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Cooperation Committee
for Cambodia
Comité de Coopération
Pour le Cambodge

NGO Contributions to Cambodia's Development 2004-2009



A Rapid Assessment
Study Commissioned by
The Cooperation Committee for Cambodia

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Acknowledgements

This study was a collaborative effort between the consultant and the Cooperation Committee for Cambodia. Several reviewers provided critical feedback on the study, and I wish to thank these people for their valuable input. Their ideas played a key role in shaping the final report and their contribution is invaluable. I also wish to thank people who were interviewed for this study for their contribution to this effort. Finally, I wish to thank the CCC for its continued support during the course of conducting the study.

Kristen Rasmussen
July 2010

List of Acronyms

AAA	Accra Agenda for Action
ADI	Analyzing Development Issues
AER	Aid Effectiveness Report for Cambodia
CCC	Cooperation Committee for Cambodia
CBMRR	Community Based Mine Risk Reduction
CBO	Community Based Organisation
CBNRM	Community Based Natural Resource Management
CDCF	Cambodian Development Cooperation Forum
CDRI	Cambodian Development Resource Institute
CEDAC	Cambodian Centre for Study and Development in Agriculture
CMVIS	Cambodian Mine Victim Information Service
CSO	Civil Society Organisation
CWS	Church World Service
DAC	Disability Action Council
DANIDA	Danish International Development Agency
DPA	Development and Partnership in Action
FHI	Family Health International
GAVI	Global Alliance for Vaccines and Immunisation
GDCC	Government Donor Coordinating Committee
HIB	Handicap International Belgium
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IDRC	International Development Research Centre
JMI	Joint Monitoring Indicators
MDG	Millennium Development Goals
MoSVY	Ministry of Social Affairs, Veterans and Youth
NCHADS	National Centre for HIV/AIDS, Dermatology and STDs
NGO	Non-Governmental Organisation
ODA	Overseas Development Assistance
PLHA	People Living With HIV/AIDS
PSI	Population Services International
RACHA	Reproductive and Child Health Alliance
RCVIS	Road Crash Victim Information Service
RGC	Royal Government of Cambodia
SHG	Self-help Group
TBA	Traditional Birth Attendant
TWG	Technical Working Group
UNDP	United Nations Development Programme
UPR	Universal Periodic Review
USAID	United States Agency for International Development
USD	United States Dollar
WWF	World Wildlife Fund

Introduction

Civil society exists as a 'third sector,' that engages with but is separate from the state, the market, and the household. Civil Society Organizations¹ (CSOs) are diverse, and range in type from trade unions to community groups to non-governmental organizations (NGOs). CSOs play a role of advocating for or servicing needs that may not be sufficiently addressed by the market, state, or household. As a part of civil society, NGOs in Cambodia have played a key role in advocating for the rights of marginalized people, and increasingly in facilitating the strengthening of grassroots CSOs². While grassroots CSOs are largely still ad hoc and many are only marginally active, some of them have shown signs of increased strength in recent years (Malena, et al., 2009).

As part of the 'third' sector, NGOs offer a unique approach to development, which is not replicated either by the state or by the private sector in Cambodia. This approach is characterized by efforts to strengthen the capacity of grassroots civil society to actively engage in the development process and safeguard their rights. NGOs also play an important role in providing social services in a country where they are still underdeveloped. Until the Royal Government of Cambodia (RGC) is able to generate sufficient amounts of public revenue and demonstrate increased transparency in the provision of state services, NGOs will have a critical role to play in contributing to Cambodia's economic, social and human resource development.

During the 1990s and for most the past ten years, development efforts in Cambodia were largely funded by bi-lateral and multi-lateral development partners, whereas NGOs implemented programs on a smaller scale. In the past few years, China and Korea have emerged as major funders of large infrastructure projects, but these projects often do not take into account the long-term impact on local populations.

In contrast, NGOs have the welfare of the public at the centre of their programming, working closely with communities in rural areas, where the majority of the population lives. NGOs are uniquely positioned to both understand and advocate for the needs of marginalized Cambodians, and are committed to this work under challenging conditions. The work that NGOs undertake in Cambodia is extremely important, as they represent the interests of the public in a way that the state and private developers do not. They give voice to marginalized Cambodians who might otherwise not have their concerns considered.

1. The definition of CSOs, as cited by Court et al., 2006, is taken from the DFID Information and Civil Society Department Website (www.dfid.co.uk) is 'any organization that works between the arena of the household, the private sector and the state, to negotiate matters of public concern', the definition is

2. The term 'grassroots CSOs' refers to traditional organizations such as pagoda committees, funeral committees, and organizations that are typically established through NGO programs such as community forestry groups and self-help groups

Rationale and Approach to the Study

This study highlights the both the variety and strength of the NGO sector's contribution to development, and aims to support the case that NGOs are responsive to emerging needs and issues and are innovative. It highlights NGO efforts to develop effective partnerships with the RGC, and the extent to which they take ownership of issues related to transparency and accountability. The report also outlines the role of NGOs as part of the wider emerging civil society, and its significant advocacy role on a range of issues.

Conflicting views in Cambodia on the role and contributions of NGOs to development feed into misunderstanding about NGOs as part of civil society and acts as a barrier to dialogue and cooperation for development. However, the urgency for this report precludes there being time for robust, evidence based research. This study is therefore a rapid review of NGO activity in Cambodia. Both local NGOs and international NGOs are profiled in the study. In conducting the study, program reports, including case studies and some international reports and evaluations were reviewed. In-person interviews were also held as part of an effort to generate a record of 'success stories' of NGO programming.

The report is structured around a range of issues that relate directly to the work of NGOs in Cambodia. These include:

- ⇒ Positive contributions of NGO programming to Cambodia's development
- ⇒ Capacity to provide space for civil society to communicate with the State
- ⇒ Strengthening civil society coordination in advocating for the right to participate in the national development process
- ⇒ Production of research that aims to influence policy making and national planning

Dynamics of NGO Assistance in Cambodia

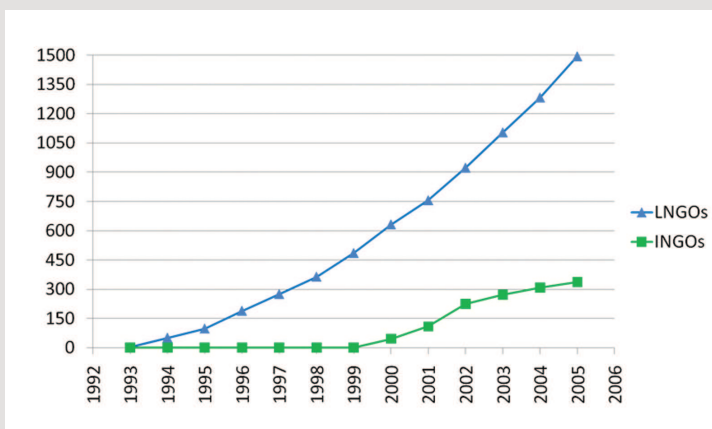
NGO programming complements that of development programs implemented by donors and by the Government. Their programmes are wide ranging, and employ a variety of approaches to implementation. As civil society organizations, NGOs play a unique role in the aid community. Donors are aware of this, and have articulated policies of engagement with CSOs as it is recognized that sustainable development cannot be achieved without them (UNDP). NGOs have adjusted their programming over the years, and in the past five years have begun to play a greater role in participating in national policy formulation (Chanboreth and Hach, 2009). At the same time, there has been increased awareness of the role that developing CBO capacity can play in bringing about sustainable development (Forum Syd, 2008).

