreading the distribution of gains in remote areas. This aspect requires urgent attention.

Finally, the Government can make education truly free by 'adequately completing' schools, effective vigilance, and providing liberal support to needy students. Strengthening the supply side matters, as it strengthens the demand side as well.

### BOX 2.7: TECHNICAL DETAILS OF THE REGRESSION EQUATIONS

**Equation 1:** Logistic Regression explaining attending/not attending school

The explained variable is a binary: whether a child in the age group (6-17) is in school (value=1) or out of it (value=0).

#### Explanatory Variables

1. Household expenditure (proxy for income): it enables/deprives people to/from major entitlements. Measure: monthly per capita expenditure (MPCE).
2. Industry of the household head: higher diversification in occupations away from farm sectors creates more demand for education as non-farm sectors have higher productivity, greater demand for skills and no engagement of children in farms. Measure: binary (agriculture=0, else=1).
3. Whether household head is educated – literate/educated head would ensure one's offspring goes to school. Measure: binary (illiterate head=0, else=1).
4. Age: demand for education tapers off with age, both due to non-availability of educational facilities in localized environments and increasing costs. Measure: actual age.

Data: Unit record data from CSES 2011

CSES does not provide data on supply-side variables.

However, at least two of the five explanatory variables stated above implicitly embed supply-side effects: e.g. industry where the head of household works (through location, which also reflects supply – non-farm jobs are usually in urban/densely populated areas, where facilities are more), and age (higher age-group children are candidates for the fewer secondary schools).

**Equation 2:** OLS Regression explaining percent of children in schools at village level

The explained variable is the percentage of children in school to total children in age group 12-17 years, grouped at the village level. Data on age 6-11 years are not of good quality.

#### Explanatory Variables

**Demand:** There are no data available on village incomes per se, thus, proxy indicators are used; the number of motorcycles in the village as a proportion to all families, number of cycles in the village as a proportion to all families, families living in thatched huts as a proportion to all families (inverse of affluence), number of private water connections as a proportion to all families, number of hygienic latrines as a proportion to all families (inverse of affluence), number of farmers cultivators plowing less than one hectare of land as a proportion to all families (inverse of affluence), wet-season paddy yield, and dry season paddy yield.

**The supply side:** This is measured by distance of junior-secondary school from village, distance of senior-secondary school from village, and distance of village from the provincial capital.

Data: Village level data from CDB 2011



Students listening to their teacher in Anou Wat primary school in Kratie province.

## BOX 2.8: ESTIMATES OF THE TWO EQUATIONS DISCUSSED IN BOX 2.7

### Equation 1: Logistic Regression – Determinants of Child Currently in School

	Coefficient	Standard Error	Quasi Elasticity at mean
MPCE (Riels)	0.00005	.000002	0.892
Industry of head of household (binary)	.1595	.003	0.164
Age (years)	-.1693	.0004	-1.606
Whether household head schooled (binary)	.2983	.003	0.192
Constant	2.0182	0.006	

Dependent variable: Whether a child (age 6-17 years) is in school

Nagelkerke R<sup>2</sup> = 0.162; Predicted correct = 81.3%; n = 3,986

Note: Sociological variables like sex of child, sex of the head of the household, and ethnicity of the respondent were all found statistically not significant.

### Equation 2: OLS Regression – Determinants of % Children in School (as seen from CDB Village-level Data)

	Coefficient value	Standard	Elasticity at mean
(Constant)	63.8943	68.7636	
Distance Lower-Sec school km	-0.0028	-1.2274	-0.0002
Distance Senior-Sec school km	-0.0034	-1.6081	-0.0005
Wet season paddy yield	1.4567	5.0639	0.0391
Distance of village to province town	-0.0489	-7.1378	-0.0272
# Motos to families (%)	0.0159	1.9869	0.0106
# Cycles to families (%)	0.0723	16.2546	0.0630
# Families living in thatched huts to total families (%)	-0.1806	-16.2717	-0.0422
# Families cultivating land < 1ha to total (%)	-0.0043	-2.6795	-0.0008
# Toilets to families (%)	0.1168	16.1083	0.0551
# Families with water connection to total (%)	0.0540	11.9045	0.0331
Dry season paddy yield	0.3676	2.5133	0.0047

R<sup>2</sup> = 0.150; F = 192.063; n = 11,882

Source: Computed from CSES and CDB

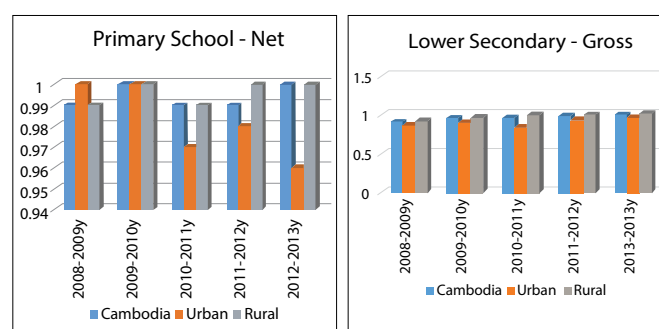
## GENDER PARITY

There is a near-parity between boys and girls in enrolment rates in both primary and secondary school (Figure 2.15). Seen temporally as well, there appears to be no discernable trend. The fact that each of these values is fairly close to unity is a matter of satisfaction.

A province-specific disaggregation of data suggests no discernable pattern either; the CoV is no more than 3 percent. This issue is therefore not pursued further.

The CMDG target related to gender parity in education at these levels has been met for some time and maintained at this level. The challenge lies in sustaining it in future.

Figure 2.15: Gender Parity Index in School Enrolment



Source: MoEYS

## TASKS COMPLETED AND TASKS AHEAD

In all probability, the CMDG targets on primary enrolment will be met. The same cannot be said about (lower) secondary education: there is a huge gap to bridge before any semblance of meeting the target is seen. There are large challenges relating to children not completing schools: the drop-out and repetition rates are high. Finally, while gender parity has been attained, it needs to be maintained.

Despite some progress on the CMDGs, the educational status in the country needs a major overhaul. Reasons and tasks ahead:

- ❖ Numbers of primary schools (and classes) have about doubled from the early 1980s to 2010/2011, with numbers of children in the school age group slightly more than double now, compared to then. However, Cambodia of the early 1980s is not a standard by which to be judged, as the country was at its lowest point in modern history at that time. The number/adequacy of schools is less than required, in general at all levels, but more specifically at the lower secondary level.
- ❖ Schools need to be better equipped and staffed.
- ❖ Child labour and non-affordability of schools are real issues. Despite impressive reductions in poverty, the standard of living is yet to rise to levels where households can effectively afford to send their children to school.
- ❖ Out-of-pocket expenses for schooling, including all informal payments, must become minimal.
- ❖ A serious problem is over-age students not willing or unable to complete education. Perhaps a bridging programme or vocational training can be explored for these children.
- ❖ The quality of education must improve for people to realize returns and the economy should create demand (and/or have options) for workers having different levels of education.
- ❖ CMDGs cannot be ends in themselves. Education is central to a 'knowledge economy' and completion of primary school is just the first step towards becoming a part of the knowledge economy. The average schooling is only some four years for males and females, which must be raised. Additionally, science must become far more central in education than it is now.



Students at Tuol Pongro primary school playing during their break from class.



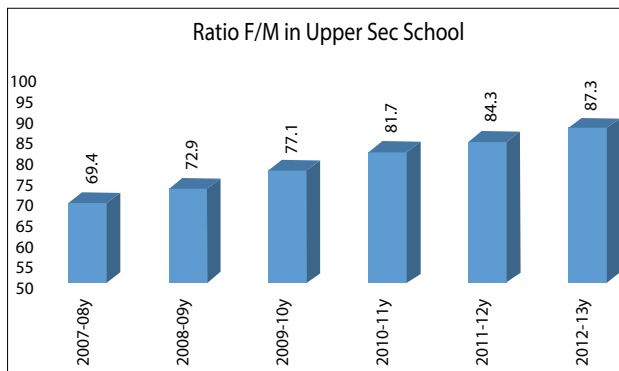
Gender appears in many goals, for example, in education, health and employment. Here, four national targets are put forth:

1. Reduce significantly, gender disparities in upper secondary and tertiary education;
2. Eliminate gender disparities in wage employment in all sectors;
3. Eliminate gender disparities in public institutions; and
4. Reduce significantly, all forms of violence against women and children.

### GENDER PARITY IN EDUCATION

The government is committed to achieving parity in education at higher levels as well maintaining achievements at the primary level, as seen earlier. A gap does exist at this level; the key question is, whether the gap is narrowing, and if yes, at what rate?

**Figure 2.16: Ratio of Number of Females to Males at the Upper-Secondary School Level Education, 2007-2013**



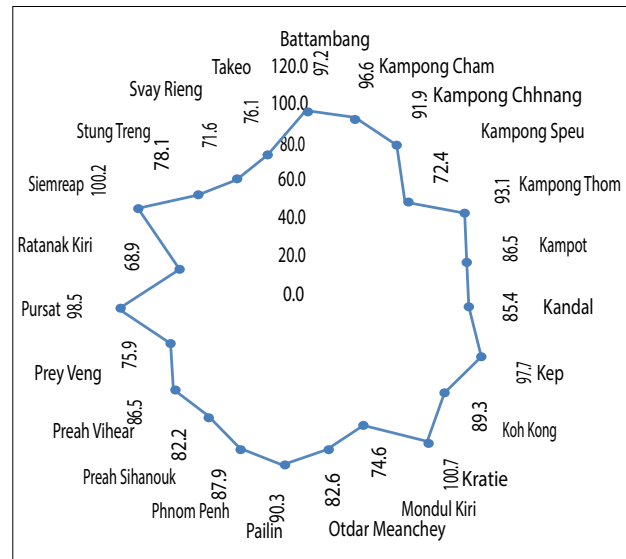
Source: Calculated from MoEYS data

Figure 2.16 shows the ratio of females to males enrolled at the upper-secondary level during 2007-2008 to 2012-2013. In 2007-2008 this ratio was 69.4 percent, which rose to 87.3 percent in 2012-2013. At this rate, the target of 100 percent might not be reached by 2015. This shortfall requires attention.

Provincial-level patterns (Figure 2.17) present a contrasting picture: Siem Reap, Battambang, Kampong Cham, Kampong Thom, Kep, Kratie and Pursat seem to have achieved or are very near to achieving gender parity in upper-secondary level enrolment, while Rattanakiri, Stung Treng, Kampong Speu and Mondulkiri lag behind significantly. It is not that the most developed provinces have a better gender balance, but that the least-developed ones have the worst. Under-development

manifests in many dimensions and if standards of living rise it does not follow that all other development parameters will also improve. Extra effort needs to be made if gender equity is to be achieved on this aspect.<sup>24</sup>

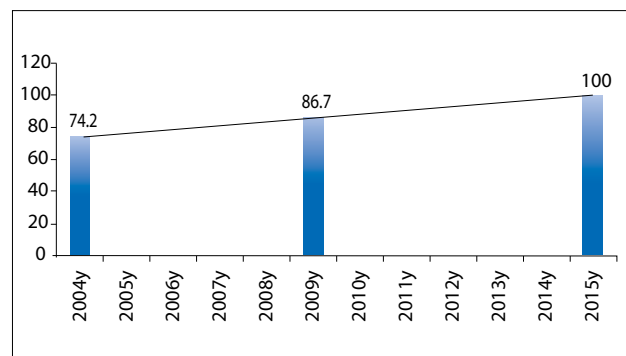
**Figure 2.17: Ratio of Number of Females to Males at the Upper Secondary School Level Education, Provincial Profile, 2012-2013**



Source: MOEYS data

Gender parity in tertiary education (the ratio of females to males attending tertiary education) for the years 2004 and 2009 (Figure 2.18) has shown an improvement between the two years under consideration. The progress is on track and with some effort, the target could be reached.<sup>25</sup>

**Figure 2.18: Ratio of Females to Males Attending School at Tertiary Level, 2004 and 2009, and the 2015 Target**

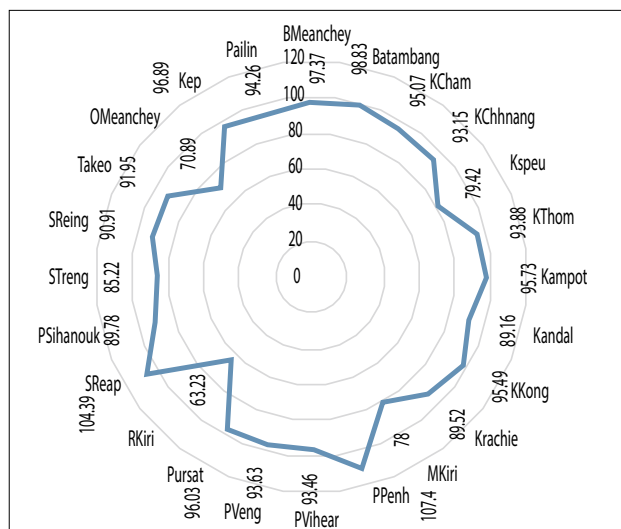


Source: CSES 2004 and 2009

24 These ratios have to be interpreted with caution; the absolute numbers are very small, and in some cases adding or subtracting 50-100 students could change the ratios significantly.

25 These are based on CSES data, as MoEYS does not collect information of this type on tertiary education. CSES conducts large sample surveys every 5 years (2004 and 2009). Annual surveys are based on smaller samples, which do not permit high levels of disaggregation. Hence, grade-specific disaggregation of data is not presented yearly.

Figure 2.19: Ratio of Females to Males Attending School at Tertiary Level, Provincial Profile 2011



Source: CDB

A provincial profile on tertiary education enrolments obtained from CDB for 2011 suggests that there is no discernable relationship between gender parity in tertiary education and the level of development/poverty (Figure 2.19). For example, provinces like Odtar Meanchey Kampong Speu and Rattanakiri and Mondulkiri show a low ratio, while others like Phnom Penh, Preah Vihear and Siem Reap show almost 100 percent parity or exceed it. Gender issues on this count require separate attention.<sup>26</sup>

Although unrelated to the CMDGs, a key challenge is that only about 3-4 percent of people in the age-group 15-24 years participate in tertiary education. Additionally, most students enrol in disciplines other than science and engineering. Both absolute numbers need to increase, and more students need to opt for science-oriented disciplines if tertiary education is to translate to a better human capital stock, a pre-requisite for industrialization.



Chor Vichara weaving Krama, Cambodian traditional scarf at Women Development Centre in Kampong Speu province.

## WOMEN AND ECONOMIC EMPOWERMENT

RGC recognizes the importance and necessity of women's participation in the economy. In this regard, increased participation of women workers in the workforce in the capacity of wage/salary workers is encouraged, as this type of employment is deemed superior to other traditional engagements like 'unpaid family workers'. The CMDG target is to have parity between male and female wage/salary workers by 2015.

Data obtained from CSES 2009, 2010 and 2011 suggest that on aggregate this ratio stood between 42-45 percent, lower than the target of 50 percent. The target has been achieved in the agricultural and industrial sectors although the proportion remains lower in the service sector. However, labour discrimination is not an issue in the labour market; instead, it is the structure of the service sector – most enterprises are small/tiny, and managed by self-employed operators, mainly women. Hence, these ratios need to be interpreted with care.



Ms. Chhel Sovann making artificial flowers at Khmer Women Handicraft Association (KWA) in Takeo province.

<sup>26</sup> Again caution needs to be exercised since the numbers at this grade of education at a province-level disaggregation are small.

	2009	2010	2011
Proportion of women in wage/salary employment in agricultural sector	51.8	53.1	53.8
Proportion of women in wage/salary employment in industrial sector	71.2	73.7	70.8
Proportion of women in wage/salary employment in service sector	29.9	27.4	28.8
Total percentage of women in wage employment	45	42.2	45.8

Source: CSES

### BOX 2.9: WOMEN'S WORK IN GARMENT FACTORIES – SOME ADVANCEMENT BUT GAPS REMAIN

Women working in garment factories have gained self-confidence. They command greater respect now at least in the villages they come from, owing to their participation in cash-earning activities. Interestingly, jobs in garment factories are looked upon as a more prestigious engagement compared to those in massage parlours or beer bars, despite the remuneration in the latter being higher. The increased prestige has also resulted in reduced domestic violence. In the villages this respect has helped improve these women's status, which in turn is a positive step towards improving the gender status in society in general.

Women garment workers usually live in rented compounds built specifically for them. They are located at a walking distance from the factories, so there is no transport cost and no time spent on travel. About three to four women workers share a room and the toilet facilities are common. The rooms have access to water and electricity. During the rainy season, however, the environment becomes unhygienic, the sewage system is blocked and the bathrooms and toilets become dysfunctional.

Most women find the work environment adequate and congenial: factories comply with labour laws and workers are members of labour unions. In the event of unfair treatment by managers, they can complain through the unions. On health, however, there are complaints: in some cases there is not enough fresh air in the factories resulting in the workers experiencing dizziness (some even faint); standing for long hours, facing the heat of

ironing machines results in swelling in legs and difficulty in breathing; and some workers also suffer from noxious smells emitted from chemicals (in dyes). Although the workers are covered by health insurance, there are long-term health impacts of exposure to unhealthy environments.

Source: Field interviews in Prey Veng of workers engaged in factories in Phnom Penh

Women's roles in economic sectors are being promoted through providing economic opportunities for women. These include establishing 'Women Development Centers (WDC)', which have so far been set up in 13 provinces. They play important roles in delivering business development services to women. Some 13,102 women have received vocational skills at WDCs. The Cambodia Women Entrepreneurs Association (CWEA) was established in 2012, and has 150 members. It promotes women in business and strengthens their voices in the private sector.

The Ministry of Women's Affairs (MoWA) has developed an Acceleration Framework for speeding up achieving targets in CMDG 3; women's economic empowerment. It aims to mobilize both public institutions and the private sector as development partners for:

- 1) Strengthening vocational skills for women, based on market demands;
- 2) Developing micro, small and medium enterprises; and
- 3) Improving livelihoods in rural areas.

Despite many efforts, however, there are challenges:

- a) There is limited cooperation between different line institutions in imparting technical and vocational training and interventions for enabling women to get job opportunities or for promoting entrepreneurship.
- b) There are limited cooperation and links between the public and private sectors for increasing services at the Women Development Centres (WDC).