“NGOs have made significant contributions to the country's development...Much work still needs to be done to make progress towards the objectives of the Rectangular Strategy — Phase II and the Cambodia Millennium Development Goals; the partnership between the Royal Government and all of its development partners must embrace the diversity and complementary roles that each can bring to the national development effort”

Source: Aid Effectiveness Report, May 2010

Although NGOs have been present in Cambodia since 1979³, the number of international NGOs operating in the country increased dramatically in the 1990s, and has risen steadily since. Hundreds of NGOs, both local and international, have operated in the country for 15 years; though a number of them began implementing programs in more remote parts of the country in recent years as security and infrastructure improved. Although there is much work to be done in order to achieve the Millennium Development Goals (MDGs), the fewer than one thousand NGOs operating in Cambodia⁴ have made major contributions toward realizing them by 2015.

Trends of LNGOs and INGOs Registered at the MOI and MFA 1993-20055



Source: “Mapping Survey of NGO/Association Presence and Activity in Cambodia”
Council for the Development of Cambodia Natural Resource and Environment Programme

3. NGOs operated in the country before 1975, when they stopped operations for the duration of the Khmer Rouge Regime. A select few number of NGO resumed operations in 1979 in a decision not to comply with the international aid embargo during the 1980s.

4. In their 2008 report for the Brookings Institution, “Aid Effectiveness in Cambodia”, Chanboreth and Hach of the Economic Institute of Cambodia estimate that 45% of the 1,500 local NGOs and 93% of the 316 international NGOs registered with the Government are active.

5. The Danida survey on NGOs used data provided by the Council for the Development of Cambodia, which did not collect comprehensive data on NGOs during the 1990s. The CDC also did not release data to the public on NGOs operating in the country until 2000. Figures in the graph listing the number of active INGOs in Cambodia from 1993-2000 are therefore not accurate; there were more INGOs operating in the country than are represented here. The issue of incomplete data on NGOs continues to constrain efforts to document the number of NGOs in Cambodia and the sectors in which they operate.

NGOs provide or manage almost a quarter of all aid that is delivered to Cambodia, with the “greater share” of their aid distributed at the sub-national level in 2009 (RGC Aid Effectiveness Report, 2010). The sectors that have the highest share of aid distribution are public health, and other social sectors such as education. In 2009, NGOs managed an additional USD 100 million of donor partner funds; these funds were used to implement programs in governance, agriculture and rural development, in addition to public health (Ibid, p. 14).

NGOs in Cambodia: An Overview

⇒ According to a 2009 study on aid effectiveness in Cambodia, there are about 450 local NGOs registered with the Ministry of Interior that are believed to be active, while about 316 international NGOs registered with the Ministry of Foreign Affairs are believed to be active⁶ (Chanboreth and Hach, 2008).

⇒ Agriculture (13%), health (13%) and education (12%) are the top three sectors in which local and international NGOs implement programs. A 2006 study categorized NGO programs into 18 different sectors (see table in Annex 2), including vocational training, natural resource management, and democracy and human rights (DANIDA, 2006).

⇒ The majority of total NGO⁷ disbursements⁸ are used to implement public health programs (38.7%). Total disbursements for other major program areas include those for rural development (19.1%), social and community development (18.1%), and education (12.9%) (Chanboreth and Hach, 2008). A list of disbursements in USD amounts is found in Annex 2.

⇒ NGO disbursements accounted for 16% of Official Development Assistance on average, or USD 87.3 million per year between 1998-2006 (Chanboreth and Hach, 2008). In 2009, programs implemented and managed by NGOs accounted for 20% of ODA (RGC, 2010).

⇒ A 2006 study reported that NGOs employ a total of 24,931 people, of which 1,196 were believed to be international staff (Danida).

Positive Contributions of Development Programming to Cambodia's Social and Economic Development

In a country where public services are not well developed, services provided by NGOs are extremely important in meeting the needs of the most vulnerable. These services range from outreach to people at risk of contracting HIV to agricultural training for farmers. Recent trends in development include training in advocacy for indigenous communities and others whose land tenure security is at risk, and a shift toward social enterprise programs as a new, more sustainable development model.

Throughout the 1980s and most of the 1990s, NGOs that were operating in Cambodia were largely focused

6. The report states that 1,000 local NGOs are registered with the Ministry of Interior, but only 45% of these are actively implementing programs, while 93% of a total of 340 international NGOs are believed to be active. 194 NGOs had registered their programs with the CRDB/CDC in 2006, 83.5% of which were active (Chanboreth and Hach, 2009).

7. Both local and international NGOs

8. Total disbursements includes core funding

on implementation of 'direct service' programs as a substitute for services that would otherwise be provided by the Government (Mysliwiec, 2004). Today, many NGOs continue to implement programs that are focused on service delivery, though these programs are often undertaken in partnership with the Government. There is still progress to be made on this front, particularly as the RGC allocates less than half of its national budget to social service sectors such as education and public health. NGOs therefore continue to play a critical role in ensuring that Cambodia continues to work toward realizing reductions in infant and maternal mortality, and increases in school enrolment.

Through their programs, NGOs assist people who lack material or legal support services. In a country whose justice system is weak, and where victims of crimes are commonly bribed in order to have their case heard, NGOs play an important role in advocating for legal rights of the poor. One NGO has handled over ten thousand legal cases since it was founded in 1994; over 60 percent of them have been over land disputes⁹. Indeed, one of the most important roles that human rights NGOs have played is to provide legal representation to marginalized people who have been forcefully evicted from their land, a phenomenon which has occurred with increased frequency in the past 5 years. Prisoners, who are offered very little food on which to sustain themselves each day, receive critically important support from NGOs that provide them and their children with food supplements and legal services. These are the most marginalized members of society for whom NGO programs are vital.

NGOs are also innovative, operating social enterprises as a sustainable approach to implementing programs that contribute to the country's economic and social development. Many of these programs offer vocational education to at-risk or marginalized members of society in an effort to provide them with skills that will enable them to find employment and become financially independent. Several NGOs offer hospitality training, which has enabled people from disadvantaged backgrounds to gain employment in the growing industry¹⁰.

Many international NGOs recognize that they have a role to play in developing the capacity not only of local NGOs, but of the Government. However, there will always be an important role for NGOs to play in Cambodia. Provision of services is just one of these roles—public health, community development and disability support programs are a few examples of the type of programs that NGOs implement. This part of the study aims to highlight some examples of NGO effectiveness in these sectors.

Public Health

Cambodia is on track to meet MDGs on disease control (Chanboreth and Hach, 2008). One of the most significant achievements in combating disease has been a major reduction of the HIV/AIDS prevalence rate (PSI, FHI 2007). NGOs have taken an aggressive approach to addressing the challenge presented by the spread of HIV in the 1990s. Efforts to strengthen relationships and encourage communication between NGOs working in the field of HIV/AIDS as well as people living with HIV or AIDS have been successful in creating space for people who are often marginalized because of their status as PLHAs¹¹.

9. Cambodian Defender's Project, http://www.cdpcambodia.org/lad_pro.asp

10. See <http://www.mithsamlanh.org/>; <http://www.hagarinternational.org/cambodia>

11. People Living With HIV/AIDS

An effort implemented by local partners of one NGO is aimed at PLHA networks that offer representation for PLHAs in advocating for adoption of policies that address their needs and reduce discrimination against them¹². More than five hundred support groups for PLHAs established since 2001¹³ have helped them cope with the challenge of discrimination.