## WOMEN IN DECISION MAKING IN PUBLIC SECTOR AND POLITICS

### LEGISLATIVE FORUMS

The number of women in the National Assembly has continuously increased over the past four legislatures. In 1993, female lawmakers constituted only 5 percent of the total. This rose to 19 percent in 2003 and 21 percent in 2008. The proportion of female members in the Senate remained stable at 14.75 percent between 1999 and 2012. The target of 30 percent in each case is yet to be achieved.

RGC is advocating with political parties to increase female representation in the parliament in the next elections. The difficulty is that there is no quota for women; all efforts, therefore, must be through advocacy alone.

### WOMEN MEMBERS OF THE ROYAL GOVERNMENT

As of 2013, there is one female deputy prime minister, two female ministers, 16 female secretaries of state and 40 female under-secretaries of state or holders of equivalent ranks. The Government looks forward to increased participation of women in positions of decision-making in the new government in 2013 and beyond. The CMDG target is to have 15 women ministers, 18 women secretaries of state, and 20 women under-secretaries of state: only the latter target is achieved.

### WOMEN IN PUBLIC ADMINISTRATION

In 2007, through the State Secretariat for Civil Service, the Government issued a guideline to all ministries and institutions advising them to raise the proportion of women to 50 percent, while recruiting new staff. Consequently, the number of women civil servants has increased from 32 percent in 2007 to 35 percent in 2012. In addition, the Government has issued a Royal Decree on revision of retirement age of female civil servants, raising women's retirement age to 60 years, and on a voluntarily basis.

## WOMEN'S LEADERSHIP AT SUB-NATIONAL LEVEL

Targets:

1. Women representatives at the level of deputy governors of cities, provinces, towns, and districts/khans: 15 percent.
2. At the local commune level, elected women councillors of towns/districts/khans: 25 percent (more than 300).

There is no woman governor in the capital or at the province level. The proportion of female deputy governors in the provincial level is 21 percent in 2013, exceeding the target. There is one female governor at city, district/khan level (1 percent - much below target) and 186 deputy governors at city, district and khan level (29 percent - exceeding the target). In the Capital/Provincial Council Elections of 2009, 38 women (10 percent) were elected as members of the capital/provincial councils and 363 women (13 percent) were elected as members of the city, district and khan councils nationwide. The proportion of female members of Commune/Sangkats increased from 14.6 percent in 2007 to 17.8 percent in 2012. Each of these, however, is less than the stipulated 25 percent.

In 2007, there were 67 (4.1 percent) female chiefs of Communes/Sangkats, 151 (9.3 percent) first vice-chiefs and 131 (8 percent) second vice-chiefs. In 2012, there were 69 (4.2 percent) women chiefs of Communes/Sangkats, 189 (11.57 percent) first vice-chiefs, 151 (9.24 percent) second vice-chiefs, and 30 percent of village leadership positions held by women. In terms of numbers, the CMDG targets appear to have been met. However, these targets were modest and full equity would come about only with some of these numbers reaching the 50 percent mark.

## VIOLENCE AGAINST WOMEN

Cambodia considers violence against women a criminal offence. It has adopted legislation to protect women against such offences, for example:

1. Law on Prevention of Domestic Violence and Protection of Victims;
2. Law on Suppression of Human Trafficking and Sexual Exploitation.

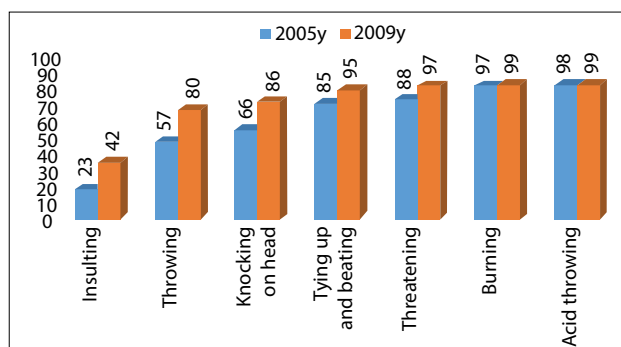
The implementation of the Safe Village-Commune Policy has contributed to promoting social morality and women's and family values, especially as enshrined in MDG 3. The policy mentions, "No Vices; No Trafficking in Women and Children; and No Domestic Violence".



According to results obtained through monitoring, domestic violence cases decreased from 41,474 in 2006 to 35,408 in 2009. Meanwhile, the number of households increased from (an estimated) 2,596,322 to 2,852,943. Thus, the decline in domestic violence was about 23.9 percent.<sup>27</sup>

A comparison of data pertaining to 2005 and 2009 suggests that an increasing number of women now recognize violence against them to be an illegal act (Figure 2.20).

**Figure 2.20: Percent of Women knowing that Domestic Violence against Women is a Crime**



Source: Ministry of Women's Affairs (MoWA)

Article 20 of the Law on Prevention of Domestic Violence and Protection of Victims states that courts shall issue protection orders to victims on request. In 2012, courts issued 14 protection orders. In accordance with Article 14 of the law, local authorities issued 13,053 Administrative Decisions in 2009 and 11,136 in 2010, according to the records maintained at the commune level.

MoWA, in cooperation with the Cambodian Women's Crisis Centre (CWCC), provided counselling services to 720 victims of domestic violence through 2012 and 2013 in the provinces of Siem Reap, Banteay Meanchey and Phnom Penh.



University students discussing during Gender Studies class in Phnom Penh.

In 2013, 141 MoWA staff members at both national and sub-national levels were trained as Judicial Police Agents on protection and assistance for women victims of gender-based violence.

To prevent trafficking in persons, MoWA has developed a National Action Plan for implementation in 2012-2014. It amended the Memorandum of Understanding between the RGC and the Royal Government of Thailand for a bilateral cooperation to eliminate trafficking in women and children and rescuing trafficked victims. MoWA also signed an amendment to an agreement between the RGC and the Government of Vietnam on a bilateral cooperation to eliminate trafficking in persons and rescuing trafficked victims, and drafted an action plan for implementation during 2013-2014.

## TASKS COMPLETED AND TASKS AHEAD

- ❖ There appear to be no serious gaps relating to gender equity in education at the upper-secondary and tertiary levels. Inter-provincial gaps do exist, and need attention. The more serious problem is the sparse availability of education (and quality-education) beyond the primary level, and consequently, the small numbers who get educated.
- ❖ Women would be effectively empowered when the economy grows on a high (inclusive) and sustainable growth path. Reduction in the proportion of women working as 'unpaid family workers' would bring about not only a greater visibility of women's work, but would improve efficiency in the labour market (thereby, raising overall welfare). While the engagement of women as wage/salary workers is a positive step, the work needs to be 'decent'; among the preconditions for this are creation of human capital, high quality physical capital and enforcement of laws judiciously.
- ❖ Women wage workers are mostly engaged in the garment industry. Field studies suggest that effort must be made to further improve their work-environment. Among the requirements for this is improving the quality of machines in the garment factories, which would permit labour productivity to rise and create space to bargain for better working conditions.
- ❖ The public representation of women is on the rise. At this rate, while the targets for 2015 might not be met (the next commune elections are in 2017 and national assembly elections in 2018), the direction appears to be correct.
- ❖ Knowledge on violence against women is also rising. However, the target would be effectively met only when the actual violence is reduced, rather than just knowledge raised.

27 MOWA: Report on Data Collection and Monitoring of Violence Against Women in Cambodia 2010



## CMDG 4: REDUCE CHILD MORTALITY

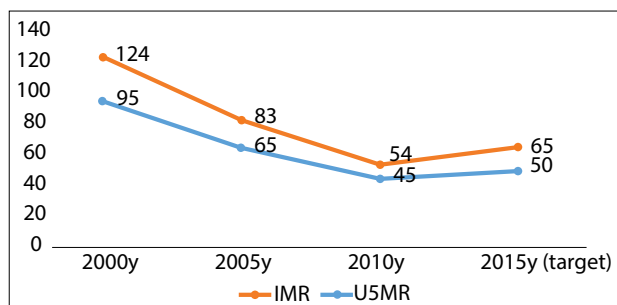
There are four targets under this goal:

1. Reducing infant mortality rate (IMR) to 50 by 2015;
2. Reducing 'under 5-year' child mortality rate (U5MR) to 65 by 2015;
3. More than 90 percent children are vaccinated by 2015;
4. Up to 70 percent infants  $\leq$  6 months are exclusively breast-fed by 2015.

### INFANT/UNDER-5 MORTALITY RATE<sup>28</sup>

There has been significant progress in reducing infant and under-5 mortality rates in Cambodia. Figure 2.21 shows a sharp reduction in IMR between the years 2000 and 2010, as seen from the three Cambodia Demographic and Health Surveys (CDHS). This means Cambodia's MDG target of 50 has been met five years in advance, a notable achievement for a low-income post-conflict economy. The IMR target was set in 1998, based on calculations made by the Population Census conducted that year. According to that Census, the IMR was 124 in that year. The statistical authorities in the country soon recognized that dedicated health surveys like the CDHS can yield better results than population censuses. The IMR target for 2015, however, remained unchanged, despite the CDHS in the year 2000 showing a different number.

Figure 2.21: Trends in IMR and U5MR, 2000, 2005 and 2010, and the 2015 Target



Source: CDHS, 2000, 2005 and 2010

Reduction in U5MR has been equally impressive and again, the CMDG target has been reached five years in advance (Figure 2.22). The CDHS 2010 further suggests that there has been an all-round improvement in pre-natal and post-natal care, which could be a reason for the fall in IMR and U5MR. For example, the proportion of babies delivered by a health professional increased from 44 percent in 2005 to 71 percent in the 2010. Administrative data from the Ministry of Health (MoH) suggest

that this proportion rose to 75 percent in 2012. The proportion of babies delivered at a health facility more than doubled between 2005 and 2010, from 22 percent to 54 percent (source: CDHS). Administrative data from MoH suggest that this proportion rose to 66 percent in 2012. Progress has been particularly high in urban areas, where 86 percent of babies were delivered in a health facility compared to less than 50 percent in rural areas (source: CDHS 2010). Women's education seems to have played a major role in them seeking modern medical assistance for delivery; in addition, RGC's initiative in providing incentives to midwives since 2006, and advocacy for facility-based deliveries have helped.

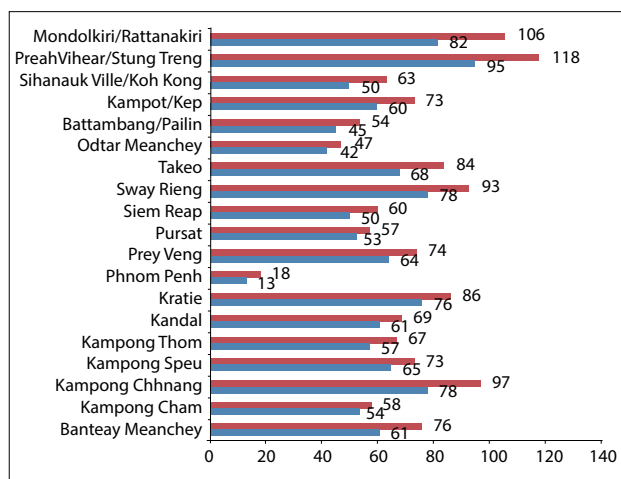
Figure 2.22 presents a provincial profile of IMR and U5MR across provinces. The national average conceals a lot: there are many provinces which are still some distance from the CMDG 2015 target; more so, in the north and in some provinces around the Tonle Sap. Bridging inter-provincial disparity is thus an unfinished task.



A woman weighing an infant during a health check in Kratie province.

<sup>28</sup> IMR is children < 12 months dying per 1,000 live births and U5MR is children < 59 months dying per 1,000 live births.

Figure 2.22: IMR and U5MR, 2010, Provincial Profile

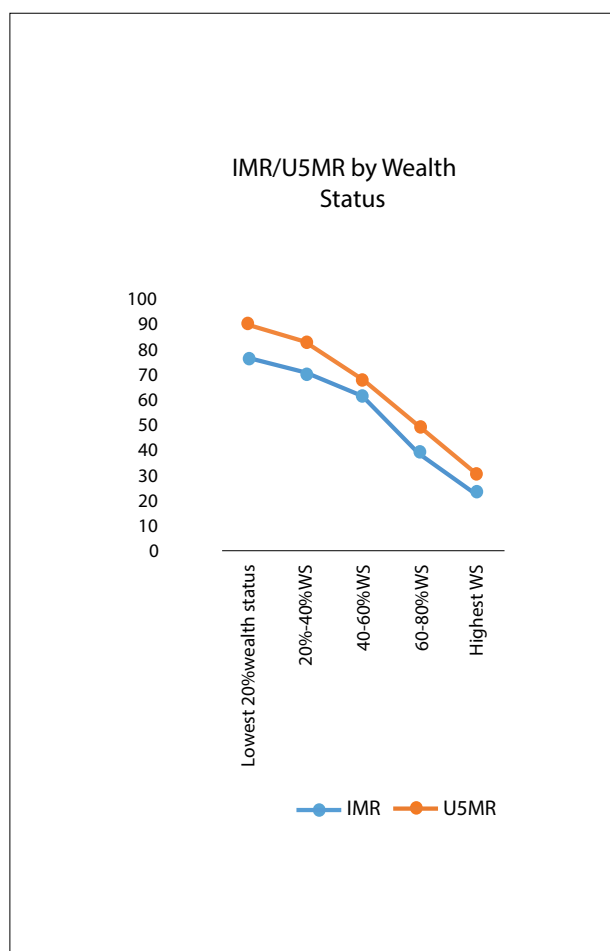
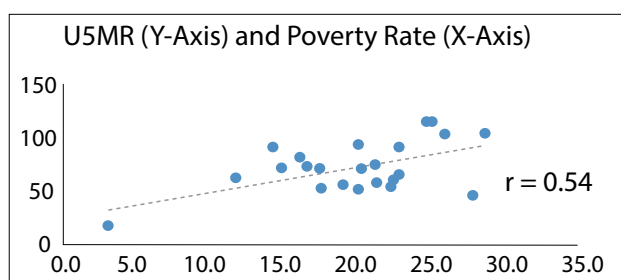
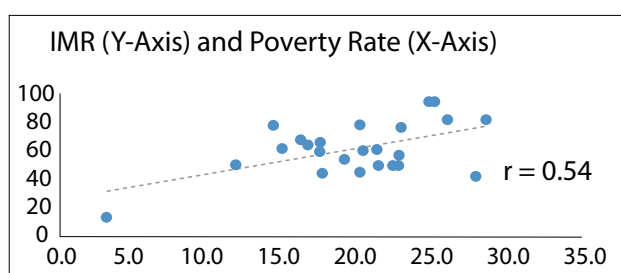


Source: CDHS 2010

IMR and U5MR correlate with each other and have an association with the poverty rate and wealth status (Figure 2.23). With a reduction in the poverty rate, the infant/child mortality status will also improve. As seen earlier, child malnutrition and poverty were also correlated. Poverty reduction is central to achieving CMDGs 1 to 4.

MoH maintains that the key challenge now is to address neonatal mortality rates (deaths within the first 28 days of birth, which constitute a major component of IMR). This requires interventions to address infections, complications of pre-term births and birth asphyxia. The interventions would involve tetanus toxoid (TT) protection, promotion of health facility deliveries, improved skills of health staff, strengthening of referral systems, and improved quality of care.

Figure 2.23: Classification of IMR and U5MR by Poverty Rates (Provinces) and Wealth Status (all Cambodia), 2010



Source: CDHS 2010

## VACCINATION OF CHILDREN

A child is considered fully vaccinated if s/he has received vaccinations against tuberculosis; received three doses of DTC vaccine to prevent diphtheria, tetanus, and pertussis; received at least three doses of polio vaccine; and received one dose of measles vaccine. These vaccinations should be administered during the first year of the infant's life. Since 2006, the Cambodian National Immunization Programme has replaced DTC vaccines with a Tetravalent Vaccine, which includes DTC and Hemophilus Influenza Type B Vaccine (Hib), and a Pentavalent Vaccine that includes DTC, Hib, and Hepatitis Type B Vaccine (HepB).

CDHS 2010 reports that some 79 percent of children in the age-group 12-23 months were fully vaccinated. This is a significant improvement over 2005, when only 67 percent of children in this age-group were fully vaccinated. More than 90 percent of children received BCG vaccines, two doses of tetravalent or pentavalent, and two doses of polio vaccine (CMDG 2015 target for DPT3: 95 percent). The proportion of children receiving the third dose of tetravalent vaccine or pentavalent vaccine and polio vaccine was 85 percent. More

than 93 percent of children received Hepatitis-0 vaccinations (CMDG 2010 target: 95 percent)<sup>29</sup>, and 93 percent of children received measles vaccination (CMDG target: 95 percent). Progress is on track.

Full vaccination coverage varies by mother's education. It was low, at 58 percent among children whose mothers had no education, relatively high, at 80 percent among children whose mothers had obtained primary education, and 88 percent among children whose mothers had secondary or higher education. According to CDHS 2010, the wealth status of the household is closely associated with vaccination. People in urban areas are better vaccinated: the coverage was higher in urban areas (86 percent) compared to rural areas (77 percent). In short, much depends on mothers' education and economic status and location. These are well-known results, reiterated by these data. The message is clear: poverty alleviation, women's education and availability of services are central to children's health and family welfare.

Seen in terms of CMDG 2015, the set indicators have either been met, or are on target to being met.

### EXCLUSIVE BREAST-FEEDING

Exclusive breast-feeding is becoming common in Cambodia, with 74 percent of children ≤ 6 months being exclusively breast-fed, as seen from CDHS 2010. This is a significant increase compared to 2005, when the then CDHS reported this rate to be about 60 percent. Only 3 percent of infants under 6-months were not being breast-fed in 2010. Nearly all children were breast-fed through the first year of life, but by

age 6-9 months, most breast-fed children were also receiving supplementary food. Bottle-feeding is not very common yet, but it has slightly increased since 2005: 14 percent of children ≤ 6-months have been fed with a bottle compared to 11 percent in 2005. Children ever-breast-fed, ranges from 87 percent in Mondolkiri and Rattanakiri (low), to 99 percent in Svay Rieng (high). About two-thirds of breast-fed children were breast-fed within one hour of their birth (65 percent) and 89 percent within one day of their birth. Early initiation of breast-feeding is more common among children whose mothers were assisted by trained attendants in delivery.