NGOs working in the field of HIV/AIDS have also implemented innovative programming using media as a tool for educating people about the risks of unsafe sex. In addition, some NGOs have implemented programs that include educational outreach at karaoke bars in response to the trend in which men seek sex through hostesses at these bars rather than through sex workers¹⁴ (KHANA, 2008). Outreach has also been undertaken with hostesses themselves; one example of this is seen in receiving training in condom use negotiation (FHI 2007). This is very important given that one of the reasons that accounts for the trend toward visiting hostesses is that they are often perceived to be disease free and men are more willing to have unprotected sex with them for this reason (PSI, FHI 2007).

HIV/AIDS Mitigation: A Cambodian Success Story

Cambodia has experienced considerable success in reducing the prevalence rate of HIV/AIDS. In fewer than 10 years, the country went from having a prevalence rate of 2.1% in 1998 to an estimated rate of 0.6% in 2007 (NCHADS, 2007). The 100% Condom Use Program (100% CUP) has played a significant role in reducing HIV prevalence among those at greatest risk of HIV: female brothel-based entertainment workers (PSI, FHI 2007).

Another area in which NGOs, in partnership with the RGC, have made major strides with respect to improving the health status of the country's people is in immunization coverage. A health survey conducted several years ago revealed that immunization coverage among children increased from 39% in 2001 to 67% in 2005. This increase in coverage is believed to have resulted in the infant mortality rate being halved. This achievement was made possible through a public-private partnership¹⁵ in which the RGC joined forces with NGOs and other partners by integrating partner NGO immunization planning with the national health strategy. This included planning at the district level to allocate country-level funding more efficiently (PATH, 2006).

Immunization Coverage: Partnerships at Work

"The collective experience of our partners¹⁶, combined with our commitment to the health of Cambodia's children, were central to achieving the improvements we see today...better management at all levels has

12. CPN+ Website www.cpnplus.org and KHANA, 'Standard Package of Activities for Youth', 2008

13. CPN+ Program overview report

14. In recent years men in search of extramarital sex have started to seek this through women who work at karaoke bars rather than from sex workers, primarily out of fear of contracting HIV. Because these women are not sex workers, the myth that they are therefore less likely (or not likely at all) to carry the virus persists.

15. The GAVI Alliance, a public-private partnership between the vaccine industry, donors, developing country governments, and civil society organizations, all of whom are immunization stakeholders. CSOs recently signed a call to action committing themselves to advocating for a more prominent role in the Alliance.

16. Partners of the GAVI Alliance include Governments, Donors, and CSOs. At the 2009 GAVI Alliance Partner's Forum in Hanoi, civil society alliance members delivered a call to action for facilitation of a larger role for CSOs as representatives of their constituents. http://www.gavialliance.org/resources/CSO_call_to_action.pdf

not only enabled us to reach more children with vaccines in the short term, but it has helped us create sustainable solutions that will continue to impact the health of our communities.”

-Dr. Sann Chan Seoung, Director, National Immunization Program

Source: “Cambodian Achieves Significant Boost in Immunization,” PATH 2006 press release on GAVI Alliance

Another public health achievement in Cambodia has been the considerable reduction in mortality among children less than one year, which decreased from 95 to 66 deaths per 1,000 live births between 2000 and 2010¹⁷. This achievement has been made through a range of interventions, both at the national and local levels. In response to the traditional practice of bearing children in villages, and because the poorest families often cannot afford to have children delivered in health centres, NGOs have provided training to traditional birth attendants (TBAs) so that babies can be safely delivered in villages. Child health has also improved through the efforts of NGOs that have focused efforts on encouraging mothers to breastfeed their children. Approximately 76% of mothers in the project area of a maternal and child health NGO reported exclusively breastfeeding their children for the first 6 months compared to just 2% to 7% in 2000¹⁸.

Disability

In 2008, the Government and NGO partners undertook a collaborative effort to improve the quality of vocational training by approving the Circular on Improving the Quality of Vocational Training for People with Disabilities in 2008¹⁹. People with disabilities often face livelihood challenges; these are typically addressed by providing them with relevant and high-quality vocational training skills. As part of an effort to monitor and evaluate the implementation of vocational skills training centres, MoSVY, several vocational training centres²⁰ for people with disabilities and NGOs working in the disability sector collaborated to develop the Circular²¹

In an effort to address mine risk, which continues to be a major issue in the Northwest, one NGO developed a database to store data on mine accidents. This database has been instrumental in informing demining plans, and had enabled communities to avoid risk by learning of the location of mine contaminated areas near their village. One mine affected area saw a 45% decrease in the number of accidents; this is believed to be directly attributable to this database system (HIB, 2007). The model for this database, the management of which has been handed over to the Cambodian Red Cross, is called the Cambodian Mine Victim Information System (CMVIS). It was adapted for the purpose of recording data on road traffic accidents, which has emerged as a major health and safety threat in the past five years.

17. Dr. CHAN Ketsana, Child Health Program Director, RACHA

18. Ibid.

19. E-mail correspondence from TITH Hiengseka, Livelihoods Programme Coordinator, DAC, April 2010

20. The impact of adoption of this policy is not yet clear. However, approval of the policy is seen as a much-needed step toward improving the quality of vocational training centres, and is therefore considered an achievement within the sector.

21. Ibid.

Adaptability and Responsiveness: The RCVIS Story

The Road Crash and Victim Information System, or RCVIS, was first developed in 2004, as road traffic accidents began to occur with increased frequency. The system stores data on traffic accidents and accident victims as part of an effort to identify 'black spots,' or road areas that are particularly dangerous. The system has been used to collect accident data across the country, and traffic police along major roads in the country have received training in the system and in data collection. The data are then used to inform road safety conditions, and to guide road safety planning and policy decision making.

Source: HIB RCVIS Program Manager, 2010

In the 1990s, rehabilitation centres were established to provide services to people who were disabled as a result of ERW related accidents. However, since Cambodia is now less affected by ERW than in the past, and the number of people disabled by landmines and UXO has reduced, these centres now provide rehabilitation services to all people with disabilities. INGOs working in the field of disability and rehabilitation have signed a memorandum of understanding with MoSVY to hand over management of the physical rehabilitation centres to the government by 2011²². This type of cooperation offers a model of partnership between INGOs, LNGOs and the Government in offering community-based physical rehabilitation.

Education

Education programs account for 16.4% of NGO managed development aid (RGC, 2010).

In 2006, 15% of NGOs implemented programs in the education sector (Danida, 2006).

Cambodia has made progress toward increased primary school enrolment, and is on track to reach the MDG of achieving universal primary education²³. While there is a continued need to address underlying issues which impact school enrolment and attendance, there is reason to hope that enrolment rates will continue to increase in the future. One reason that children often do not attend school is that they lack uniforms and supplies. Education NGOs, as well as NGOs that implement general development programs, have focused their attention on addressing this issue. In a recent study of Education²⁴ NGO contributions to development, 24% of NGOs with programs targeted to primary school students said that a major achievement of the 2007-2008 school year was that children received sufficient school supplies. For the most vulnerable families, this input from NGOs is critical to ensuring that children have their most basic needs met so that they can attend school. Like most NGOs, the majority of NGOs working in the field of education receive funding from donors.

22. While it is not expected that the 2011 deadline will be met, it is hoped that the signing of this MOU will be the start of a trend toward Government ministries assuming a leadership role in managing public facilities and programmes.