The CMDG 2015 target has already been met.

### TASKS COMPLETED AND TASKS AHEAD

- ❖ Almost all the indicators relating to the child suggest that there is a great deal of progress. Children are surviving in larger numbers and government programmes are doing well.
- ❖ Inter-provincial gaps in child health indicators are both a reflection of the unequal standards of living, wealth inequality and unequal spread of public services. All these need bridging.
- ❖ As the relationship between the standards of living and child health is strong, an important route to addressing the problem is through poverty-alleviation programmes, in addition to strengthening direct intervention programmes on saving the child.



Health care worker giving oral vaccination to a student in a school in Kampong Cham province.

<sup>29</sup> Hepatitis-0 vaccination is given at age 0 year. It is the same as Hep B. It is not known whether it protects against other forms of Hepatitis: A, C, etc.



## CMDG 5: IMPROVE MATERNAL HEALTH

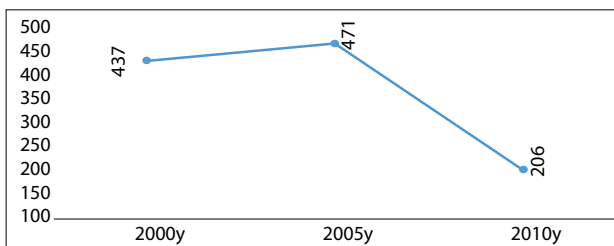
CMDG puts forth six indicators to gauge maternal health:

1. Maternal mortality ratio (mortality per 100,000 live births) – 2015 target: 250;
2. Proportion of births attended by skilled health personnel – 2015 target: 87;
3. Total fertility rate – 2015 target: 3;
4. Proportion of married women using modern contraceptive methods – 2015 target: 60;
5. Proportion of pregnant women with  $\geq 2$  ANC with skilled health personnel – 2015 target: 90;
6. Proportion of pregnant women delivering by Caesarean Section – 2015 target: 4.

### MATERNAL MORTALITY RATIO (MMR)<sup>30</sup>

The MMR target—like many other health/demographic targets—was initially set at 140, based on the Population Census of 1998 and projections based on other demographic estimates made in the 1990s. With the performance seen in the 2000 CDHS, and the health extension services and their response from the field, the target was later revised to 250.<sup>31</sup>

Figure 2.24: Trend in Maternal Mortality Ratio, 2000-2010



Source: CDHS, 2000, 2005 and 2010

Figure 2.24 shows the MMR numbers from CDHS reports of 2000, 2005 and 2010. Estimates for both 2000 and 2005 exceed 400, an unacceptably high figure in absolute terms. However, there was a notable reduction in 2010 (to 206), to the extent that the CMDG target of 250 appears to have been met five years in advance.<sup>32,33</sup>

The reasons the MMR seems to have fallen include:

- 1) CDHS data suggest that both proportion of births assisted by trained health staff and deliveries in public health facilities rose dramatically during 2005-2010.
- 2) Part of the reason for improvement in MMR is the provision of comprehensive and basic Emergency Obstetric and Newborn Care (EmONC) which can actually save mothers' lives.

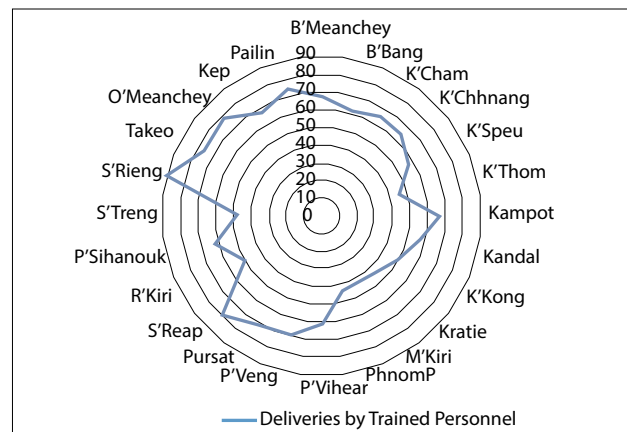
- 3) Midwifery incentives for attended live births, introduced by MoH in 2006, have contributed.
- 4) Improvements in mothers' educational status have helped.

Further analysis of MMR is not permissible as data are not available on either sub-national levels or by wealth/standard of living groups. However, the CDB suggests that more remote and less developed provinces, like Stung Treng, Koh Kong, Rattanakiri and Mondolkiri have a much higher MMR than the national average.<sup>34</sup>

### ATTENDED BIRTHS

The proportion of women who were attended by trained personnel while giving birth was 58 percent in 2008, rising to 75 percent in 2012 (source: Administrative data, MoH). Linear trends suggest that the target of 87 percent should be reached by 2015 if there is no major setback.

Figure 2.25: Inter-provincial Variations in Percentage of Attended Births, 2012



Note: Provincial level data presented here do not include National Hospitals or most private health care providers and facilities.

Source: MoH



Pregnant women staying at a maternal waiting home in Stung Treng province prior to delivery.

30 MMR is women dying due to pregnancy complications (deaths from the date of conception until 42 days after delivery) per 100,000 live births.

31 Since 2000, a CDHS is conducted every five years, and being a survey dedicated to demographic/health issues it was/is considered more appropriate for calculating MMR, IMR U5MR and such indicators compared to other broad-based surveys like the Population Census.

32 Though the estimate for 2005 is a little higher than that in 2000, MoH believes that there was really no change because the method of calculating MMR is imprecise, permitting high margins of error.

33 Since the MMR has a very wide confidence interval, it would not be wise to emphatically state that MMR targets have been met.

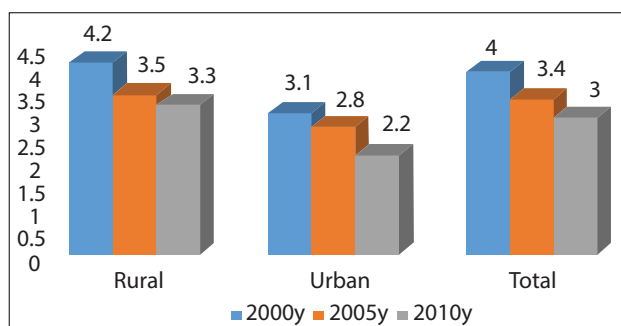
34 CDB data might not be accurate on this variable as it is based on the recall of village/commune chief's memory/records. Also, the definitions that CDB uses are not in conformity with the internationally acceptable definitions. Hence, more detailed analysis based on CDB on this aspect is not presented.

Figure 2.25 suggests some variation across provinces in attended births:<sup>35</sup> the pattern, however, is nothing like the ones seen earlier—of better-off provinces showing higher attended births—though some poorer provinces (Mondolkiri, Rattanakiri, Stung Treng) exhibit low proportions. This suggests that direct interventions can also be effective.

### TOTAL FERTILITY RATE

The total fertility rate (TFR) refers to the number of children that would be born to a woman over her lifetime if she were to experience the currently prevalent age-specific fertility rates through her lifetime, and that she would survive until the end of her reproductive life. If this number is large, it would imply that the woman is engaged in reproductive activities much of her time, which is detrimental to her economic engagements and/or health, and might also increase the risk of maternal death. The CMDG target for 2015 has been fixed at 3.

Figure 2.26: Total Fertility Rates

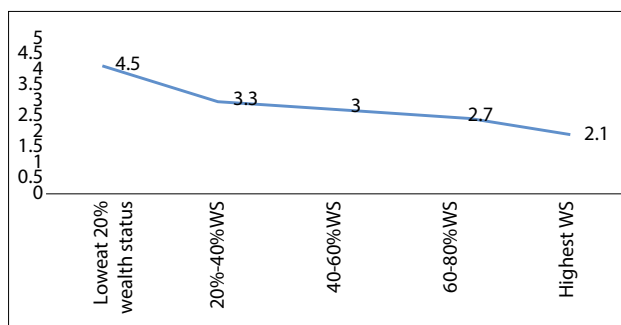


Source: CDHS 2000, 2005 and 2010

There has been a steady fall in the TFR in the decade 2000-2010. It was slightly faster in urban areas than rural (Figure 2.26). Overall, the CMDG target has been met five years in advance, however the rural-urban gap calls for attention, as the numbers in rural areas are yet high.

TFR varies with the wealth-status of households: poorer ones have a higher TFR than those relatively more affluent (Figures 2.27). This is a reflection of the rural-urban gap: people in rural areas earn less than their counterparts in urban areas.

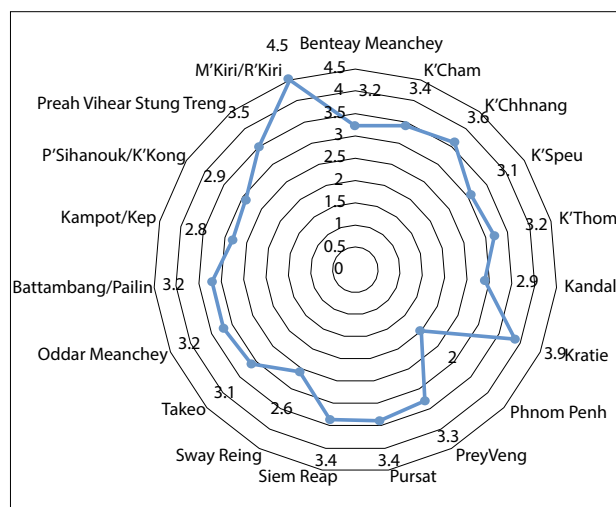
Figure 2.27: TFR by Wealth Status, 2010



Source: CDHS 2010

An inter-provincial variation also suggests that the relatively poorer provinces exhibit a higher TFR, and vice versa [simple correlation between TFR and Poverty is (-) 0.76] (see Figure 2.28 for inter-provincial variations).

Figure 2.28: TFR by Provinces, 2010



Source: CDHS 2010



A woman breastfeeding her child at her house in Kandal province.

35 CoV across provinces is 21% - not too high, but cannot be neglected.

36 Source: CDHS. The Administrative Data from MoH suggest more modest numbers. E.g. the use of modern contraceptive methods was about 31% in 2012. Reason: they cover public provisioning alone.

37 The variation across provinces is small here: CoV is 16%. The pattern, however, is similar to that seen earlier in Attended Births. Source: MoH.

## CONTRACEPTIVE USE AND ANC CONSULTATIONS

Of all married women in the age group 15-49 years, in 2000 19 percent were using modern contraceptive methods. This increased to 27.2 percent in 2005 and further to 35 percent in 2010.<sup>36</sup> An increase of 1.5-2 percent annually suggests that the CMDG 2015 target of 60 percent, in all probability, will not be met.

Pregnant women receiving at least two ANC consultations increased from 83 percent in 2009 to 87 percent in 2012. In absolute terms, these are good numbers. There is room for improvement, despite the CMDG 2015 being well within sight.<sup>37</sup>

## C-SECTION DELIVERIES

An increase in C-Section deliveries suggests there is recognition of possible complications and health risks to the mother and foetus, and facilities have been created for conducting operations. The proportion of deliveries by C-Section increased from 0.77 percent in 2008 to 2.83 percent in 2012, against a target of 4 percent for 2015. While pregnancy and childbirth are natural processes, a target of 5 percent is still reasonable, as it is believed there could be complications in a small number of cases as data from other countries suggest. Beyond 5 percent, there is a need to interpret data with caution.



Ms. Koet MeakDina, midwife in Stung Treng referral hospital checking health of a pregnant woman before delivery.

## BOX 2.10: HEALTH FACILITIES AND USE

Since 2007, there has been a marked improvement in health care services, as stated by residents in several villages. Health centres have been built, and are staffed by eight to 10 nurses (including part-time/full-time trainees). They operate round the clock, which is most helpful, especially for women in extending MNCH. Knowledge about and access to health services is crucial. Pregnant women feel quite secure, as when something unusual happens they know where they can go for help. Each village has two Village Health Support Group (VHSG) elected members, one male and one female whom the villagers consult on contraceptive use, the advantages of doing pre-natal testing regularly and breast-feeding, sending patients to hospitals, and coordinating with health centres for vaccinating children.

Almost all women in reproductive age-groups know about the services provided by the health centres: e.g. free pre-natal check, free 90 tablets of folic acid and iron, and the advantages of delivering babies by skilled health personnel. In the last few years, some women who delivered babies with a traditional birth attendant had to be sent as emergency cases to the provincial referral hospital. These cases are evidence to others on the need to consult trained personnel. The service provided at the health centre is much better than before, in terms of attitude of the staff and transparency in fee payment. The fee-structure is displayed on the walls. For instance, there is no fee to be charged to poorer women (who have ID-Poor cards). In severe cases, NGOs support poorer patients financially and otherwise. All this effort has been helpful, especially to the poorer people.

On the flip side, modern technology is only used during delivery. After the delivery, women go back to the tradition methods. Thus, many mothers drink alcohol, lie on beds with a small fire lit underneath to keep their body warm, 'holy strings' are placed around the mothers' bed to keep them safe from ghosts, and they are never permitted to stay alone. Doctors advise the new mothers not to ingest alcohol or lie next to fire (lest the fumes reduce the oxygen flow in their lungs) but the women follow the senior women's advice, partly to escape being blamed in the event that something goes wrong.

Up to 90 percent of children in the age-group 12-24 months are fully vaccinated. All are aware that a child-vaccination book is given to each mother. Health centre staff come to each village to vaccinate, and the VHSg brings them the children who need vaccinations.

Some 10 percent of children who do not get vaccinated are from very poor families. Such families often also have many older people with them. Women in the age group 60-70 years do not trust modern doctors and do not understand the advantages of vaccination. Although the health centre staff visit them in their homes, they still refuse to have their children vaccinated.

*Source: Field interviews in Kratie, Kampong Thom, and Battambang*

- ❖ Basic and Comprehensive Emergency Obstetric and New-born Care services, construction of more maternal waiting rooms, and continuation of midwifery incentives are key interventions to address maternal mortality.
- ❖ There is a need to carry out field studies on knowledge, attitude and practices of people to make health extension services more acceptable and effective.
- ❖ Perhaps the performance of the health sector requires more detailed documentation so that other countries at similar levels of development, which are still grappling with some of these targets, could draw lessons from Cambodia.



#### CMDG 6: COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES

### TASKS COMPLETED AND TASKS AHEAD

- ❖ Targets on maternal health seem to have been met much in advance, although there is a need to exercise caution in interpreting data on this indicator.
- ❖ There is noted inter-province variation as well as co-variation between many health-related parameters and wealth/standards of living.
- ❖ There is a need to conduct more detailed research on understanding MMR (and perhaps some other health-related parameters) where firm conclusions are difficult to achieve, for want of adequate data.

The three main diseases that the government has brought under the purview of CMDGs are HIV/AIDS, malaria (including dengue) and tuberculosis.

### HIV/AIDS

In 1998, the proportion of people who appeared to have contracted HIV was near to 2 percent of the population. Based on this, the 2002 National Human Development Report of Cambodia painted a fairly grim picture of the spread of the disease.



Women receiving counselling about nutrition during a health check in Kratie province.



Table 2.7: Key statistics Relating to HIV/AIDS, Malaria and TB

		2008	2009	2010	2011	2012	2015 target
HIV prevalence	% Adults 15-49	0.7	0.7	0.7	-	-	0.4
Malaria mortality	Per 100,000 population	1.5	2.0	0.98	0.65	0.29	0.80
Prevalence of all forms of TB	Numbers	39,820	40,199	41,628	39,667	40,639	40,000

Note: The ratios in the last row are not presented because there is yet no clear agreement on the denominator

Source: MoH

The situation is now under control. Prevalence of HIV has declined considerably in the last decade, and is now at 0.7 percent among adults aged 15-49 years, as per the last count (Table 2.7). Fifty-one Operational Districts in 21 provinces now offer treatment for opportunistic infections and provide anti-retroviral (ARV) services. Thirty-two facilities provide paediatric care. More than 90 percent of people living with HIV/AIDS (PLHA) and currently using ARV treatment survived at least 12 months after the treatment in 2012, compared to 86 percent in 2009. MoH data suggest that the number of voluntary confidential counselling and testing (VCCT) facilities available in referral hospitals and health centres increased from 212 in 2008 to 233 in 2009, and 239 in 2010.<sup>38</sup>

However, MoH advises caution, based on a new research report: the prevalence of HIV/AIDS could increase four-fold if further action to prevent its spread is not taken. The likely affected groups are those engaged in entertainment activities, men who have sex with men (MSM) or people who inject narcotic substances. Drug resistance is also developing in treating HIV/AIDS. The AIDS National Strategic Plan Phase III (NSP III) (2011-2015) is implementing the following key strategies: further expand coverage; offer services for effective prevention; improve care and treatment; mitigate the impacts of the disease; create an enabling environment; and mobilize resources. NSP III is expected to control the HIV epidemic

carried through sexual transmission, MSM and drug-use.

Achieving the CMDG target for HIV/AIDS depends on how successful these programmes are. Much effort will be required in prevention, as the economy is poised to make substantive leaps in tourism. There will also be movement of workers in and out of the country, as Cambodia integrates into ASEAN and foreign workers coming in, each of which raises the risk of exposure to this disease.

## MALARIA, DENGUE AND OTHERS

Malaria and dengue, both caused by mosquitoes, are well under control (Table 2.7). To control malaria and other mosquito-related diseases, the Government distributed 997,609 chemically treated mosquito nets to people living in high prevalence areas, in addition to chemically treating 94,740 nets already in use, during 2009-2011. Thus, while effort has been made to control these diseases, it will have to be sustained and deepened to make a lasting impact.

Forest-based villages have most malaria and dengue. If these people are provided livelihood opportunities in plains/open areas and encouraged to resettle there, it would serve the triple purpose of reducing the prevalence of the disease, improved livelihoods, and forest conservation.



A family setting up a mosquito net for the night in Kandal province.

38 Data source: MoH

## TUBERCULOSIS

Tuberculosis, a disease largely associated with poverty and malnutrition, has not shown much reduction in its prevalence (Table 2.7). The earlier target for tuberculosis prevalence was 464 per 100,000 people by 2015, which has now been made more modest. At the same time, the Government has scaled-up the use of DOTS for treating tuberculosis. In 2008, 506 health centres provided this service; in 2009, 744 centres provided it; and in 2010, 839 centres provided it. A public-private partnership programme now provides for treatment of tuberculosis in 39 districts in 11 provinces. Whether the CMDG 2015 target will be met and sustained depends on how the programmes are intensified, and to what extent the conditions of poverty and malnutrition are alleviated.<sup>39</sup>

## INFRASTRUCTURE AND RESOURCES FOR HEALTH

Twelve new health centres have been established along the border with Preah Vihear, Benteay Meanchey and Odtar Meanchey. Poor people being covered by equity funds and subsidies for health care increased from 73 percent of the population in 2009 to 77 percent in 2010. Implementation of the law has become stricter, with illegal pharmacies and drug stores declining sharply from 38.5 percent in 2009, to 5.4 percent in 2010. Similarly, illegal private health provision declined from 28 percent of all patients 'treated' in 2009, to almost none now.



Doctor and nurse checking the health of a woman after her giving birth at Kratie Referral Hospital.

## TASKS COMPLETED AND TASKS AHEAD

- ❖ Significant progress has been made in controlling each of the diseases, due to resources and efforts made in the last few years.
- ❖ The Government, however, needs more resources to expand the physical infrastructure, and to upgrade medical facilities and technology.
- ❖ At the same time, trained, skilled practitioners are required to serve in public health facilities.
- ❖ Public provision needs strengthening to reach out to the poor, again for which resources are needed.
- ❖ Resources to sustain efforts made so far and promote 'prevention', in addition to 'cure', are essential.



### CMDG 7: ENSURE ENVIRONMENTAL SUSTAINABILITY

Under this CMDG the major targets are:

1. Reverse the loss of environmental resources;
2. Increase the proportion of people who have access to potable water supply and sanitation, to a stipulated number (separately defined for rural and urban areas – see in the text later);
3. Reduce dependence on firewood for cooking to 52%;
4. Increase the proportion of people with secure land tenure.

## FORESTS

### FOREST COVER

In the 1960s, more than 70 percent of Cambodia is believed to have been forested. Since the 1990s (after the war), forests were one of the few real resources which the country possessed in the commercial sense; consequently, deforestation began. Other than the all-round ecological impacts, deforestation particularly affected inland water (and fish) availability the year round, a situation of which the RGC is acutely aware. It is attempting to address the problem now.

<sup>39</sup> Data in this and the next paragraph have been drawn from the MoH.

**Figure 2.29: Current Area under Forest and Future Proposals**



Source: Mid-term Review of the NSDP Update 2009-2013

Between 1990 and 2010, it is believed that Cambodia lost 22 percent of its forest-cover, or around 2,850,000 hectares of forest. A national forest cover assessment conducted in 2006 found that the total forest-cover had decreased from 61.2 percent in 2002 to 59.1 percent in 2006, representing a loss by conversion (due to expansion of agriculture and other commercial plantations) of 373,510 ha of forest. The Forestry Administration estimates that forest cover in 2010 was about 57.59 percent (Figure 2.29). Some 322,000 ha of the most biodiverse and carbon-dense forest were classified as primary forest. It is estimated that Cambodia has 69,000 ha of planted forest (in common parlance, producer forest, which is counted as forest-cover according to the Ministry of Agriculture, Forestry and Fisheries (MAFF). Much of the forest area is no longer dense.

Estimates suggest that Cambodia's forests contain 464 million metric tons of carbon in living forest biomass. It has some 775 known species of amphibians, birds, mammals and reptiles, according to figures from the World Conservation Monitoring Centre. Of these, 1.4 percent of species do not exist elsewhere, and some 7.7 percent of species are threatened with extinction. About 20.5 percent of Cambodia is protected under the International Union for Conservation of Nature (IUCN), Categories I-V.

Most deforestation has happened in the four northwest provinces. Some losses have occurred in the protected areas, although these are smaller in scale and have occurred over a much longer period.

The environment is high on the Government's list of priorities. The Prime Minister has stated, '...development with environmental sustainability is the key goal of Cambodia and (other) countries in the region'.<sup>40</sup> Cambodian authorities are striving to maintain the forest cover at 60 percent of the total land area, which is also the CMDG 2015 target. For this, they are reinforcing the protection and management of forests, decreasing the pressure on forests by improving farming techniques, trying to reduce dependence on wood fuel, and engaging in an active programme of forest rehabilitation and reforestation, including commercial plantations.

## PROTECTED AREAS<sup>41</sup>

The Government has identified protected areas and community-protected areas as part of its environmental protection strategy. Its current protection system includes 23 protected areas totalling 3.1 million ha, amounting to some 18 percent of the country's total land area. This is one of the highest in the world (Table 2.8). The area under '23 protected areas' is expected to stabilize in the coming years and community-protected areas are on the rise. With some effort, the 2015 targets could be met.<sup>42</sup> These are positive developments.



A forest ranger picking mushroom for food in Monk Community Forest in Oddar Meanchey province.

<sup>40</sup> Prime Minister's Opening Speech at the Third Greater Mekong Sub-region Environment Ministers' Meeting, July 28, 2011, Phnom Penh. Quote taken from MTR of the NSDP Update 2009-2013.

<sup>41</sup> Seen historically, in 1925, Cambodia became the first country in South-East Asia to establish a protected area.

<sup>42</sup> The 23 protected areas are under discussion and are likely to be raised to >30.

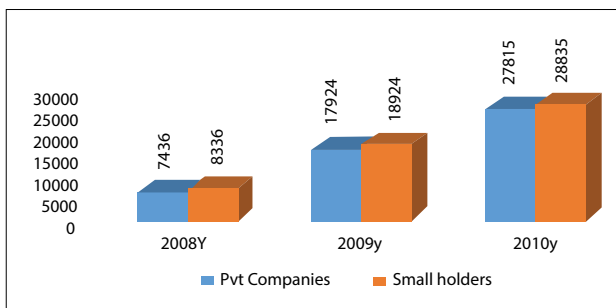
Table 2.8: Environmental Sustainability – Forestry Development Indicators								
		2008	2009	2010	2011	2012	2013(est.)	2015 (est.)
Surface of 23 Protected Areas	Ha	3,100,199	3,100,199	3,111,041	3,111,041	3,111,041	3,111,041	3,111,041
Community Protected Areas	Numbers	82	84	98	102	115	120	140

Source: Ministry of Environment (MoE)

## EFFORTS TO REFOREST

The Ministry of Environment (MoE) and MAFF jointly promote afforestation in Cambodia. The Government has adopted a new law related to protected areas, which classifies protected areas into four zones: core, conservation, sustainable use, and community. MoE is in the process of defining these zones in each of the protected areas. (See Figure 2.30 for efforts towards reforestation).

Figure 2.30: Reforestation Efforts



Source: MAFF

The RGC has permitted conversion of some degraded forest areas within ‘sustainable development’ zones of protected areas under Economic Land Concessions, to serve as green belts to protect the conservation and core zones and to promote economic development and local people’s livelihoods.

A challenge, nevertheless, is the evolution of a clear definition of forests and enforcement: to define what a forest is, ensure clear demarcation of areas, enforce protection, and then manage the areas.

In terms of management, there is shortage of both human and financial resources, further aggravated by periodic budget cuts, due to the financial crisis and consequent rationalization of expenditure. For example, the number of rangers in protected areas increased according to plan, to 910 in 2009, but reduced to 480 in 2010, although it rose again to 960 in 2012. Similarly, the number of rangers in Protected Forests decreased from 500 to 315 over this period. To overcome this shortage, the authorities are increasingly engaging community groups in the protected forests to manage resources. There are 390 Community Forestry (CF) groups—although not all of them are

recognized—expecting to conserve an area of some 368,000 ha. There are also 120 Community Protected Areas covering some 164,480 ha. The impact of these is yet to be gauged.

Some other challenges are limited technologies and techniques available for replanting; low incentives for staff; high dependence of many villagers on forests for livelihood; illegal logging; and forest areas not being fully-demarcated.

Cambodia needs to focus on conservation of forests and sustainable management of forest eco-systems to reap multiple benefits: economic, environmental, social and cultural. The country also requires large investment in rural development, water and sanitation, roads and other infrastructure, in addition to investment in education and health. This would create livelihoods outside extractive activities and reduce pressure on forests.

## SUPPORT MEASURES

Among the support measures, the most important are the legal component and capacity building. A number of laws have been and are being passed to protect the environment and make sustainable use of natural resources, specifically in regard to the inland fresh water resources. Officials are regularly sent for training and studies. Environmental impact assessments of commercial projects are being made compulsory before clearances are given. Finally, a Monitoring and Evaluation (M&E) System is being put in place, and a database on the environment is possible.



Villagers living around monk community forest in Oddar Meanchey collecting non-timber products where they can pick in the forest for sale.

## BOX 2.11: FOREST VILLAGES: ISSUES, IMPACTS AND APPEALS

'The sound of chain saw is not only killing trees, but also our hope. The companies' activities are not compliant with sustainable development.'

Chief of Community Forestry in Ou-Kreang, Sambo district, Kratie.

'The forestry policy can be viewed as 'while tiger is eating a cow, we just can look, and while cat is eating fish, we make an effort to catch it'.

People living in Ou-Kreang, Sambo district, Kratie, referring to large companies hacking the forest.

The government began giving out forestlands to concessionaires for development under economic land concessions in Sambo District in 2003. This has resulted in a huge loss of forests. People believe that while development is important, the problem is with effective implementation of the policies. Granting economic land concessions without consulting with the local people—who have knowhow on forestry—could create serious social and environmental impacts.

Before 2007, the living standards of the forest-dependent locals was better: they collected, gathered and sold non-timber forest products (NTFP) such as small animals, mushrooms, resins, rattan, fuel-wood, honey, etc. They did not need to carry anything with them while going in the forests other than their clothes, some rice, and tents; the forest provided all other needs (fish, animals/meat, medicinal seeds, others). This has changed now. Since 2008, the forest began visibly disappearing and along with it, small streams dried up. Other, larger streams have no fish and the water is unusable, as (illegal) poachers, deploying destructive methods to harvest fish, contaminate the water. Getting safe drinking water is another big challenge: now, the main sources of water are from dug wells and rain. In the rainy season, people use rainwater for drinking and cooking. In the dry season, they use well water, despite it containing high quantities of arsenic. Agricultural production has been impacted by lack of water for irrigation, soil erosion, even reduction in arable land area. Earlier, rice stocks from the wet season harvest could feed families for up to six to nine months, but now they are barely enough for three months or even less. Other than directly impacting local people's livelihoods, climate change too is being experienced. In

the last two years, the weather has markedly changed: it is hotter, and new diseases have emerged. In August 2013, more than half the people in one village contracted dengue fever. As illness rises, so does poverty. An overall reduction in income tends to impact children's education as well. Earlier, children could go to school for at least six months, but not now. All able-bodied family members need to work to support the families; hence, the majority of the children from these households withdraw from school.

The sound of chain saws is heard throughout the forest. The (economic) concessionaires have cut many trees, small and large, ignoring people's livelihoods or the Forestry Law, Article 18 (which requires forest development to be sustainable).

However, there is hope: people are happy at the formation of community forestry initiatives. They also appreciate the Forest Law, which recognizes the rights of local communities and the need to decentralize management of natural resources. They express their gratitude to NGOs as well, who have supported capacity building among indigenous people and helped them raise their voices to the Government. People in the forestry community do not ask much: they say that the Government could allocate land for economic concessions, as long as it preserves some areas for local livelihoods. These people want to live on their own; not as employees of a concession company. Companies, instead, could buy NTFP from them.

Technical staff members from the Department of Water Resources and Meteorology in Kratie reiterate all the concerns raised by the community.

*Source: Field interviews in Kratie*

## FISHERIES

The Fisheries Sector underwent a major transformation in Cambodia after reforms introduced in 2000. These included the establishment of Community Fisheries, and the release of fishing lots from large-scale fishing operations (which are now given to family/small-scale fisher persons through community control). In September 2010, 78 fishing lots were completely released and 81 partly released, resulting in a total area of 541,206 ha out of 953,740 ha (56.74 percent) released for family/small-scale fishing. In 2012, all large-scale fishing lots ceased operation and all areas are now under community fisheries, and open to anyone for fishing.

The numbers of community fisheries gradually rose from 246 in 2002 to 469 in 2010, covering an area of 683,734 ha. However, only 236, covering an area of 553,438 ha, were registered by 2010, against a target of 470 for 2015. Some 390 Community Fish sanctuaries covering 1,170 ha, and 335 fish sanctuaries covering 46,618 ha, have been established. The establishment of fish sanctuaries is on track to meet the 2015 CMDG target.

In 2010, the Fisheries Administration succeeded in all sub-sectors: preparing regulatory legal instruments, strengthening community fisheries, establishing community fish refuge ponds, developing aquaculture, undertaking research, conserving, suppressing illegal fishing practices and fisheries extension work. A Royal Decree, Sub-decrees and Prakas (government orders) have been drafted, reviewed, revised and approved, to ensure sustainable management of fisheries.

The biggest challenge lies in managing the ecology of the Tonle Sap. With upstream deforestation in the catchment area, incidences of silting, and alternate floods and droughts have become frequent. Floods inundate lands in the wet season but there is paucity of water in the dry seasons. There is the challenge of controlling illegal fishing and using eco-friendly approaches to catch fish. Additional challenges relate to preserving and marketing the produce, given that it is highly perishable.



Farmers catching fish from a backyard pond in Siem Reap province.

## WATER AND SANITATION

Clean water and proper sanitation are central to achieving MDGs the world over, and Cambodia is no exception.

The CMDG target requires providing safe drinking water to 50 percent of the population in rural areas. This could be met with some extra effort (Figure 2.31). The target for sanitation (measured by improved latrines) in rural areas is only 33 percent, which appears to have been met. The CMDG target requires providing safe drinking water to 80 percent of the population in urban areas by 2015. The proportion of urban population with access to safe water was about 81 percent in 2011, exceeding the target in advance. The target for sanitation in urban areas is 74 percent for 2015, which has also been met/exceeded in advance.<sup>43</sup>

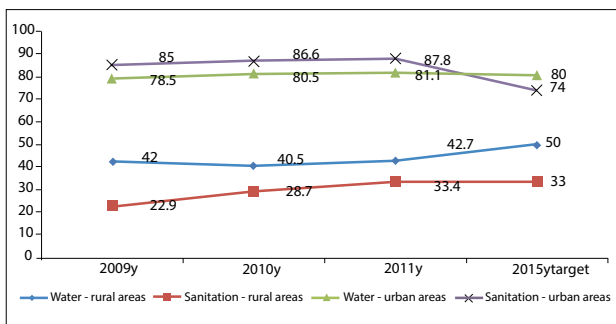


Primary school students taking water from a water container in their classroom in Kandal province.

43 Numbers on rural water and sanitation seen from administrative data of Ministry of Rural Development is somewhat different from that seen in survey data (see table below). Reason: the methods are collection and definitions are different.

Percent Population Covered by Water and Sanitation seen from Administrative data of the Ministry of Rural Development				
Year	2009	2010	2011	2015 (Target)
Rural water supply	42.18	43.51	44.89	50.00
Rural sanitation	24.24	25.00	26.50	33.00

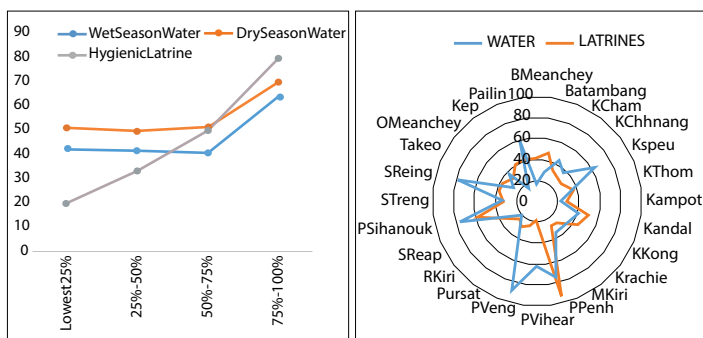
Figure 2.31: Trends in People Using Safe Water (%) and Hygienic Latrines (%) by Rural / Urban Areas, 2009-2011



Source: CSES

Looking at access to safe water, MPCE group-wise, there appears to be a relatively small gap in access to safe drinking water across the first three MPCE brackets. A large jump is seen between the rest and the top 25 percent MPCE bracket. However, the same cannot be said for hygienic latrines: there is a distinct gradation as the MPCE brackets rise (Figure 2.32a). Finally, there are large variations in access to safe water and sanitation across provinces: the CoV for access to safe water is about 42 percent, and to latrines, 40 percent (Figure 2.32b). The lagging provinces require priority targeting.

Figure 2.32 (a&b): Access to Safe Water and Hygienic Latrines, by MPCE groups and Provinces, respectively, 2011



Source: CSES for 2.33a and CDB for 2.33b

## COOKING FUEL

Firewood and/or charcoal, the traditional sources of cooking fuel, are now deemed ecologically harmful in view of the emerging threats of global warming. Even efficient woodstoves are quite wasteful in burning fuel. Additionally, smoke can be harmful to eyes and respiratory systems of those

who cook. The process of making charcoal burns out part of the carbon uselessly, resulting in an avoidable contribution to greenhouse gases.

According to the CDHS of 2010, there were some 84 percent of households dependent on firewood for cooking in 2005, which came down to 79.5 percent, according to the 2010 CDHS. The population censuses of 1998 and 2008 suggest that domestic firewood dependency decreased from 90.4 percent of households to 83.6 percent over the said decade. CSES puts forth a figure of 85 percent for 2011. If charcoal is included in firewood consumption, the figure rises to exceed 90 percent. Each of these figures far exceeds the CMDG requirement of reaching 52 percent by 2015. This target is unlikely to be met.

In the short-term, the main strategy to address firewood consumption is promotion of commercially affordable and efficient cook stoves. One million improved cook stoves have been distributed since 2003, saving an estimated 5,000 ha of forest over the same period. In the longer term, the RGC is pursuing a strategy of rural electrification, supplemented by various small-scale renewable energy schemes, such as the use of bio-fuels. Planting fast-growing trees for firewood is also on the agenda.



Farmers in Kampong Chhange using fuel wood to process palm sugar. A UNDP project is encouraging the farmers to use a new cook stove that consume less fuel wood.