23. www.aideffectiveness.org/cambodia

24. '2008 NGO Education Report,' NGO Education Partnership

Another contribution of education NGOs, particularly those with a focus on early childhood education, is childhood nutrition²⁵. This service plays a critical role in enabling healthy intellectual development of children.

Like other NGOs, education NGOs work in partnership with Government at all levels, a recent study reports that:

“NGOs are working directly with government at all levels. Local authorities appear to play a particularly important role in supporting the work of NGOs at the community level. NGOs have also worked with state school directors and teachers to improve levels of quality.”

Source: ‘2008 Education NGO Report,’ NGO Education Partnership

NGOs have implemented innovative approaches to enabling underserved populations, such as girls and ethnic minorities, gain access to education. Through a partnership, two local NGOs established a scholarship programme for young girls from disadvantaged backgrounds, a model which served as a prototype for a scholarship programme that was established by the Government (KAPE, 2009). As a result of NGO advocacy efforts, there has been unofficial agreement that education should be offered to minority children in their native language for a three-year period, with instruction in Khmer gradually introduced during this period. One NGO that has been operating in Ratanakiri since 2003 has had success with establishing community managed schools offering bilingual education. Leadership of this initiative has been assumed by the Ministry of Education, Youth and Sport (MoEYS) and the model has been extended to 20 schools in the province (CARE, 2008).

Community Development

Community Development NGOs work in all provinces in Cambodia (Danida, 2006). Many of them implement integrated development programs, while others implement programs with specific inputs.²⁶ The programmes implemented by these organizations are extremely important in working towards poverty reduction. There is increased awareness among NGOs of the need to work toward sustainability, and one way that this is achieved is by integrating their programs into commune development plans, rather than implementing projects separately.

The work of NGOs implementing community development programs has been instrumental in providing rural Cambodians with access to safe drinking water. In addition to constructing wells, NGOs have provided direct service delivery of water filters to the most vulnerable Cambodians. In recent years, NGOs have realized notable cost efficiencies in well construction in even the most remote areas of the country (CWS, 2008). NGOs have also made strides in bringing about ownership of inputs such as wells and roads by communities by

25. Ibid

26. Integrated development includes programming aimed at addressing a range of development issues, such as agriculture, health, education, whereas others focus on particular inputs such as agricultural programs, but their program goal is still one of community development.

requiring them to contribute some of their own resources to purchasing these inputs, or by requiring communities to develop mechanisms through which to manage their maintenance. In many cases this has been achieved through the establishment of community based organizations (CBOs) such as well user groups and community development committees. These CBOs can have the added impact of encouraging communities to change behaviour by adopting proper hygiene practices, which might be taught at water user group CBO meetings by NGO leaders or CBO members.

NGOs that focus on agricultural development play an extremely important role in working toward poverty reduction. The poorest farmers in Cambodia typically farm on 1.5 hectares of land or less. In many cases these farmers do not have another source of income, making it extremely difficult for them to break the cycle of poverty. NGOs have therefore focused on improving farming techniques in an effort to increase yields through SRI²⁷. As part of their integrated agricultural development programmes, many NGOs also encourage target community members to use their residential land to build fish ponds and raise chickens to supplement their income. One local NGO targets training in home gardening and fish and chicken raising to families that own small plots of farmland as they are unable to generate sufficient income through farming alone (Pich, FSSP/CCC, 2007).

Livelihood Improvement through Agricultural Extension

Ms. Meng Pav, who lives in Takeo Province, has dramatically improved her standard of living after receiving training in SRI from a local NGO. Her farm is less than 1 hectare in size, and for years she struggled to support her family with the rice that she grew on the land. After learning how to cultivate rice using the SRI technique, her yield increased significantly in just one season. She also received training in composting so that she no longer needs to use chemical fertilizer. With the additional income she earned from her increased rice yield, she started raising chickens and fish, which she is able to feed her family. This enables her to save even more money. She is able to send both of her children to school, and her eldest child attends university.

Source: "Farmer Success Story: Meng Pav Adopts SRI and Integrated Farming," CEDAC, 2009

Many NGOs have supported the formation of self-help groups (SHGs) as part of their programming. These groups are typically formed as part of livelihood initiatives undertaken by projects, such as chicken raising or rice banks, while some SHGs operate credit schemes. These groups can also serve as a way for villagers to build trust and social capital; an important goal in a country so deeply affected by years of war (Care, 2007). In an effort to include all socioeconomic groups in SHGs, some NGOs have formed 'poorest SHGs,' which are credit groups whose members are only required to contribute 100 or 200 Riel per week to the group fund. These groups are often comprised of widows or the elderly (CWS, 2005). The role that these groups can play in mobilizing around certain issues cannot be underestimated. Indeed, this is what a number of CBOs have done, often with assistance from NGOs. It is hoped that in the future more CBOs will be self-sustaining and active, and there are signs that this is already beginning to happen.

27. System of Rice Intensification

Capacity to Provide Space for Civil Society to Communicate With the State

The ability of civil society to engage in debate and discussion is critical to fostering the development of social values (Sen, 1999). Public discussion can also provide civil society with the opportunity to communicate its needs to the government so that potential challenges can be addressed before they arise. NGOs play an important role in providing space for Cambodians to discuss issues that concern them, both at the national and local levels. There are also cases where advocacy undertaken by NGOs has enabled meaningful community engagement in social affairs and the public sphere.

One major development of the past five years has been the establishment of the Extraordinary Chambers in the Courts of Cambodia (ECCC) which is holding hearings to try key leaders of the Khmer Rouge. NGOs have played a major role in advocating for civil party participation in the Tribunal. One NGO has led an initiative to enable victims of crimes against humanity committed during the period of Democratic Kampuchea to file complaints to the Court as witnesses to or victims of crimes falling within the jurisdiction of the ECCC. In addition to acting as a mechanism for meaningful participation in the Tribunal, complaints act as a source of factual information on which to base charges against an accused party (DC-Cam).

NGOs have also played a critical role in cultivating the development of grassroots civil society. Although this movement is still in its infancy, there are some signs that it is gaining momentum. Given that there is a historical absence of a strong civil society in Cambodia, there has been some positive development in this area²⁸, and on the whole NGOs are increasingly aware of the importance of supporting the cultivation of civil society through formation or support of CBOs²⁹ such as pagoda committees and self-help groups as being central to successful development (Forum Syd, 2008). This has been done largely through establishing community based organizations which program inputs are then directed to. Although this approach has not been without controversy, there are cases where CBOs have successfully become largely self-reliant after receiving support from an NGO in project and financial management³⁰.

Achieving Independence: Toward Self-sustainability as a CBO

Working directly with CBOs has become a standard feature of development programming for many NGOs. While it can be argued that CBO functionality is nascent for most CBOs, there are some success stories that warrant attention. One such CBO has achieved a notable level of independence after receiving mentoring in proposal writing, financial management and project planning from the NGO. The CBO was then formally registered with the commune after it developed bylaws and a constitution with technical support from the NGO. The CBO has submitted proposals to other donors, but has also established self-sufficiency through a credit scheme in which the CBO members participate.

28. Though there is no consensus among NGOs about the extent to which NGOs have truly bought into decentralization as a mechanism for increasing citizen participation at the local level, there is scope for this to occur (see Court et al., 2006).

29. The term 'CBOs' as referred to in this document includes both legally recognized CBOs and informal groups such as pagoda committees and SHGs that do not hold legally recognized status

30. Discussion with Mam Sambath, DPA Executive Director

Another step in the CBO's development was taken when it registered as a community finance institution. The CBO is actively engaged with the local commune council; councillors have attended meetings held by the CBO in the village which are aimed at giving a broader range of people the opportunity to share their concerns regarding development needs with the council.

Source: Interview with Executive Director of Development and Partnership in Action, March 2010

NGOs also play a role in developing relationships between village-level civil society groups and commune councils³¹, and in building the capacity of CBOs to manage their activities so that they are self-sustaining. Development of these relationships is often facilitated by NGOs³², which implement programs through CBOs (Nee and McCallum, 2009). Because commune development budgets are usually so small, this can be an effective way to build the capacity and strength of CBO members to work toward a common goal.

Some of the most successful CBOs are those that are established to address specific issues that impact their livelihoods; often these issues relate to natural resource management. Most of these CBOs have been established with the assistance of NGOs, and in many cases the NGOs continue to provide the CBOs with technical and financial support. However, the case study illustrated above offers hope that in the future, civil society groups like CBOs will be able to independently mobilize support from within their communities to advocate for their right to access natural resources in order to generate income.

Advocacy in Action: The Story of an NGO and a Community Fishery

In 2005, authorities with the Department of Fisheries in Koh Kong Province established a zone within which fishermen were prohibited from fishing. In order to protect coastal fisheries, local fishing communities were not to fish within 20 meters of the coastline. Fishermen objected to this, however, due to the importance of this area as a source of crab and other shellfish. The fishermen, with support from a local NGO, were able to advocate for the no-fishing zone to be redrawn so that some of it could be accessed for sustainable fishing. The NGO also helps this fishing community and others in the area solve community disputes related to accessing fishing resources through its Provincial Advocacy Network.

Source: Star Kampuchea Advocacy Capacity Building Manager, 2010

In an effort to improve CBO functioning, many NGOs offer training in project management and proposal writing. There are a number of NGOs that focus specifically on providing technical support in advocacy to these organizations so that they are able to engage effectively with local authorities in an effort to have

31. This is the subject of considerable debate. Some studies have shown that villagers do not turn to NGOs to help solve their problems because they do not believe they can help them (Nee and McCallum, 2009, Thon et al., 2009). However, there are cases where NGOs have worked successfully with CBOs and local authorities to facilitate relationship development between them (DPA).

32. One of the major criticisms of this process of developing relationships or facilitating linkages is that because the CBOs are often established as part of a program, they are therefore not truly 'owned' by communities and are less likely to be sustainable (Nee and McCallum, 2009). Another criticism is that CBOs established as part of a program ignore existing 'indigenous' CBOs such as pagoda committees. Some NGOs do work with both indigenous committees in addition to working with groups established as part of a particular program.

their land use rights recognized. In light of disputes to land use claims that have increased in frequency in recent years, this technical support is particularly important. Human rights NGOs have played a critical role in assisting communities in their efforts to have their claims to land recognized, particularly in Phnom Penh. These NGOs have documented the increasing vulnerability of people living on highly valued land in certain areas of the capital city³³ and other parts of the country in an effort to raise awareness about the challenges these people face.

The work of Human Rights NGOs is not well understood by society as it is often perceived as being in opposition to the Government, when in fact these NGOs are safeguarding the rights of ordinary Cambodians as outlined in the Constitution. In response to feelings of mistrust that have emerged in response to the work of human rights NGOs, some organizations have made constructive efforts to cooperate with the Government or with Government bodies in an effort to help civil society reach a compromise. One local NGO in Siem Reap Province has recently developed a strategy to help villagers in its target area build positive relationships with local authorities around land use issues. There is recognition on the part of the NGO that the way forward is to engage with local authorities through positive dialogue, and that their approach to advocacy should be revised in order to increase its effectiveness³⁴.

As Cambodia's infrastructure and security situation have improved, resource rich areas that were once difficult to access have become increasingly easier to reach. This has potentially negative repercussions for people living in these areas, particularly if they are unaware of their rights as owners of natural resources. In response to this challenge, some NGOs have implemented programs aimed at raising awareness of the 2001 Land Law, which contains clauses that specifically address communally managed land. These parts of the Land Law are particularly relevant to indigenous communities, which manage their land communally. Efforts by one organization to help indigenous communities resolve land disputes using a participatory approach have improved understanding of unique challenges that these communities face (Sokhann et al., 2009). While NGOs lack legal authority to resolve land disputes, they nonetheless play an important role in documenting cases in an effort to enhance advocacy efforts.

Strengthening Civil Society Coordination in Advocating for the Right to Participate in the National Development Process

As illustrated above, the past decade has seen civil society function in a different, more coordinated way than was historically evident in Cambodia. This effort to improve coordination in order to achieve common goals is still in its infancy, but there are some examples that suggest that Cambodian civil society could be vibrant and active in the future. In recent years, many NGOs have placed an emphasis on developing a rights-based approach to their programmes. One impact of this approach is that as communities have become aware of their rights, they have begun to seek accountability from local leaders and organizations, and are playing a

33. See "Losing Ground: Forced Evictions and Intimidation in Cambodia."

34. Discussion with Banteay Srei Executive Director and staff, January 2010

more active role in the development process. A future impact of rights-based programming may be the strengthening of social capital, which has historically been weak in Cambodia.

Many NGOs have spent part of the past decade focusing intently on cultivating social capital in an effort to lay the groundwork for a functioning civil society. These efforts typically involve working with CBOs or other civil society organizations such as pagoda committees, school support committees, or community forestry groups (Kim and Ojendal, 2007). In some cases, these grassroots civil society groups are engaged by organization networks directly or indirectly through NGOs that are members of umbrella organizations. Most of these networks are mandated to advocate for policy changes at the national level. This arrangement, at least in theory, provides civil society with the opportunity to engage with the government in an effort to participate in the development process.

NGO engagement in policy dialogue and processes has increased in recent years (Chanboreth and Hach, 2009). They participate in Technical Working Groups (TWGs) and the Government-Donor Coordinating Committee (GDCC) process, and offer feedback to the Government and donors by preparing NGO position papers on Joint Monitoring Indicators (JMI). The NGO Forum on Cambodia coordinates collation of the position papers, and has played a leadership role in engaging in discussions with the Government and donors on key issues of greatest concern to the NGO community.

“In addition to sectoral initiatives, there has been a concerted effort by the NGO community to engage in dialogue on development cooperation matters....A high-level meeting with Government and development partners in March 2010 emphasized the potential for civil society to contribute to policy formulation and serves as a prelude to further dialogue on initiatives to strengthen partnerships and civil society engagement.”

Source: RGC Aid Effectiveness Draft Report, 2010

TWGs play an important role as a mechanism for NGOs to provide input on national policy such as the National Strategic Development Plan (NSDP). However, the effectiveness of NGO membership of TWGs can be limited as only one NGO represents the Cambodian civil society constituency in each TWG and in some cases NGOs do not actively participate in TWG meetings. One example of NGO effectiveness at influencing policy outside the formal mechanism is seen in collaboration between an INGO and national network that address disability issues. This partnership was established together with a consortium of Government stakeholders, NGOs, and development partners in order to develop a paper that included recommendations for disability inclusion in the NSDP. This paper was sent to the Ministry of Planning since there is no TWG that deals directly with disability issues. A significant number of recommendations proposed in the paper were included in the NSDP update, offering evidence that NGOs can be successful at influencing policy through effective dialogue and partnership.