## TENURE SECURITY FOR LAND

The RGC, through the Ministry of Land Management and Urban Construction (MLMUC), gave out 2,257,151 land titles through systematic land titling (estimate until early 2013). Another 603,332 titles were given out through sporadic land titling. The total titles given out were 2,860,453. The rate of farmland registration, measured by the percentage of total plots registered per year, rose secularly from 22 percent in 2009 to 24 percent in 2010, and 28 percent in 2011. The aim is to reach 43 percent by 2015 (which has been scaled down from an earlier target of 65 percent). To achieve this, progress must quicken significantly.

The registration of indigenous people's community lands is complete in three target pilot areas: Andong Kraling village, Orang Ov district in Mondolkiri; and Ochum district and Konmom district, in Rattanakiri. To strengthen capacity for implementing both systematic and sporadic titling, MLMUC has conducted training courses for its officials.

## TASKS COMPLETED AND TASKS AHEAD

- ❖ For reasons more historical than otherwise, Cambodia's precious natural resources have come under threat, and while the Government is attempting to stem the tide, the process is expected to be slow and arduous.
- ❖ Preserving forests, water and the environment are central to sustainable development. Key impediments are limited demarcation of land, limited physical and human resources, and limited access to modern technologies.
- ❖ Economic concessions are becoming more of a problem, rather than being a solution in the development process. They tend to over-use forest resources, are not mindful of local people's livelihoods, and part of their activities are adversely affecting the local ecology – water, soil, trees. There is a need for closer M&E of their activities. At the same time, the interests and rights of indigenous peoples and other forest-dependent communities must be preserved.
- ❖ On potable water and sanitation, there is a need to go beyond the presently set modest targets, especially in rural areas. There is a need to bridge the gap between the poor and non-poor, as well as between provinces.
- ❖ Achieving the 2015 target of reducing the proportion of households using firewood to 52 percent appears unlikely. Even making some headway will require much more focused attention and an energetic campaign.
- ❖ Land-titling, especially of farm lands, requires acceleration.

In short, this CMDG is among the more challenging ones to achieve.



## CMDG 8: FORGE A GLOBAL PARTNERSHIP FOR DEVELOPMENT

There are no defined quantitative targets for this goal; however, at least four objectives could be identified:

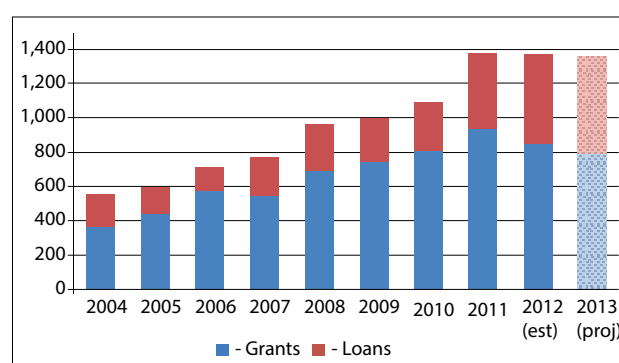
1. Raise and effectively use resources received under international assistance programmes, and coordinate and harmonize the assistance;
2. Maintain economic openness;
3. Forge partnerships;
4. Cooperate with the private sector to seek maximum benefits from new technologies, especially information technologies.

## AID RECEIPTS, COORDINATION AND HARMONIZATION

The RGC has succeeded in mobilizing resources through development cooperation to support socio-economic development from external resources, which have exceeded \$1 billion annually since 2008. Development cooperation assistance has constituted some 8-9 percent of GDP in recent years, which has helped the country attain high economic growth, reduce poverty and make strides towards achieving the CMDGs. External support has also helped create a positive environment for public and private investment in infrastructure, the garment industry, agriculture, construction, and tourism sectors. The RGC is now well-positioned to promote and sustain high rates of economic growth in the coming years, graduate Cambodia to middle-income status, and engage in and benefit from regional and global integration initiatives.

The grant share of the support actually rose from 66 percent of all disbursements in 2004 to 75 percent in 2010, but thereafter the balance shifted in favour of loans. However, the grant component is still significantly higher than the loan component. Nevertheless, with an increasing share of loans in future, the country will need to be judicious in the use of funds, as they must be paid back (Figure 2.33).

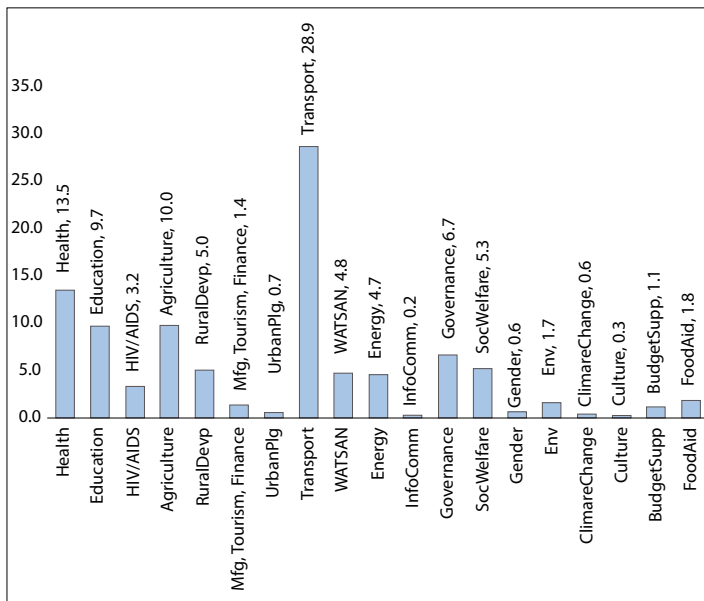
Figure 2.33: Trends in development assistance: Loans, grants and total (US\$ million)



Source: CDC



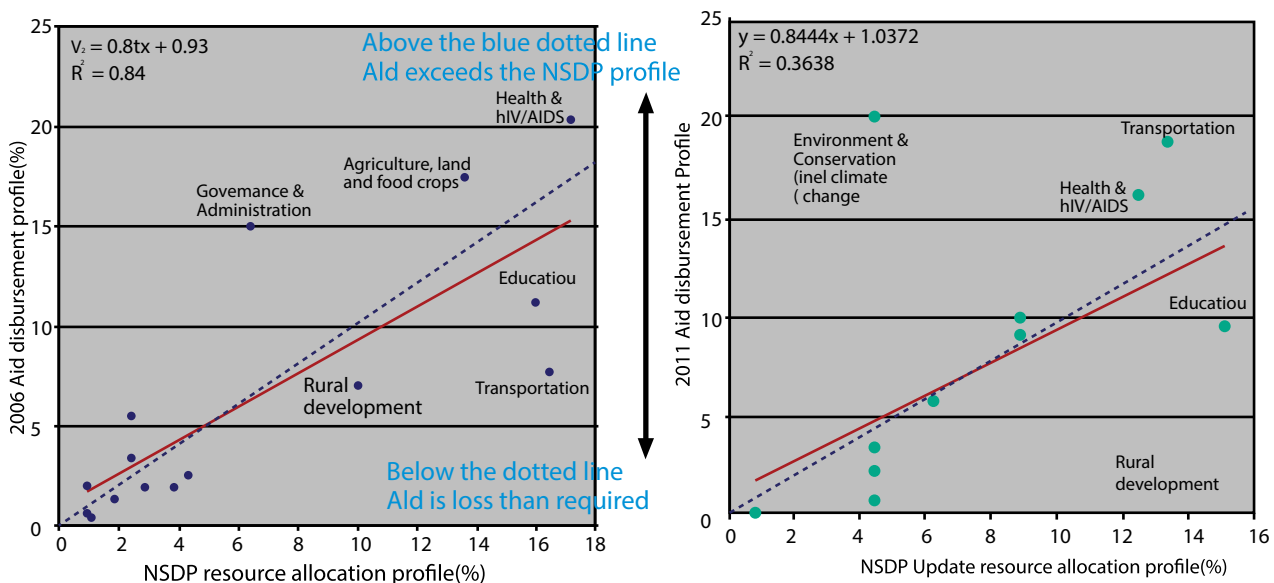
Figure 2.34: Disbursement of Official Development Assistance Funds by Sector (%), 2013 (Est.)



Source: CDC

The majority of the assistance was allocated to health, education, transport, governance and transport sectors, followed by education, rural development and agriculture (Figure 2.34). It is not surprising that health indicators and poverty ratios have shown good results in recent years. There could also be a claim that social sector investments can leverage economic growth.

Figure 2.35: Alignment of development cooperation with NSDP, 2006 and 2011



Source: CDC

## THE PARTNERSHIP PROCESS – COORDINATION AND HARMONIZATION

There are three components of partnership between Cambodia and its development partners:

1. A government-to-government partnership;
2. Private sector partnership;
3. Non-government organizations (NGO) and civil society partnership.

Cambodia has established several levels of partnership and has set up forums to make them functional. Some examples:

1. Cambodia Development Cooperation Forum (CDCF);
2. Government-Development Partner Coordination Cooperation Committee (GDCC);
3. Technical Working Groups (TWGs) – there are 18 to 19 of them, covering different areas;
4. Bilateral RGC-Development Partnership Consultations;
5. Government-NGO Consultation Meetings.

The RGC has made good progress in enhancing effectiveness and efficiency in using development cooperation resources. Cambodia adheres to requirements in regard to implementing the commitments on aid effectiveness agreed globally at the Paris Declaration on Aid Effectiveness, 2005, and reaffirmed at the Accra Agenda for Action, 2008. Transparency in the flow and use of development cooperation resources has been improved, and the national information system, the Cambodia ODA Database, is regularly updated. Harmonization of support from development partners has been greatly enhanced with the introduction and implementation of tools such as Program-Based Approaches, Annual Operational Plans, Budget Strategic Plans and the on-going progress in the Public Financial Management Reform Programme.

A results framework has been integrated into the National Strategic Development Plan and will be further improved to serve as a national comprehensive monitoring framework for development results. The development resources, in principle, are expected to be allocated to support national priorities as laid down in the Rectangular Strategy and the National Strategic Development Plans (which provide a policy framework for aligning resources with national development), although the process is not as smooth as it should be – this needs improvement (Figure 2.35).

A review of achievements, challenges and opportunities demonstrates that the national and global development context now requires greater emphasis on achieving development results and adopting approaches that support planning, partnership and monitoring. For the development effectiveness approach to be meaningful, however, activities to strengthen partnerships, achieve results and develop sustainable capacities must be linked to national planning, budgeting and monitoring frameworks. ODA-supported efforts must become more closely integrated with the Government's reform programmes to build effective institutions. A results-framework for monitoring should be established at national and sector levels to promote and guide effective development partnerships, toward attaining national development goals.

## PARTNERSHIPS IN DEVELOPMENT

Cambodia has been integrated into the world economy since the present constitution was drawn up in 1993. The country became a member of the World Trade Organization (WTO) in 2004, which gave it the Most Favoured Nation (MFN) status for its exports. It benefits from the "Everything but Arms (EBA) Initiative" of the EU's Generalized System of Preferences (GSP). Cambodia has been participating in other regional, sub-regional and global cooperation initiatives such as the Mekong-Japan Cooperation, Lower-Mekong Countries-United States Cooperation, Greater Mekong Sub-regional Cooperation (GMS), Asia-Europe Meeting (ASEM), Francophone International Organization, Ayeyawady Chao Phraya-Mekong Economic Cooperation Strategy, and the Non-Aligned Movement, to name a few. Strong bilateral relationships have been established with Vietnam, Thailand, Lao PDR, South Korea, China, Japan, EU and the US. The country is marching toward a free trade regime and full integration with ASEAN by 2015.

Cambodia's trade, however, is more with Europe than with ASEAN. This is because this region, unlike the European Union (EU), has many countries making the same products – garments, raw and processed agro-based produce, wood products, simple assembly of mechanical or electrical products, etc. Even the earliest ASEAN members (e.g. Malaysia, Thailand, Indonesia, the Philippines), which are technologically

and economically more advanced than the CLMV,<sup>44</sup> make and market many of the same products as Cambodia. All this keeps intra-ASEAN trade relatively low. However, foreign investment from some neighbouring countries is flowing in.

**Note:** Cambodia cannot be compared with other countries in economic integration on many counts. For example, its stock market has just been inaugurated, and its stocks cannot be traded in international markets for several years, until the time when local companies and markets become more mature. The currency situation is similar.

## ECONOMIC OPENNESS

At the time of the Paris Peace Accord of 1991, Cambodia was a small, closed, war-torn, low-income economy, with virtually all institutions of economic management and governance seriously eroded. What stayed was an institutional mechanism for economic management and a resource allocation strategy through central 'command and control'. After the general elections in 1993, the economy opened up: the currency was floated; a free trade regime was established (without adequate regulations); the private sector was permitted to operate in all sectors; and many foreign investors came in.

Two decades later, Cambodia is still small, but is an open, exported-oriented economy, with a high growth rate in GDP and a floating exchange rate. It has more regulation on the inflow and outflow of capital, goods and money, despite the economy remaining open.

Two indicators to measure economic openness are:

1. The importance of trade – the proportion of imports plus exports (two-way trade) to GDP;
2. The extent of foreign investment inflow – i.e. trends in foreign investment.



Students holding hands while riding bicycle on their way back home from school.

44 Acronym refers to Cambodia, Laos, Myanmar and Vietnam

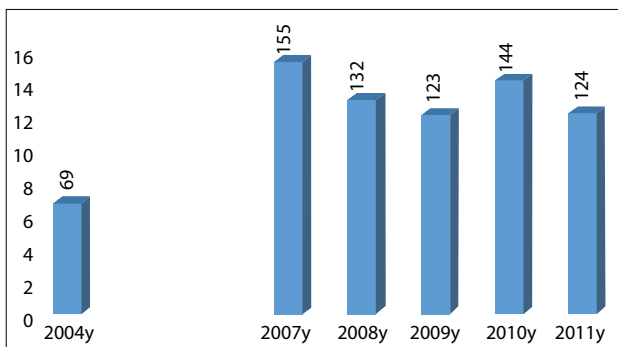
Table 2.9: Trade to GDP Ratio (% of GDP)				
	2008	2009	2010	2011
Exports of goods (% of GDP)	33.8	28.8	33.4	36.8
Imports of goods (% of GDP)	49.1	43.2	47.0	47.7
(Export+Import)X100/GDP (2-way trade)	82.9	71.0	80.4	84.5%

Source: MEF, MOP, and NBC

The last row of Table 2.9 suggests that the international interface of the Cambodian economy—measured by a proxy indicator ‘two-way trade’—exceeded 80 percent of GDP in all years other than 2009, a bad year for trade. The global economic crisis was responsible for a reduction in both exports and imports in 2009, in an otherwise fairly open economy.

As Figure 2.38 suggests, foreign direct investment (FDI) as a proportion of GDP rose until 2007, falling sharply in 2009, but then rose again in 2010. It tapered off in 2011. These data suggest that it is the global meltdown and consequent turmoil in the international markets that are affecting capital inflows. It is not a reflection of the economy becoming less open.

Figure 2.37: Foreign Direct Investments in Cambodia (% of GDP)



Source: MEF, MOP, and NBC



Young Cambodians discuss during a national consultation workshop in Phnom Penh.

## BENEFITS OF NEW TECHNOLOGIES – CONNECTIVITY

Some 83 to 85 percent of Cambodians have access to informative, educational and entertainment programmes on TV, radio, newspapers, and other media. However, as the target is to reach 95 percent of the population by 2013 (there is no target set for 2015), some extra effort will be required to cover that proportion of the population, even by 2015.

Sixteen provinces have set up broadcasting stations, facilitating localization of information. The different topics covered in the broadcasts are rights, laws, community, and women and children.



A man using his mobile phone to communicate on his way back home from rice field.

Table 2.10: Progress on Spread of Information				
		2009	2010	2011
% Population having access to TV and Radio	% population	74	77	80

Source: Ministry of Information



Representatives from government, private sector, NGOs and UN agencies having a meeting about post 2015 Private Sector Dialogue in Phnom Penh.

The RGC, in partnership with the private sector where possible, is attempting to expand and deepen media coverage through technological up-grades, building more broadcasting stations in provinces, involving the D&D governance framework in Information Communications Technology (ICT), improving human capacities, gender mainstreaming, institutional-capacity building, and encouraging compliance with the Press Law.

In the telephony sector, there is adequate fixed-line and/or mobile coverage in Phnom Penh and other provincial cities. Mobile-cellular phone systems are widely used in urban areas to bypass the shortcomings in the fixed-line network, and their coverage is now rapidly expanding in rural areas. In 2011, there were 14.3 million connections combined for fixed and mobile, resulting in 93.1 connections per 100 persons. These far exceed the 2013 target of 11 million. In the first quarter of 2011, an estimated 850,000 persons used the Internet. This number suggests that the country has exceeded the target of 620,000 for 2013 (no target set for 2015).

## TASKS COMPLETED AND TASKS AHEAD

- ❖ Cambodia has received increasing assistance in the last five to six years, from diverse sources.
- ❖ It has set up institutions and processes to follow up on the Paris Declaration and the Accra Declaration, which have shown maturity over time.
- ❖ Cambodia is an open economy, having become a member of the WTO in 2004. Being a WTO member requires it to be open, a condition it has not violated so far.
- ❖ The success of mobile telephony has transformed the connectivity scene.
- ❖ There are multiple challenges that the country will face which accompany integration with ASEAN in 2015. Some of these might affect industry and employment, and some budget revenues. Cambodia must prepare itself to stand up to these if it is to emerge a winner.



Young Cambodians using mobile phone to spread awareness message during the International Women's Day.



**CMDG 9: DEMINING, REMOVING EXPLOSIVE REMNANTS OF WAR (ERW) AND VICTIM ASSISTANCE**

Cambodia is a mine/ERW-affected country. The RGC maintains that cleaning up these areas is a priority, and included an extra CMDG, Goal 9, in the list of CMDGs. There are, however, no firm targets or indicators set for this CMDG, as the size of the problem is not known. The RGC—with support from the international community—has made significant efforts over the past 20 years to eradicate landmines/ERWs. Between 2009 and 2012, the Cambodian Mine Action Authority, with support from mine action stakeholders, implemented a Baseline Survey (BLS) in the 124 landmine/ERW contaminated districts.