As part of civil society, NGOs can improve their effectiveness in advocating for pro-poor policies by collecting evidence to support their positions, and by working collaboratively to share information about

developments related to these positions (Court et al., 2006). NGOs have made a concerted effort to carry out coordinated efforts to address concerns regarding these policies on behalf of their constituents. They have been able to achieve this despite an operating environment that has not directly supported this type of engagement. Although NGOs are invited to attend GDCC meetings, and have been attending such meetings since 1996, they are not officially recognized in their role of monitors of government progress against development indicators, and they cannot lobby the government directly. Nonetheless, through their networks, NGOs have experienced success in advocating for policy change.

The NGO Forum on Cambodia, which coordinates national level advocacy on forestry issues through the Forestry Livelihood and Plantations Network, has been successful in gaining momentum on shedding light on the problems that logging concessions were presenting for local communities. As a result of its advocacy and research efforts, the World Bank agreed to investigate its Forest Concession Project by conducting an independent review. Findings of the review prompted the government to cease granting further concessions in 2005³⁵. At the 2008 CDCF, Prime Minister Hun Sen announced that the government would no longer generate further revenue from logging, essentially closing the door on granting any logging concessions in the future³⁶. A recent crackdown on illegal logging is another indication that the government is making an effort to stop this activity.³⁷ While illegal logging is still a problem, this serves as an example of the impact that networking NGOs can have in advocating for policy changes.

NGOs working in the field of child rights and child protection have made achievements in the past 5 years by asking children to provide their comments on shadow reports which monitor the implementation of the UN Convention on the Rights of the Child. A membership networking NGO on child rights has also led an initiative petitioning the Government to require that judges consider Article 68 of the UNTAC criminal code and procedures, Attenuating Circumstances and the Exculpation of Minors when issuing sentences to children in conflict with the law. The Ministry of Justice joined forces with NGO representatives to show public acceptance of a statement issued by the Constitutional Council requiring judges to consider the article when sentencing children. Since the statement was issued, Judges have increasingly reduced sentences for children in conflict with the law³⁸.

In an effort to pass a law criminalizing domestic violence, two coalitions of NGOs working in the field of women's rights have worked toward documenting the status of women in Cambodia and prepared shadow reports on the implementation of the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). NGO members of these coalitions have been instrumental in advocating for the passage on the Anti-Domestic Violence Law, which was passed in 2005. As part of an effort to reduce the prevalence of domestic violence, NGOs have also led efforts to raise awareness among the public about its consequences and inform the public that domestic violence is a human rights violation (The Asia Foundation, 2002).

35. Interview with Chhith Sam Ath, NGO Forum on Cambodia Executive Director

36. Ibid.

37. Of course, it can be argued that the government's position on granting logging concessions will simply drive logging underground, as all indications suggest has happened.

38. Interview with Meas Samnang, Secretary General, NGO CRC

In recent years, NGOs have engaged in international forums to advocate for increased accountability to the Cambodian public. In December 2009, Cambodian human rights NGOs participated in the Universal Periodic Review (UPR) process to advocate for the protection of human rights in the country, and to lobby donor countries to take action to address human rights violations in Cambodia. These NGOs met with delegates to discuss the human rights situation in Cambodia. They also held interviews with international media and issued a joint press release in response to the statement given to the review panel by the Cambodia Delegation³⁹. Efforts like these act as a mechanism for offering voice to the Cambodian public, and can help increased international understanding of their situation regarding human rights.

NGOs have also initiated coordinated efforts to respond to global demands for good governance in an effort to show that they are good stewards of development aid. The Cooperation Committee for Cambodia has held provincial-level training workshops on the Accra Agenda for Action (AAA) in an effort to engage local NGOs in discussions on aid effectiveness. These workshops provided an opportunity to offer input into the dialogue on aid effectiveness; one of the recommendations that came out of these workshops was the importance of improving internal NGO accountability. The discussion on aid effectiveness in Cambodia culminated in a national workshop, held in March 2010, which aimed to identify an action plan for strengthening CSO engagement on aid effectiveness (Beloe and CCC, March 2010).

There has also been a concerted effort amongst NGOs to promote accountability within the sector. The CCC NGO Good Practice project oversees a voluntary certification system whereby NGOs are reviewed to determine if it meets standards of good practice. NGOs undergo a series of reviews; those that are found to be in adherence with the code of good standards are awarded a Code of Compliance Certificate. Applicant NGOs that have not yet met the standards of good practice receive capacity development to enable them to improve their standard of practice. To date, 40 NGOs have submitted applications to be reviewed; 17 have been certified against the Code and are considered role model NGOs within the sector (CCC, 2010). This program is evidence that there is commitment within the sector to accountability through assessment of practice.

Production of Research that Aims to Influence Policy Making and National Planning

Evidence-based research can play a key role in enabling CSOs to gain access to the policy making process (Court et al., 2006). Most NGOs in Cambodia that have a mandate to work toward access to policy dialogue are aware of the importance of research as a mechanism for supporting issues that they advocate for, although they face many constraints presented by the current political environment. It is therefore important for NGOs to consider how to best work toward influencing the policy development process (Ibid., p. 16).

NGOs that focus exclusively on research are in a unique position to inform the rest of the sector on how development activities influence the lives of NGO target communities, as well as provide economic profiles

39. Interview with Nay Vanda, Deputy Head, ADHOC Human Rights Programme

of the country as it has gone from a post-conflict country to a relatively stable country with economic growth that is concentrated in a handful of sectors. Research on the impact of environmental degradation has also played a key role in informing NGO programming. Less well-known research in specific sectors such as village demining has also been instrumental in affecting policy change that has benefited the poorest Cambodians.

Several research institutions have been established in Cambodia in response to the need to generate a knowledge base about development progress and challenges in the country. They consist of a few leading institutions, such as the Cambodia Development Resource Institute (CDRI) and the Community Based Natural Resource Management Learning Institute (CBNRM). These institutes, together with other research institutions such as Worldfish Centre, WWF, and Heinrich Boll Foundation, comprise the International Development Research Centre (IDRC). The IDRC shares a set of common goals, one of which is aimed at influencing policy making and implementation (IDRC, 2008). Another way that access to policy dialogue can be realized is to develop the capacity development of practitioners in critical thinking skills so that they can analyze and articulate issues of concern. CCC's ADI program is aimed at improving the capacity of NGO management level staff to think critically so that they may contribute meaningfully to policy debate and planning (CCC, 2006).

Development efforts have been enhanced by research that has made an effort to influence national policy making and planning processes. This work is very challenging, and there is widespread disagreement about the extent to which this occurs (Veer, 2008). However, the contribution that research has made to informing development is considerable. Institutes such as CDRI and CBNRM have played a major role in improving understanding of the dynamics of development practice and policy. In a country where gathering data is challenging, these organizations facilitate understanding of complex issues, such as emerging issues related to gender in poor communities in the Tonle Sap region (Ballard et al., 2007).