**BOX 2.12: MINES AND ERW AFFECT MORE THAN LIVES AND INCOMES**

Despite hostilities ceasing more than a decade ago, people on or in the vicinity of formerly mine-affected areas still feel insecure. The impact of landmines is not simply physical; it is also psychological. For example, people's worldview is to live just for today: they do not plan to construct a proper house, and do not care about safe water, education for their children, and so on.

Those living in the vicinity of mine-contaminated areas or on areas that have been cleared of mines, still fear that there are many anti-tank mines buried on their lands. Their fears are not totally unfounded: there are instances when, for tactical reasons, some lands are not cleared of mines in the first lot, but people are unwilling to wait for clearing as they have to earn a living. There was an accident here in 2010, in which 13 people died and one was seriously injured.

People began farming these fields back in 1997, using simple traditional farming methods which do not require digging the soil deep, fearing that they would touch and explode the mines or ERW buried below. This method of farming does not provide much in terms of yield rates and their incomes are low.

These farmers do not venture out into other occupations, and they are unable to find land for cultivation elsewhere; hence, the despondency.

Source: Field interviews in Battambang

Between 2009 and 2012, mine clearance operators cleared and released 40,529 hectares of contaminated land for productive use: agriculture, resettlement and infrastructure development (schools, health centres, roads and irrigation systems). Casualties have reduced. The land clearance progress from 2009 to 2011 included land cleared outside of baseline survey (BLS) polygons. Clearance in 2012 excluded land cleared outside BLS polygons.

Cambodia is also participating in UN missions on demining; it sent 278 demining personnel to Sudan and Lebanon between 2010 and 2012. It shared its experiences in mine action with other countries affected by landmines and ERW.

Table 2.11 indicates the achievements in terms of casualty reduction and clearance/release of contaminated land between 2009 and 2012.



Repairing a bicycle in his small repair shop. He was a soldier until 1987 when he lost a leg when he stepped over a land mine.

Table 2.11: Status of Mine and ERW Clearance

Indicator	Unit	Target/ result	2009	2010	2011	2012
Number of casualties caused by landmines and ERW (killed and injured)	Person	Target	244*	240*	220*	200*
		Result	244	286	211	186
Landmine and ERW contaminated land cleared/released	Ha	Target	5,268*	5,374*	5,481*	5,591*
		Result	6,136	11,950	14,150	8,293

Source: CMAA

## TASKS COMPLETED AND TASKS AHEAD

- ❖ By the end of 2012, the Baseline Survey was completed in the majority of Cambodia's provinces where known landmine contamination was previously reported. About 191,482 hectares of landmine and ERW contaminated land remain to be cleared.
- ❖ Large areas contaminated by ERW remain to be surveyed systematically in the coming years.
- ❖ People living in the vicinity of mine-cleared areas still live in fear of mines exploding. Occasional accidents have fuelled this fear. Their 'resignation' in life must be understood, and means to counsel them out of their state of despair must be available.
- ❖ Mine action in Cambodia relies on financial support from the national budget and development partners. The RGC is concerned by the decrease in funding since 2011, caused by the global financial crisis. It has thus made resource mobilization a top priority for the mine action sector.



Cambodian farmer Thong Yeuy picking pineapple she grows on the land behind her house that used to be littered with land mines.



Cambodian farmer Prak Chrin, front, planting green bean seeds on her new land recently cleared of land mines in Samlot district, Battambang province.

## SUMMING UP: A SNAPSHOT OF PROGRESS IN CMDGS

### CMDG1: ERADICATING EXTREME POVERTY AND HUNGER

Significant progress has been made in reducing consumption poverty and food poverty. However, spatial disparities remain. There is slow progress in improving child nutrition levels. Child labour is still higher than the target.

Assessment: Poverty reduction targets are met, although child malnutrition remains a challenge

### CMDG2: ACHIEVING UNIVERSAL LITERACY AND BASIC EDUCATION

Good progress in primary school. The challenge lies beyond this level. Human capital needs of the society remain to be met.

Assessment: Primary school targets likely to be met, but not beyond that

### CMDG3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

While a lot has been achieved in gender parity, there are some gaps in (higher) education and public representation. Of particular concern is women's representation in public office.

Assessment: Many targets were met and good progress was made on others. Some targets are unlikely to be met as the next elections are well after 2015

### CMDG4: REDUCING CHILD MORTALITY

Infant Mortality Rate (IMR) and U5 Mortality Rate (U5MR) reduced significantly. Spatial and income-specific gaps remain.

Assessment: Targets met at aggregate country level.

### CMDG5: IMPROVING MATERNAL HEALTH

MMR seems to have reduced significantly. Antenatal care etc. has spread widely. Spatial and income-specific gaps remain on some indicators.

Assessment: Appears to have been met but need to exercise caution

### CMDG6: COMBATING HIV/AIDS, MALARIA AND OTHER DISEASES

Identified communicable diseases and HIV/AIDS are mostly under control.

Assessment: Could be met with some effort

### CMDG7: ENSURING ENVIRONMENTAL SUSTAINABILITY

Environmental issues need to address reforestation, preserving fresh water sources, improving livelihoods of people dependent on natural resources, and governance of forests. Of specific concern is the non-availability of potable water and hygienic sanitation for rural people, though (modest) targets have been met.

Assessment: Difficult on many important indicators, especially forestry.

### CMDG8: FORGING A GLOBAL PARTNERSHIP FOR DEVELOPMENT

The Government has maintained healthy partnerships. This momentum must be kept up, given that there will be fewer concessional in-flows in the form of grants, and more as loans. Aid alignment remains a challenge.

Assessment: Likely to be met but there is uncertainty due to the global crisis and uncertainty about ASEAN integration

### CMDG9: DE-MINING, REMOVING EXPLOSIVE REMNANTS OF WAR, AND VICTIM ASSISTANCE

Large areas have been cleared of mines and ERWs, but people are still dying due to mine explosions. Resource shortage is an impediment.

Assessment: Difficult task due to resource constraints and the size of the problem



CMAC deminers searching for buried landmines or UXOs in the field in Banteay Meanchey province.



# MOVING AHEAD: 2015 AND BEYOND

## INTRODUCTION

Cambodia has achieved rapid economic growth in the past 10 to 15 years and has made significant progress in reducing abject/food poverty. Governance too has improved, and the Government is able to respond to crises like natural disasters more effectively. However, there are gaps and vulnerabilities that require attention in the years to come. Among the outstanding concerns are (low) living standards of the people, albeit that many have crossed the 'poverty line', inter-provincial/intra-provincial disparities, and inequalities on many other counts. In the context of the CMDGs, the remaining tasks are mainly in the areas of child nutrition, lower secondary education, environment and demining. Seen in a long-term development perspective, the task might be much larger than it appears. Ensuring rapid, sustainable and inclusive growth is central to more people (especially youth) getting remunerative and decent jobs, thereby ensuring a greater distribution of gains among the larger populace. Improving human capital for climbing to the next stage of industrialization and competitiveness in ASEAN is paramount, while the Government's 'industrial development policy' needs to be rolled out quickly so that the human capital created is put to productive use, ensuring maximum retention of value added within the country. Agricultural modernization through

irrigation expansion, market and information development, extension services and use of modern High Yielding Variety (HYV) technologies (including R&D) are other priorities. Other social priorities (education, health, social protection) and physical infrastructure (roads, electricity, others) require continuous development through at least the next 15 to 25 years.

## PROSPECTS FOR THE FUTURE

### Proposals and voices

Consultations organized under the aegis of the UN, discussions under the MoP-UNDP partnership and deliberations within the Government have identified some important directions the Cambodian economy and society should be taking to promote sustainable development and better human wellbeing. These are presented here, in sequence.

**Global/Regional proposals:** There is a near-complete agreement that the unfinished agenda in the MDGs, as a part of furthering human development, needs to take forward. There is need to establish some common goals that countries could follow for the betterment of humankind. Good governance, peace and security are necessary pre-conditions for sustaining development efforts. Poverty and inequality continue to be scourges and a fight against these is paramount in a



Children studying in a community primary school in Kratie province.

sustainable development framework. Further empowerment of women, in all spheres of life (public and private), needs to be pursued. Climate change and the environment is a priority for saving our common heritage. These proposals have emanated from a high-powered group set up by the Secretary General, UN, although this is not the only one. The proposals are put forth in the form of 12 goals, which can be seen in Table 3.1.

**Cambodian voices:** The Cambodia UN Resident Coordinator's Office has conducted consultations with civil society, youth, climate-change actors and the urban and rural private sector through plenary discussions, focus group discussions, round table meetings and multi-media campaigns. The main messages obtained from more than 20,000 people and groups in terms of priority are to enhance education and employment, improve health, save the environment and raise economic growth. An encapsulated form of these too can be seen in Table 3.1.

### Government policies

The government's main policies, will officially emerge after the new Government is formed later this year. However, early indications suggest that the principal emphasis will continue to be on achieving economic growth targets ( $\geq 7$  percent/year), reducing poverty ( $\geq 1$  percent/year) and achieving other CMDGs, creating more jobs and strengthening institutional capacities. These too are placed in Table 3.1.



Venerable Bun Saluth walking in his Monk Community Forest in Oddar Meanchey province.



Members of a coastal community planting mangroves in an effort to conserve the coastal forest in Koh Kong province.

Table 3.1: Key issues and proposals for the future, seen from four entry points	
Post-2015 Goals (UN – global): The future that we want	UN Country office, Cambodia: National consultations
<p>G1: End poverty</p> <p>G2: Empower girls and women and achieve gender equality</p> <p>G3: Provide quality education and lifelong learning</p> <p>G4: Ensure healthy lives</p> <p>G5: Ensure food security and good nutrition</p> <p>G6: Achieve universal access to water and sanitation</p> <p>G7: Secure sustainable energy</p> <p>G8: Create jobs, sustainable livelihoods, and equitable growth</p> <p>G9: Manage natural resource assets sustainably</p> <p>G10: Ensure good governance and effective institutions</p> <p>G11: Ensure stable and peaceful societies</p> <p>G12: Create a global enabling environment and catalyze long-term finance</p>	<p><b>1. Youth wanted:</b></p> <p>Education; Employment; Economy; Environment; Health; Good governance; Social stability and security; Gender balance and participation; Access to internet/connectivity</p> <p><b>2. Climate change actors wanted:</b></p> <p>Access to knowledge; Information; Education; Capital; Water supply; Energy</p> <p><b>3. Rural-Urban Private Sector wanted:</b></p> <p>Working conditions; Employment; Good governance; Access to education, information, knowledge, technology; Finance; Stable energy supply; Good governance; Gender equality</p> <p><b>4. Civil Society wanted:</b></p> <p>Inclusive economic development; Governance and inclusive partnership; Action on climate change and environmental degradation; Human rights and development; Human development and social inclusion; Population dynamic</p> <p>Key: Education, Employment, Health, Environment, Economic Growth</p>
Cambodian government strategies	NSDP/CMDG 2013 status
<p>1. Achieving economic growth (<math>\geq 7\%</math>/year), reducing poverty (<math>\geq 1\%</math>/year) and achieving other CMDGs, creating more jobs and strengthening institutional capacities.</p> <p>2. Improving human resources through education and technology training and developing scientific and technological prowess, ensuring competitiveness for integrating into the regional labour market.</p> <p>3. Investing in transport and other infrastructure and improving trade facilitation aimed at developing a vibrant logistics system to facilitate better connectivity and urbanization.</p> <p>4. Improving value added in agriculture (paddy, rubber, other crops) through crop modernization/commercialization, and crop-processing; promoting livestock production and aquaculture.</p> <p>5. Strengthening institutional capacities and governance through continuing with legal and judicial reforms, continuing to promote decentralization and de-concentration, continuing public financial management reform, and attracting domestic and foreign investments through a variety of means.</p>	<p>1. Poverty, inequality, child nutrition, food security</p> <p>2. Inter-provincial variations on all indicators</p> <p>3. Lower-secondary and higher level schooling</p> <p>4. Human capital</p> <p>5. Technology acquisition, technical training</p> <p>6. Forestation, environment, natural resources</p> <p>7. Water and sanitation</p> <p>8. Demining</p> <p>9. Rapid, inclusive and diversified growth</p> <p>10. Promoting 'self-help' youth groups with international assistance for business initiatives in green energy, environmental protection, agriculture, health, others</p> <p>11. Labour-intensive industrialization</p> <p>12. Urbanization and migration</p> <p>13. Infrastructure</p> <p>14. Better coordination between ministries and sub-national levels</p> <p>15. Better M&amp;E and data generation</p> <p>16. Gender, indigenous people</p>

## KEY DRIVERS AND BOTTLENECKS

The principal factors that emerge from these are that there is a need to pursue CMDGs to their logical conclusion and beyond, promote sustainable and inclusive growth, human capital (including health, education and social protection), employment, environment and natural resources, governance, poverty, inequality, nutrition, health, WATSAN, and global outlook. Identifying priorities, however, does not promise delivery. There are drivers, constraints and roadblocks, a list of which was drawn up in a group discussion with senior technical officials in the government. A snapshot of these in the context of CMDGs can be seen in Table 3.2. They would have impacts beyond CMDGs.



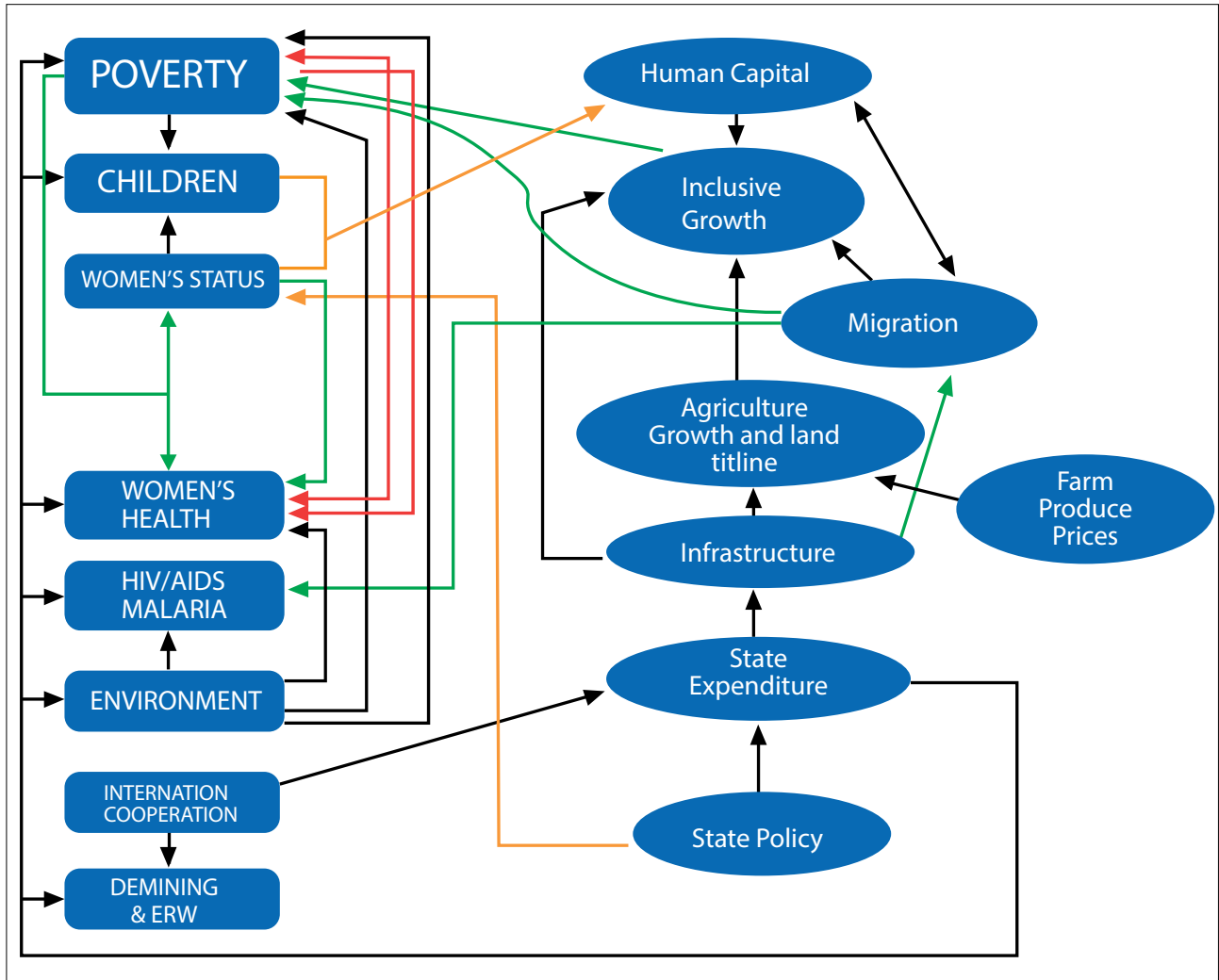
A Cambodian farmer driving a farm tractor in Battambang province.

Table 3.2 Drivers of Change and Bottlenecks: Factors influencing CMDGs	
CMDG	Drivers/Constraint Factors
Common Factors	Peace & stability, sustainable rapid growth, climate change, human capital, governance, water and sanitation, gender
CMDG1	Irrigation, expenditure on health, human capital and vocational training, information, transport, market, infrastructure, access to affordable finance, investment in social security, public service delivery/accountability, land title, mine/ERW, external environment
CMDG2	CMDG1, MDG3, MDG7 (WATSAN): number of schools and facilities, teaching quality, distances and transport, security and safety, informal expenses, child health and family planning, teacher capacity.
CMDG3	CMDG1, CMDG2, CMDG5, higher education, KAP, life-skills vocational training, capacities, dormitories in schools, legal provisions against violence, reservations at all levels in politics and administration for 15 years, promoting WDC and entrepreneurship.
CMDG4&5	CMDG1, CMDG7 (WATSAN), KAP, infrastructure and education, transport and communication, affordable health services, accessible secondary and tertiary health care, vaccination, ANC/PNC, family planning, health centres.
CMDG6	CMDG1, CMDG4 & 5, CMDG7 (WATSAN,) expanded equity fund, mosquito nets, safe sex promotion, human trafficking, access to information and education, follow-up for TB and Malaria, transport and communication, KAP, surveillance of pharmaceutical products.
CMDG7	CMDG1, education and awareness raising, modern renewable energy, government investment in WATSAN including O&M, illegal logging, cadastral exercises, economic land concession, village location
CMDG8	Aid effectiveness, emerging DPs - China, Korea, etc., transparency and CSO participation, slow reform, DP priorities, global economic downturn
CMDG9	Skills and technologies, resources, DP priorities, education and awareness.