There are cases where the Government has either requested research be done in order to inform the process of legislation and policy development, or used research studies as a tool to inform policy development. MEDICAM has been instrumental in producing research which has been effective in guiding the public health policy development process (Chanboreth and Hach, 2008). It represents a 'critical mass' of NGOs in the health sector that has been influential in health policy dialogue. In 2008, MEDICAM presented a series of recommendations to the RGC on its National Health Strategic Plan 2008-2015 which were developed during a 2-day workshop with health sector NGO stakeholders. Some of these recommendations included making logistical changes to improve the medical supplies system, and recommendations for improving service delivery, and human resource capacity development. The final draft of the Plan was modified to reflect many of these changes.⁴⁰

One research initiative which is less well-known has been effective in influencing policy change. This initiative, which researched the phenomenon of village demining, led to a pilot project to establish 'Community Based Mine Risk Reduction' units, or CBMRR. The pilot project was aimed at including villagers in the mine clearance planning process, as the research conducted on village demining revealed that villagers were actively involved in clearing land around their homes and on their farmland. They therefore had a well-developed understanding of the location of mines in their villages, and could add considerable value to the clearance planning

40. Discussion with Dr. Sin Somnuy, Executive Director of MEDICAM, April 2010

process which includes minefield identification (Bottomley, 2003). Because of this research undertaking, the CBMRR program was formally adopted, and villagers are integrally involved in mine clearance planning as a matter of policy.

Conclusion

While there have been many positive developments among NGOs in the past five years, a range of challenges continue to impact the effectiveness of their programmes. One challenge is a lack of technical capacity⁴¹ of staff at NGOs, which persists in spite of efforts to develop staff skill through professional training. High turnover of NGO staff and an education system that does not reward critical thinking or initiative are contributing factors to the capacity challenge. Another major challenge facing NGOs, particularly human rights NGOs, is the perception that they are in 'opposition' to the Government, or that they represent the interests of opposition parties. This acts as a major constraint to advocacy initiatives, and can also contribute to an environment in which NGOs may find it efficacious to retain the Government's favour by muting criticism of government policy or practices. NGOs have also been criticised for their weakness on governance issues. While there are initiatives underway to address them, efforts to do so remains a challenge in a country where leadership on transparency and fiscal propriety remains weak and a culture of seeking personal gain at the expense of maintaining integrity remains strong.

The discussion about the nature of the effectiveness of NGO programming will continue, but NGOs have made major contributions to Cambodia's development and their programming has changed over the years to reflect emerging issues and needs. Through a wide range of programs aimed at improving the lives of diverse groups of the population, and in partnership with the Government, there have been considerable improvements in the lives of many Cambodians. While weaknesses persist, particularly with respect to true 'empowerment' of communities through their ownership of NGO programs, there has been notable positive change, and that their participation as stakeholders is critical to realizing sustainable development is broadly accepted within the NGO community. The emerging trend of social entrepreneurship is a promising example of a movement toward self-reliance and away from the traditional 'welfare' approach to development which has been the dominant approach to community development programmes implemented by a number of NGOs in Cambodia.

... "We must continue to pool contribution(s) from all sources in our society, including the role of national and international NGOs, which is a major catalyst for accelerating development progress... the exchange of dialogue on the role of NGOs in socio-economic development, prolific partnership and the proper and efficient use of fund(s) will indeed help us fine-tune and customize our operation in order to accommodate the people's actual needs and various national development plans and strategies, especially the National Strategic Development Plan and the Rectangular Strategy Phase II."

- Prime Minister Hun Sen, in a speech given at an event celebrating the 30th Anniversary of Partnership between the Royal Government of Cambodia, Non-Governmental Organizations, and the People of Cambodia 1979-2009, November 24, 2009

41. 'Technical capacity' is used here as a general term to refer to technical competence in fields such water and sanitation, agriculture, and governance.

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Annex 1

Profile of Leading Networking NGOs

Cooperation Committee for Cambodia Founded in 1990

Key Program Areas of Concern:

Aid Effectiveness

⇒ Provincial and National Forums of Accra Agenda for Action and action steps for improving aid effectiveness

NGO Law

⇒ Coordinates meetings to discuss matters of concern regarding impending government plans to pass a law to regulate NGO activities

NGO Governance

⇒ Coordinates certification in Code of Ethical Principles and Minimum standards of NGOs in Cambodia

The NGO Forum on Cambodia Representative Appointed in 1995

Key Program Areas of Concern:

Land and Livelihood Program

⇒ Advocacy for fair compensation for victims of forced evictions

⇒ Advocacy for land tenure rights

Forestry Program

⇒ Advocacy efforts to address illegal logging

MEDiCAM – Founded in 1989 – Approximately 115 Members

Key Program Areas of Concern:

Information Exchange

⇒ MEDiNEWS monthly newsletter of issues of concern within the health sector

Policy Dialogue Engagement

⇒ Coordinates stakeholder workshops to prepare policy recommendations to the Ministry of Health

Advocacy

- ⇒ Coordination of advocacy efforts through task forces and NGO working groups
- Communicable diseases
 - Non-communicable diseases
 - Maternal reproductive, newborn and child health
 - Health System Think Tank

Annex 2

Annex 2 – Key Facts on Aid Disbursement and Programming

Disbursements and projection by development partner 2004-2012 (USD millions)

Development partner	2004	2005	2006	2007	2008	2009 (est) USD %		2010 Plan	2011 Plan	2012 Plan
UN and multilaterals										
UN programs (all funds)	73.8	91.8	96.3	98.6	109.0	127.3	12.9			
UN (own resources)	36.3	41.1	54.0	58.3	68.3	74.8	7.6	95.8	12.2	5.0
World Bank	49.5	37.8	24.5	47.5	44.0	60.4	6.1	122.7	109.6	93.8
IMF	2.4	0.3	83.5	0.9						
Asian Development Bank	76.7	89.4	67.5	69.4	145.7	89.5	9.0	124.5	116.8	92.8
Global Fund		18.8	21.9	21.1	38.6	47.9	4.8	41.2	27.2	14.8
Sub-Total UN & multilaterals	164.8	187.5	251.2	197.1	296.6	272.6	27.5	384.2	265.7	206.3
European Union										
Belgium	5.2	11.7	7.3	7.2	2.8	3.1	0.3	1.2	0.3	
Denmark	5.8	4.8	4.1	9.8	10.1	14.2	1.4	16.4	2.0	2.0
Finland	3.3	3.3	4.5	5.2	6.6	6.3	0.6	1.6	2.1	2.1
France	23.0	24.4	21.8	21.7	31.3	25.5	2.6	26.7	16.6	13.6
Germany	14.1	27.3	32.4	20.7	36.5	32.5	3.3	60.2	47.5	29.5
Netherlands	1.6	1.1	0.1	0.1	2.2	0.7	0.1	1.2	0.1	0.0
Spain			2.8	3.5	6.5	16.8	1.7	22.9	2.1	
Sweden	22.0	13.6	16.0	17.3	15.9	22.9	2.3	26.7	22.2	6.5
United Kingdom	17.0	20.6	20.7	23.7	29.6	32.5	3.3	31.6	16.5	13.9
European Commission	15.0	23.7	46.5	44.0	47.2	50.3	5.1	57.8	53.4	41.5
Sub-Total: EU	107.1	130.6	156.1	153.2	188.6	204.8	20.7	246.3	162.8	109.1
Other Bilateral Partners										
Australia	24.3	16.8	22.5	29.6	31.2	23.7	2.4	36.3	42.8	19.0
Canada	1.5	9.1	7.9	12.6	17.2	13.1	1.3	7.9	3.8	2.5
China	32.5	46.6	53.2	92.4	95.4	114.7	11.6	100.2	64.7	28.7
Japan	101.8	111.7	103.7	117.2	126.2	148.4	15.0	104.7	56.6	44.7
New Zealand	2.4	2.1	1.7	4.5	2.8	2.7	0.3	3.3	2.5	0.8
Republic of Korea	24.1	14.9	13.3	31.3	33.0	46.5	4.7	26.5	27.5	45.7
Switzerland	3.2	2.8	2.4	3.6	3.9	2.8	0.3	2.8	2.8	2.8
United States of America	40.6	43.3	51.0	58.1	55.7	56.9	5.8	61.2	63.7	
Sub-Total: Other bilaterals	233.7	247.2	255.7	349.4	365.5	408.8	41.3	343.0	264.4	144.2
NGOs (core funds)	49.4	44.7	50.2	77.7	104.9	103.3	10.4	112.4	51.8	28.5
Grand TOTAL	555.0	610.0	713.2	777.5	955.6	989.5	100	1,085.9	744.7	488.1