The analysis also suggests that the CMDGs are intertwined: there is a great deal of dependence between one and another. Thus, if one set of activities is pushed forth, synergies are

established to achieve other CMDGs. Unfortunately, the reverse also holds, therefore, it is critical not to neglect those CMDGs which have multiple links with others. An illustration of their dependence can be seen in Figure 3.1.

Figure 3.1: CMDGs are dependent on each other and on external development movers



The Framework being developed here, referred to as the Acceleration Framework (AF), puts forth recommendations in seven priority areas to accelerate the progress of the CMDGs and other human development goals. This is because the CMDGs are goals and not sectors, and it is the sectors and their respective ministries/departments that formulate and implement development programmes. In some cases, a single ministry implements more than one goal, while in others a single goal is the joint responsibility of more than one authority: for example, reproductive health (Goal 5), disease control (Goal 6) and child health (Goal 4) are to a large extent the responsibility of MoH, while Goal 1 is jointly carried out

by MAFF, MoEYS, MLMUPC and MoH, among others. Keeping this in mind, a comprehensive, broad-based approach is needed, aimed at addressing multiple issues, enabling the country to reach out to economically disadvantaged and remote communities, to enable them to participate in taking the development agenda forward. The AF explores such diverse approaches as building human capital, implementing conditional food and cash transfers, launching innovative employment schemes, and promoting public-private partnerships for infrastructure, social marketing and service delivery. There is also a strong focus on attending to some of the preconditions for development, such as reaching out

in underserved locations with basic infrastructure, including (rural) roads and electrification. There is strong emphasis on sustainability, and to this end, all the proposed approaches keep the budget and the Public Financial Management Reform in the foreground, in addition to people's participation and ownership.

The recommendations are based on the assumption that the RGC, with support of its development partners, will continue to move forward on implementing sector strategies and undertaking structural reforms to ease systemic constraints that hinder promoting inclusive growth and CMDG achievement.

## 1. 'HUMAN-DEVELOPMENT-FRIENDLY' INDUSTRIALIZATION, AGRICULTURAL DEVELOPMENT AND INFRASTRUCTURE FOR MDG ACHIEVEMENT

Following from Chapter 2 and other analyses, the key findings regarding poverty and growth are:

- a) The Cambodian economy grew in double digits during 2004-2007 and there was a (lagged) trickle-down effect soon after, which triggered a reduction in poverty.
- b) The growth has helped reduce poverty via job-creation as it increased employment, for example, agriculture, garments, construction and tourism, are all labour-intensive. The rapid inter-sectoral transfer of workers in recent years supports this argument.
- c) In 2008, food prices rose globally, and as most Cambodian farmers are net food sellers, they gained by this price rise. There are very few net food buying farmers. The gain

was further enabled by improved infrastructure, and the so-called 'middlemen' who earlier benefitted most from such events have a diminished role now.<sup>45</sup> Social land concessions have helped here.

- d) Out-migration from villages has risen in recent years. Young people are moving from low productivity regions and options to higher productivity ones and this shift in location/work is helping raise wages/earnings and reduce poverty.<sup>46</sup>
- e) The falling trend in consumption inequality is an important reason for a reduction in the poverty rate.
- f) Gains in both education and health help to strengthen (a)-(e) above.

The following, therefore, emerge as possible key factors for sustaining job-creating growth:

- A. Developing human capital enhancement strategies – this entails dovetailing AFs 1, 2 and 3;
- B. Finalizing and implementing the SNEC's industrialization policy for promoting further employment generation in non-farm activities;
- C. Creating conditions for raising agricultural/rural productivity and rural dwellers' incomes;
- D. Creating capacity to generate sustainable grid-energy (where possible), constructing/repairing rural roads, and strengthening other infrastructure for rapid growth.
- E. Appreciating local realities and creating space for them in the policy framework.

Translated to practice, (A)-(E) should look somewhat like Figure 3.2, in a hierarchy of policy initiatives.



Cambodian farmer Lim Saveoun collecting paddy rice during the harvest in Takeo province.

45 Field studies conducted by CDRI some 10 years back showed that middlemen did take away a significant component of the profits from crops and fish.

46 These data could be seen in the APR-CMDG Report of 2012 and the Migration Report of 2012 that the Ministry of Planning has brought out

Figure 3.2: Plans, Policies, Strategies and Accelerators: Inclusive and sustainable growth to reduce poverty (AF1) Achieving CMDG1, CMDG2

Achieving CMDG1, CMDG2					
Targets		Increasing the number of job created	Adequate education and skills ensuring employability of people	Ensuring share of resources and access to key services toward more equity	
Accelerators	Investment in labour-intensive sectors (including trade)	Infrastructure development, including in remote rural areas (focus on energy, roads)	Literate, skilled and healthy workers	Good and predictable governance	Labour mobility and urbanization
Policies	Raising public budget revenues and allocation to priority sectors and rationalized expenditures	Raising Human capital and skills development	Increasing public investment in infrastructure	Pro-growth policies & setting up growth centres; Urbanization policies; Decentralization	Improving existing M&E national and sub national systems
Strategies	Expand lower secondary schools, higher education, TVE, target group programmes, WATSAN	Step-up electrification, communication, irrigation, rural roads, industrialization, finance, trade sector diversification and competitiveness	Accelerate functional assignment/ delegation of authority to sub-national governance institutions	Sp. Focus: Developing poverty/vulnerability sensitive strategies that are contextualized to geographic and territorial specificities	Strengthen database and social and economic data collection and interpretation, esp. at decentralized levels

## 2. SUSTAINABLE PRACTICES FOR IMPROVED FOOD SECURITY AND ENVIRONMENTAL SUSTAINABILITY

The vulnerable population is more than just the 19-20 percent enumerated under the poverty line. If the distribution of MPCE is any indicator, it suggests that at least 30 percent of households could face vulnerability to droughts, floods or other natural or human-made events. While essential, it might not be sufficient to just promote growth-oriented strategies mentioned in AF1. As seen in Chapter 2, most attainments are standard of living/wealth-sensitive, be they in education, health, WATSAN or others. There were wide inter-provincial variations, again calling for more targeted approaches. This is typically reflected in Siem Reap and Battambang, among the more prosperous provinces, where there is relatively high poverty due to many households engaging in fishing or forest foraging—they have little else—and these are low earning options. Thus, it is necessary to make the poor and vulnerable direct partners in development so that they become partners in the distribution of gains as well, rather than recipients of largesse. Additionally, there is an issue of malnourished children and anaemic women. They must be nursed back to health.

There are two elements of policy here: to empower the poor to become equal partners in development, and to exercise resource transfers for improving children’s and women’s health status. These are translated into four broad policies here:

- A. Providing productive resources to the rural poor through land distribution – social land concessions, especially in targeted provinces; improving and diversifying agricultural practices, especially crop-diversification (away from paddy), drought-resistant crops, fisheries (both inland and marine), livestock, again with emphasis on targeted provinces; promoting a ‘farming-systems’ approach;
- B. Helping rural people initiate (home-based) non-farm activities in food/agro-processing;
- C. Providing micro-nutrient inputs, especially to children and women, to minimize stunting and having underweight children, and reduce anaemia (children and women);
- D. Extending safe water and sanitation to the poor and those in remote areas.

Translated to practice, (A)-(D) should look somewhat like Figure 3.3, in a hierarchy of policy initiatives.

Figure 3.3: Policies, Strategies and Accelerators – Inclusive and sustainable growth to reduce poverty – Pro-Poor specific policy (AF2)

Goals served: CMDG1, CMDG5 and CMDG7						
Targets		Improving access and ownership of local resources by low income and poor so that poor can better participate to the development process			Poor receive fair share in the distribution of gains	
Accelerators	Social land concessions increase; More public resources allocated for pro-poor sectors, pro-poor outlook in policy		Farm extension services to improve yield rates; Options in off-season/off-farm jobs; sustainable and safe cross provinces or cross country labor migration options Farming-systems approach developed for year-round activity		WATSAN development; Widespread access to Nutrition	Accurate information base on the geography of resources and human geography
Policies	Step up cadastral exercises to determine how much surplus arable land (& other resources) exists		Enable provisioning of extension services to respond to current and future needs, incl. training of workers, provide O&M resources to farm extension centers		Location-specific activities in the off-farm sectors	Encourage investment in WATSAN and expenditure on nutrition
Strategies 1	Ensure secure land titling, distribute land and other assets to the target groups	Ensure provision of extension services, T&V-type demo, location-specific farming- systems approach, subsidized distribution of HYV seeds	Ensure loan access to farmers for farm inputs, simple equipment & private wells	Provide farmers' training in skills for farm and non-farm work	Promote food / agri-production options; develop business models for micro enterprises; initiate pilot schemes	Invest in WATSAN in remote areas; provide micro-nutrition supplements through health centres and schools
Strategies 2	Special emphasis accommodate the location specificities e.g. Ethnic minorities, type of crops traditionally cultivated, mined areas etc.			Special emphasis: Target the poor and women/ women-headed households		

### 3. HUMAN CAPITAL FOR HUMAN DEVELOPMENT WITH GENDER EQUITY

A very large number of children discontinue education after primary level. Chapter 2 further shows that in the age group 6 to 17 years, about a fifth of children are out of school. Among the reasons are non-availability of lower secondary schools, costs associated with schooling, demand for child workers (owing to low living standards), and (perhaps) a perception of low returns to schooling beyond the primary school level. Additionally, the quality of education requires improvement at all levels.

At a more general level, as Cambodia aims to graduate towards an industrial economy, one critical requirement is human capital. This implies going beyond primary or lower secondary levels toward technical skills – science, engineering, architecture, geology, others.

Among the policies that the Government could follow are:

- A. At a policy level, raising the proportion of state expenses on education beyond the present < 3 percent to ~ 4 percent in a phased manner.<sup>47</sup> This would provide some leverage to set priorities. In terms of priorities to expend these resources, many more lower-secondary schools (and higher level schools) are required. Additionally, there is a need to enforce truly free education: no hidden costs. Targeting lagging provinces and also giving out liberal scholarships to the deserving and needy are some priorities. Beyond primary/secondary levels, the need to strengthen higher and technical education for improving the quality of human capital should be underscored.
- B. Improving quality and efficiency of education – educating teachers, improving mathematics and analytical methods, others. Among the options is also to initiate National Accreditation Examinations to enforce quality.
- C. Ensuring equal access of girls and women to all levels of education.

Translated to practice, (A)-(C) should look somewhat like Figure 3.4, in a hierarchy of policy initiatives.

47 Both Korea and Malaysia spend over 5% of the GDP in education.



Figure 3.4: Policies, Strategies and Accelerators – Human capital for human development (AF3)					
Goals served: CMDG1, CMDG2 and CMDG3					
Targets	More Cambodians (incl. women) are technically skilled and find remunerative jobs at higher levels		Technologies get indigenized and Cambodian workforce have the capacity to understand and to utilize them		
Accelerators	Larger public investment in human resources		A clear human-power/skill policy with public-private partnership	Increasing demand from households for education through implementing AF 1 & 2 and direct advocacy	
Policies	A clear human-power/skill policy based on an assessment of the exact demand and need by type & region		Improve education quality, expand technical education, set up education streams based on (future) needs	Set up joint planning forums between MoL, MoEYS, MIME and MoP for planning for HRD; Seek private sector participation	
Strategies 1	Assess human capital demand by type & region based on demography and establish public institutions for raising; Set up lower secondary institutions as per demand; Try cluster schools, multi-grade schools; Set up more technical institutions at higher levels; Popularize non-formal institutions for youth literacy; Promote science-learning societies	Enhance O&M expenses of schools for making schools 'complete' (including water & toilets), so that children incur no costs until Grade 9	Engage employers and DPs for drawing up a comprehensive S&T and HRD Plan; Set up Model Schools (of excellence) – one in each province on pilot basis; A technical university (with external assistance); Examine setting up an institute for educational planning	Liberal scholarships to deserving and needy; School-feeding programmes; Special focus on girls	Training teachers – skills in math, analytical methods; Provide incentives to teachers; Improve Courses; Assessment
Strategies 2	Special emphasis: Each location has its advantages and nuances – follow them		Special emphasis: Target the poor, women and vulnerable children		

## CONSERVING NATURAL RESOURCES FOR SUSTAINABLE DEVELOPMENT AND LIVELIHOODS

Data in Chapter 2 sufficiently establish that the country faces deforestation, and periodic water shortages, floods and droughts. Goal 7 is off-track. Addressing the problem might not be easy, as the database on natural resources is not complete, and a large number of people have stakes in the forest, both poor and non-poor. It is essential that a multi-pronged approach is adopted to address the issue.

### Some options:

A. Mapping the forest and water resources on a real time basis at a disaggregated level; increasing vigilance of

forests – develop a full M&E system for forest surveillance, which should include flora and fauna; enforcing a moratorium on economic land concessions and regularly monitor the activities of the existing ones; promoting biodiversity in forestry.

- B. Seek options for improving skills and livelihoods of forest-dependent households in farming or non-farm activities.
- C. Promoting renewable fuels, especially bio-fuels through planting rapidly growing species, jatropha and others, establish micro-hydro plants (in remote areas).

Translated to practice, (A)-(C) should look somewhat like Figure 3.5, in a hierarchy of policy initiatives.

Figure 3.5: Plans, Policies, Strategies and Initiatives – Conserving Natural Resources for Sustainable Development and Livelihoods (AF4)

Goals served: CMDG7 and CMDG1					
Targets	Policy makers and people see advantages of conservation rather than extraction/logging; Larger number of people get incomes from non-forest/non-land-based sources			People depend less on natural resources and more on value created	
Accelerators	Forest dwellers get alternative livelihoods	No more logging or economic concessions; Cancel non-functional economic concessions			Strong government commitment backed by resources
Policies	Map the forest and water resources and develop systems to update data	Develop a strong forum to discuss livelihoods improvement for forest-dwellers and others in more sustainable and higher productivity options		Revisit land use policy and quicken cadastral exercises	Find alternative sources of fuel
Strategies 1	Enter into long-term impartial and independent contracts with companies to map forest and natural resources (incl. water, flora, fauna) (PPP); Develop capacities to do so in government	Develop strong M&E system for tracking progress in forestry; Monitor existing economic concessions	Identify sites and options for people to live/work in higher productivity/income propositions; Impart training and resources; Separate M&E for this	Bring in laws to ban economic concessions, logging and poaching	Grow renewable fuels; Grow jatropa; Look at micro-hydro options; Seek other non-grid options
Strategies 2	Special emphasis: Each location has its advantages and nuances – follow them				

## 5. WOMEN'S EQUAL PARTICIPATION AND EMPOWERMENT

There is higher gender equity in Cambodia compared to many other countries, but gaps remain. The gaps could be bridged without too many resources or institutional changes. Some options:

- A. Promoting/maintaining equity in education at all levels – especially secondary and higher levels. This can best be ensured through dovetailing this policy with AF 2.
- B. Promoting/maintaining gender equality in employment – especially wage employment (and reduce female ‘unpaid family workers’). This can best be achieved through public awareness and capacity-building, as stated in AFs 2&3 (dovetailing).

- C. Inducting more women in high quality self-employment
- D. Ensuring appropriate representation of women in government and public offices – this can best be achieved through administrative action.
- E. Reducing/minimizing domestic violence.

Translated to practice, (A)-(E) should look somewhat like Figure 3.6, in a hierarchy of policy initiatives.

Figure 3.6: Plans, Policies, Strategies and Initiatives – Women’s Equal Participation and Empowerment (AF5)

Goals served: CMDG3, CMDG2, CMDG1				
Targets	Laws and people’s attitudes enable gender equity		More women in the labour force holding decent jobs	
Accelerators	Education	Work		Opportunity
Policies	Ensuring greater participation of girls & women in education above primary education and in technical education	Labour policy is gender sensitive and promotes quality participation of women in labour force; Improve quality of self-employment for women	Policy to strive for greater women’s participation in public life	Gender violence is outlawed in practice and minimized
Strategies 1	Construct separate toilets for girls in school; Have separate counselling facilities; Hire more female teachers; Try other enabling approaches	Make women technically trained for jobs; Make rules at work places ‘women-friendly’; Further promote WDCs	Experiment with using a quota system for women in certain positions, both in politics and administration	Make laws more stringent and have better compliance; Raise awareness on CEDAW; Have more regular M&E
Strategies 2	Special emphasis: Each location has its advantages and nuances – follow them		Special emphasis: Target poor girls, poor women and vulnerable children	

## 6. IMPROVING THE REACH AND RAISING QUALITY OF MATERNAL AND CHILD HEALTH AND DISEASE CONTROL

Analysis from Chapter 2 suggests that many health indicators are linked to standards of living. If effective progress is made on AFs 1&2, many of the health-related factors could be addressed. [This, though, does not deny the importance of strengthening the supply side of health services]. With health services being both highly specialized and expensive, state intervention is imperative. The current State expense on health is <1.5 percent of GDP, while the ‘out-of-pocket’ expense is much higher. There is thus a case for raising the proportion of state resources for health, to say, 2 percent, in a phased manner. At the same time, a regional spread of the services would help. Some proposals:

- A. Improving and making more accessible, state/state-supported health services at a relatively small price (or for free);
- B. Bringing MNCH services closer to people in more remote areas (and vulnerable groups);
- C. Establishing micro-nutrient supplementing programmes for women and children;
- D. Effectively control at least three diseases: HIV/AIDS, malaria and tuberculosis.

Translated to practice, (A)-(D) should look somewhat like Figure 3.7, in a hierarchy of policy initiatives.

Figure 3.7: Plans, Policies, Strategies and Initiatives – Improvement in MNCH and Disease Control (AF6)

Goals served: CMDG4, CMDG5 and CMDG6, CMDG1

Targets	State resources for health exceed 2% of GDP		People’s knowledge, attitudes and practices change towards a ‘scientific temper’	People increasingly use/can use institutional health services when needed
Accelerators	Inexpensive health services in maximum locales		Access roads, transport & communication, improved livelihoods	Health education; General education; Improved incomes
Policies	Endow health centres with more equipment and better trained personnel; Expand secondary and tertiary health services; Provide more funds for Health Equity Fund	Intensify incentives for MNCH and family planning; Improve surveillance for pharmaceutical products; Promote safe-sex campaigns;	Train people to become health personnel & offer mid-career training; Conduct studies on KAP (in health)	Dovetail health programmes with others in education; Strengthen ID-Poor and vocational training
Strategies 1	Improve health provisioning infrastructure; Improve / expand Integrated Management of Child Illness; Improve outreach services for delivery of MNCH services; Increase the availability of secondary midwifery; Improve coverage and consistency of infant and young child feeding, maternal counselling for health and physical provision of nutrients; Improve surveillance and treatment for HIV, Malaria, TB		Expand medical education; Improve village health worker skills; Carry out information campaigns on better health – food, anti-tobacco; Promote clean water use	Improve food storage and WATSAN; Expand coverage of distributing micronutrient and protein supplements; Expand health insurance and equity fund coverage; Provide conditional cash and food transfers linked to MNCH
Strategies 2	Special emphasis: Each location has its advantages and nuances – follow them		Special emphasis: Target the poor, women, vulnerable children and indigenous peoples	

## 7. SAFE WATER SUPPLY AND IMPROVED SANITATION FOR RURAL AREAS

Safe water and sanitation (WATSAN) can help solve problems in livelihoods, health, education and other areas. Chapter 2 suggests that on aggregate, the proportion of the population accessing WATSAN is low; they might reach >80 percent population in urban areas, but in rural areas the proportions are <50 percent. There is a strong association between access to safe WATSAN and standards of living (as well as locales), suggesting the need for dovetailing this with AFs 1&2. A larger intervention could ensure success. The large inter-provincial variations need bridging. Some proposals:

- A. Increase investment in physical infrastructure for water and sanitation;
- B. Promote WASH<sup>48</sup> practices at household level, especially inexpensive options; promoting community-based water supply and sanitation initiatives in rural areas; promoting community-led total sanitation (CLTS); and providing training and awareness-raising campaigns for hygiene and WATSAN to all sections of society.

Translated to practice, (A)-(B) should look somewhat like Figure 3.8, in a hierarchy of policy initiatives.

48 WASH refers to water, sanitation and hygiene.

Figure 3.8: Plans, Policies, Strategies and Initiatives – Safe Water and Improved Sanitation, Especially in Rural Areas (AF7)

Goals served: CMDG7, CMDG1, CMDG4, CMDG5, CHDG6				
Targets	Larger resources allocated towards WATSAN		People better educated and informed on WATSAN	There is greater affordability for WATSAN
Accelerators	Electricity, infrastructure; Improved livelihoods		Maps of terrain to identify undulations and their directions; Groundwater surveys	People's KAP is based on scientific principles
Policies	Making a national roadmap for WATSAN by location – costs, technology, tariffs	Community education for village people on use and repairs of WATSAN facilities	Seek alternatives for remote locales and hilly terrain	Dovetail WATSAN with AFs 1, 2 & 6 programmes
Strategies 1	Increase spread of safe drinking water through piped water, stand posts; Construct simple sewage treatment plants especially for village clusters and large villages; Provide improved sanitation facilities in localized environments; Use cheaper and simpler ways to purify water – e.g. SODIS; Initiate technologies for improved sanitation in rural areas including locally designed latrines		Develop an M&E Framework to inform on activities of government agencies, DP & private provisioning; Seek PPP for WATSAN services	Launch pilot projects promoting community-based WATSAN initiatives; Promote WASH-Education in schools; Mobilization, education and social marketing for CLTS; Awareness raising on links between sanitation, hygiene and health; Training households on water treatment and storage; waste disposal
Strategies 2	Special emphasis: Each location has its advantages and nuances – follow them			

### NEED FOR ACTION AT LOCALIZED LEVELS AND ENSURING COORDINATION

Making comprehensive progress across the seven priority areas calls for an intensive effort to invigorate activities at both national and sub-national levels: provinces, districts, communes and villages. Experiences from earlier initiatives (in formulating plans and implementing them to meet CMDG and sectoral targets) at the local level within the D&D programme could be studied more carefully for scaling up successful initiatives. In this regard, building capacities at local levels (particularly the province, as lower levels would be unrealistic in the short/medium term, say five to seven years) is central to success. The hinterland areas could benefit from innovative, low-cost investment initiatives in health, food-production, education, access to clean water and essential infrastructure, and help in escaping poverty.

Implementation of the AFs could be coordinated and monitored through the existing coordination structures set up at the level of the centre, provincial governors, and district



People voting for development project in their community in Koh Kong province.

governors, with backstopping jointly done by the MoI and MoP. The M&E system (within the NSDP) could provide the necessary inputs with a shared intent of achieving AFs, identifying financial gaps, and delineating specific responsibilities.

The present M&E system of the NSDP will require radical restructuring by introducing a strong 'process-oriented' M&E system. The MoP should develop it in strategic partnership with the concerned ministries and the D&D Programme (located at MoI). The actions under the AFs can guide discussions between the Government and development partners to ensure that key priorities are adequately addressed.

## FINANCING AND RESOURCE MOBILIZATION

The quest to achieve the CMDGs and other goals in human development by 2015 and beyond is laudable, as it exhibits a commitment to social and human development targets irrespective of goal posts. However, it will require special efforts to mobilize funds, as many donors might 'switch-off' on MDGs once the year 2015 is reached. As for the quantity of funds required, a CMDG Costing Exercise has not been carried out in Cambodia. However, the MoP and other line ministries have a fairly good idea on how much these initiatives would cost. Public Investment Programmes already provide project-specific numbers on what it will take to meet these expenses. If there is a resource-constrained environment, prioritization must be made, with weight given to low cost/high impact interventions.



Cambodian farmer planting vegetable at her backyard in Siem Reap province.

## SUMMING UP

There are many challenges and options for the period beyond 2015. The first task however, is to complete all the incomplete targets of 2015 in a defined time horizon. At the same time, following clues from the international and national concerns discussed in the text, a set of new targets is required.

The most pressing problem is to tackle poverty and inequity. For this, some important measures are, strengthening human development (i.e. education, health, social protection) and human capital (skills), establishing good governance (and rule of law), setting up appropriate infrastructure, promoting value-added agriculture, and establishing conditions for the private sector to grow to the mutual advantage of all in the society – i.e. roll-out inclusive growth. Additionally, three other priorities are to combat climate change, to manage common resources (e.g. natural resources, water) and to further gender equality.

Development practice in Cambodia operates through five-year plans. The concerns should find a place in the plans, with details of programmes, finances and M&E structures. There is a need to strengthen the database of the Cambodian economy and society.



Cambodian farmer climbing up palm tree to collect palm juice in Kampong Speu province.

## Chapter 4

# CONCLUSION

This report—the fourth in the current series on annual CMDG reporting—initially briefly examines the progress made on key macroeconomic indicators and then makes an assessment of the progress made on Cambodia’s Millennium Development Goals. It presents progress at both national and sub-national levels and also examines the extent to which inequality mars progress in attaining human development goals. It presents the results of a ‘group-work’ exercise, which lays the foundation for evolving a (synoptic) Acceleration Framework for CMDGs and the way forward.



Right, and Bun Sreypai, 3, left, reading a book in Koh Kong province.

At the macroeconomic level, while the economy has achieved a 7+ percent growth rate in GDP in the last decade or more, economic activities are concentrated in a narrow band: garment manufacture, construction, tourism and agriculture. Here too, the activity level is ‘shallow’, resulting in small unit value addition. Much of the growth has emerged from a lateral expansion of activities. In the years to come, as Cambodia integrates into ASEAN, human capital, industrialization, infrastructure, private sector investment and such issues will come to assume increased importance. As most CMDG targets require the government to expend more resources on sectors and ministries that concern human development, economic growth and efficient management of public finances, rapid augmentation of public resources is pivotal to success.



Members of Boeung Kachhang community patrolling the Peam Krasop Wildlife Sanctuary to prevent illegal logging of the mangroves and harvesting of protected species of shells.

A report card on CMDGs is summed up in following table:

<p><b>CMDG1: ERADICATING EXTREME POVERTY AND HUNGER</b></p> <p>Significant progress made in reducing consumption poverty and food poverty to the extent that the target has been met. However, spatial disparities remain. There is slow progress in improving child nutrition levels. Child labour is higher than stated in the target.</p>
<p><b>CMDG2: ACHIEVING UNIVERSAL LITERACY AND BASIC EDUCATION</b></p> <p>Good progress in primary school and target likely to be met. The challenge lies beyond this level in to secondary levels and beyond. Human capital needs of the society remain to be met.</p>
<p><b>CMDG3: PROMOTING GENDER EQUALITY AND WOMEN EMPOWERMENT</b></p> <p>While a lot has been achieved in gender parity and most targets are likely to be met, there are some gaps in (higher) education and public representation. Of particular concern is women's representation in public office.</p>
<p><b>CMDG4: REDUCING CHILD MORTALITY</b></p> <p>IMR and U5MR reduced significantly and target met. Spatial and income-specific gaps remain.</p>
<p><b>CMDG5: IMPROVING MATERNAL HEALTH</b></p> <p>MMR seems to have reduced significantly and target likely to be met. Antenatal care etc. has spread widely and targets met. Spatial and income-specific gaps remain on some indicators.</p>
<p><b>CMDG6: COMBATING HIV/AIDS, MALARIA AND OTHER DISEASES</b></p> <p>Identified communicable diseases along with HIV/AIDS are mostly under control and targets likely to be met.</p>
<p><b>CMDG7: ENSURING ENVIRONMENTAL SUSTAINABILITY</b></p> <p>Environmental issues: need to address reforestation, preserving fresh water resources, improving livelihoods of people dependent on natural resources and governance of forests: Targets unmet. Of specific concern is the non-availability of potable water and hygienic sanitation for rural people, though (modest) targets have been met.</p>
<p><b>CMDG8: FORGING A GLOBAL PARTNERSHIP FOR DEVELOPMENT</b></p> <p>The government has been maintaining healthy partnerships. This momentum must be kept up, given that there will be fewer concessional in-flows in the form of grants, and more as loans. Aid alignment remains a challenge. There is uncertainty due to the continued global crisis. A positive side is the changing global balance towards Asia, which is vibrant.</p>
<p><b>CMDG9: DE-MINING, REMOVING EXPLOSIVE REMNANTS OF WAR, AND VICTIM ASSISTANCE</b></p> <p>Large areas have been cleared of mines and ERWs, but people are still dying due to mine explosions. Resource shortage is an impediment.</p>

There are many challenges in the period beyond 2015. The first task is to complete all the incomplete targets of 2015 in a defined time horizon. At the same time, following clues from the international and national concerns discussed in the text, a vision for the future needs to be established. Given the shift in global economic balance in favour of Asia, Cambodia needs to realign its external sectors to match the changes.

The central issue is to sustain growth with reduction in poverty and inequity. For this, some important measures

are, strengthening human development (education, health, nutrition, social protection, WATSAN) and human capital (skills), establishing good governance (and rule of law), setting up appropriate infrastructure, promoting value-added agriculture and establishing conditions for the private sector to grow to the mutual advantage of all in the society – roll-out inclusive growth. Three other priorities are combating climate change, managing common resources (natural resources, water) and furthering gender equality.



# LIST OF INDICATORS AND ITS PROGRESS ON CAMBODIA MILLENNIUM DEVELOPMENT GOALS (CMDGs)

No	Indicators	Unit	2005	2007	2008	2009	2010	2011	2012	2013	Target 2015	Data sources
Goal 1: Eradicate - Poverty & Hunger												
1.1	Reduce the proportion of people living in poverty	%	-	47.8	29.9	22.9	21.1	19.8	-	-	≤19.5	CSES
1.2	Reduce the proportion of people living in hunger	%	-	18.7	7.7	4.3	4.1	2.7	-	-	≤10	CSES
1.3	Raise the share in consumption of the poorest 20 % of the population	%	-	6.85	7.46	8.00	8.34	8.98	-	-	≥11	CSES
1.4	Reduce prevalence of underweight children (<5 years)	%	28	-	-	-	28	-	-	-	≤19	CSES
1.5	Reduce prevalence of stunted children	%	43	-	-	-	40	-	-	-	≤25	CDHS
1.6	Reduce prevalence of wasted children	%	8	-	-	-	11	-	-	-	≤65	CDHS
1.7	Reduce prevalence of anaemia among children aged 6-59 months	%	62	-	-	-	55	-	-	-	42	CDHS
1.8	Reduce prevalence of anaemia among women aged 15-49	%	47	-	-	-	44	-	-	-	42	CDHS
1.9	Increase the proportion of households using iodized salt	%	73	-	-	-	83	-	-	-	90	CDHS
1.10	Reduce prevalence of working children (≤ 17 years) of the total children in this age-group.	%	-	-	-	20.4	16.8	13.8	-	-	≤8	CSES
Goal 2: Achieve universal literacy and basic education												
2.1	Achieve universal literacy in the population aged 15-25 years	%	80.4	88.5	89.4	87.4	89.1	92.1	91.5	92.5	100	MoEYS
No	Indicators				2007/08	2008/09	2009/10	2010/11	2011/12	2012/13		Data Sources
2.2	Achieve a net enrolment rate at primary school level	%	-	-	-	94.4	94.8	95.2	96.4	97	100	MoEYS
2.3	Achieve gross enrolment rate at lower-secondary school level	%	-	-	-	61.6	58.1	58.5	55	53.6	100	MoEYS
2.4	Achieve primary completion rate	%	-	-	-	85.6	83.2	85.3	89.7	87.4	100	MoEYS
2.5	Achieve lower-secondary school completion rate	%	-	-	-	49.1	48.7	44.4	42.1	40.6	100	MoEYS
2.6	Achieve gender parity in education at the primary	Index	-	-	-	0.99	1	0.99	0.99	1	-	MoEYS
2.7	Achieve gender parity in education at the lower secondary levels	Index	-	-	-	0.92	0.97	0.98	1	1.02	-	MoEYS
CMDG 3: Promote Gender Equity and Empower Women												
No	Indicators	Unit	2004	2007	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	Target 2015	Data sources
3.1	Reduce significantly, gender disparities in upper secondary	%	-	-	69.4	72.9	77.1	81.7	84.3	87.3	100	MoEYS
No	Indicators	Unit	2004	2007	2008	2009	2010	2011	2012	2013	Target 2015	Data sources
3.2	Reduce significantly, gender disparities in tertiary education	%	74.2	-	-	86.7	-	-	-	-	100	CSES
3.3	Eliminate gender disparities in wage employment in all sectors	%	-	-	-	45	42.2	45.8	-	-	50	CSES
3.4	Eliminate gender disparities in public institutions	%	-	32	-	-	-	-	35	-	50	MoWA
3.5	Reduce significantly, all forms of violence against women and children.	%	-	-	-	23.9	-	-	-	-	-	MoWA
CMDG 4: Reduce Child Mortality												

No	Indicators	Unit	2005	2007	2008	2009	2010	2011	2012	2013	Target 2015	Data sources
4.1	Reducing infant mortality rate (IMR) to 50 by 2015	%	95	65	-	-	45	-	-	-	50	CDHS
4.2	Reducing 'under 5-year' child mortality rate (U5MR)	%	124	83	-	-	54	-	-	-	65	CDHS
4.3	More than 90% children are vaccinated	%	-	67	-	-	79	-	-	-	>90	CDHS
4.4	Up to 70% infants ≤ 6 months are exclusively breast-fed	%	-	65	-	-	74	-	-	-	70	CDHS
CMDG 5: Improve maternal health												
5.1	Maternal mortality ratio (mortality per 100,000 live births)	Ratio	437	472	-	-	206	-	-	-	250	CDHS
5.2	Proportion of births attended by skilled health personnel	%	-	-	58	-	-	-	75	-	87	MoH
5.3	Total fertility rate	-	4	3.4	-	-	3	-	-	-	3	CDHS
5.4	Proportion of married women using modern contraceptive methods	%	19	27.2	-	-	35	-	-	-	60	CDHS
5.5	Proportion of pregnant women with ≥2 ANC with skilled health personnel	%	-	-	-	83	-	-	87	-	90	CDHS
5.6	Proportion of pregnant women delivering by Caesarean Section	%	-	-	0.77	-	-	-	2.83	-	4	CDHS
CMDG 6: Combat HIV/AIDS, Malaria and other diseases												
6.1	HIV prevalence (% Adults 15-49)	%	-	-	0.7	0.7	0.7	-	-	-	0.4	MoH
6.2	Malaria mortality (Per 100,000 population)	-	-	-	1.5	2.0	0.98	0.65	0.29	-	0.8	MoH
6.3	Prevalence of all forms of TB	No	-	-	39,820	40,199	41,628	39,667	40,639	-	40,000	MoH
CMDG 7: Ensure environmental sustainability												
7.1	Reverse the loss of environmental resources	%	-	-	-	55.99	57.59	58.39	-	59.19 (est.)	60	NSDP/ MTR 2009-2013
7.2	Increase the proportion of people who have access to potable water.											
	Rural areas	%	-	-	-	42	40.5	42.7	-	-	50	CSES
	Urban areas	%	-	-	-	78.5	80.5	81.1	-	-	80	CSES
7.3	Increase the proportion of people who have access to sanitation											
	Rural areas	%	-	-	-	22.9	28.7	33.4	-	-	33	CSES
	Urban areas	%	-	-	-	85	86.6	87.8	-	-	74	CSES
7.4	Reduce dependence on firewood for cooking	%	-	84	-	-	79.5	-	-	-	52	CDHS
7.5	Increase the proportion of people with secure land tenure	%	-	-	-	22	24	28	-	-	45	MLMUC
CMDG 9: Demining, removing Explosive Remnants of War (ERW) and Victim Assistance												
9.1	Number of casualties caused by landmines and ERW (killed and injured)	Target	244*	240*	220*	200*	-	-	CMAA			
		Result	244	286	211	186	-	-	CMAA			
9.2	Landmine and ERW contaminated land cleared/released	Target	5,268*	5,374*	5,481*	5,591*	-	-	CMAA			
		Result	6,136	11,950	14,150	8,293	-	-	CMAA			

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