Source: Royal Government of Cambodia Cambodian Rehabilitation and Development Board, Council *The Cambodia Aid Effectiveness Report, May 2010*

NGO core funding to sectors and delegated cooperation 2008-2009 (USD million)

Sector	2008						2009					
	NGO Core Funds		Development partner funding to NGOs		Total		NGO Core Funds		Development partner funding to NGOs		Total	
	USD	%	USD	%	USD	%	USD	%	USD	%	USD	%
Health	36.7	35.1	21.2	21.2	57.9	28.3	32.4	31.4	21.2	21.1	53.6	26.4
Community and Social Welfare	31.4	30.0	6.2	6.2	37.6	18.4	31.6	30.6	6.2	6.2	37.8	18.6
Education	26.8	25.6	6.9	6.9	33.7	16.4	27.5	26.7	6.9	6.9	34.4	16.9
Environment and Conservation	1.5	1.4	1.9	1.9	3.4	1.7	5.1	4.9	1.9	1.9	7.0	3.4
HIV/AIDS	5.2	5.0	18.5	18.5	23.7	11.6	3.1	3.0	18.5	18.5	21.6	10.6
Rural Development	1.3	1.2	6.9	6.9	8.2	4.0	1.4	1.4	6.9	6.9	8.3	4.1
Agriculture	1.2	1.1	2.6	2.6	3.8	1.9	1.3	1.3	2.6	2.6	3.9	1.9
Gender	0.2	0.2	1.9	1.9	2.1	1.0	0.3	0.3	1.9	1.9	2.2	1.1
Governance & Administration	0.2	0.2	20.0	20.0	20.2	9.9	0.1	0.1	20.0	20.0	20.1	9.9
Manufacturing, Mining Trade	0.0	0.0	9.1	9.1	9.1	4.4	0.0	0.0	9.1	9.1	9.1	4.5
Other	0.2	0.2	5.0	5.0	5.2	2.5	0.3	0.3	5.0	5.0	5.3	2.6
Total	104.7	100	100.2	100	204.9	100	103.1	100	100.2	100	203.3	100

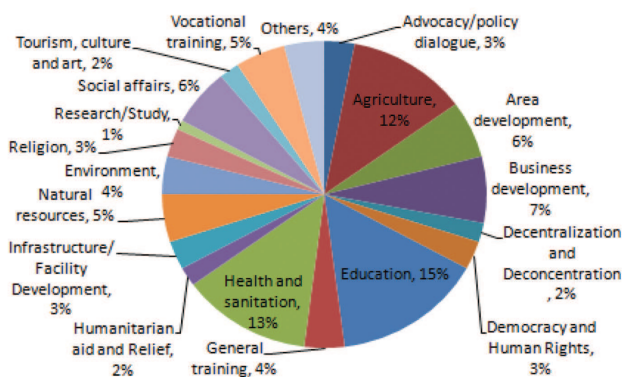
Source: Royal Government of Cambodia Cambodian Rehabilitation and Development Board, Council *The Cambodia Aid Effectiveness Report, May 2010*

Share of NGOs to ODA (1998-2006)

Years	ODA with NGO Core Funds (US \$ Million)	NGO Core Funds (US\$ Million)	Share (%)	ODA with Total NGO Disbursements (US\$ Million)	Total NGO Disbursements (US\$ Million)	Share (%)
1998	434	56.1	12.9%	461	83	18.0%
1999	400	55.0	13.8%	420	75	17.9%
2000	467	51.9	11.1%	492	77	15.7%
2001	472	43.6	9.2%	500	71	14.2%
2002	531	46.3	8.7%	578	93	16.1%
2003	540	51.2	9.5%	597	109	18.3%
2004	555	52.1	9.4%	627	124	19.8%
2005	611	57.1	9.3%	703	149	21.2%
2006	710	50.4	7.1%	823	163	19.8%

Source: Compilations from CDC Database made by Chanboreth and Hach 2008

Percent of Combined NGOs/Association by Sector in Cambodia



Source: Danida Survey of NGOs in Cambodia, 2006

Annex 3

TERMS OF REFERENCE

20 days - Short term Consultant (EAGER 2)

The Cooperation Committee for Cambodia (CCC) is seeking a consultant to conduct a short study entitled, "Taking Stock of Recent NGO Contributions to Cambodia Development, 2004-2009." The Consultants role is to conduct a rapid assessment of NGOs and produce a report by April 9th 2010.

Background

This study will support the implementation of the project: Enhancing Awareness on Governance and Effective regulations for Civil Society (EAGER2)

There are conflicting views in Cambodia on the role and contribution of NGOs to development in Cambodia. This feeds into misunderstanding of the role of NGOs as part of civil society amongst stakeholders and provides a barrier to dialogue and co-operation for development.

It has been recognized that the NGO case could be strengthened if there was a report that highlighted the contribution NGOs make to development in Cambodia. However the urgency for this report precludes there being time for robust, evidence based research but it is intended this will follow. For now there is a need for a study that highlights the variety of contributions that NGOs currently make its role as a crucial development actor which cannot be neglected or ignored

1. Purpose of the study:

The study will highlight both the variety and the strength of the NGO sector's contribution to development; it will support that case that NGOs are responsive to emerging needs and issues and innovative; and that they are effective partners with RSG and other development partners; that they take ownership of issues related to transparency and accountability; and that they are good stewards of development aid. The report also needs to exemplify the role of NGOs as part of the wider civil society and its significant advocacy role on a range of issues.

The report will:

- Document the NGO sector's contribution to development in Cambodia.
- Provide a tool to aid dialogue on NGO legislative and regulatory issues.
- Provide a tool that can be adapted and used for communication through different media.

2. Responsibilities and Tasks

Conduct a rapid assessment of the following areas of NGO strengths and reach out in:

- Service delivery and development programming which positively contribute to social and economic development of Cambodia.
- Capacity to Mobilize grassroots communities and poor and marginalized groups and advocate for their legitimate citizenship rights claiming.

- Strengthening civil society co-ordination and effectiveness in advocating for policy changes to safeguard democratic space and right to participation in national development process.
- Articulating strategies to aid Development.
- Production of research papers to influence policy making and overall national planning.

Methods will include - case studies, desk based research and short surveys.

- Produce a report, 10 -12 pages that can be adapted for different media formats (excluding annexes, tables, charts etc...)
- Assist and participate in planning a communication strategy for dissemination

3. Qualifications:

- Post graduate degree in development, social sciences, human rights, governance and law or other relevant field;
- Proven research and report writing skills;
- Proven knowledge and experience of working with NGO sector in Cambodia;
- Self motivated with strong planning and problem solving skills
- Knowledge of communications through different media

4. Milestones for reporting

Dates	Activity
24 th March 2010	ToR to be developed and plan agreed
12 th April 2010	Draft report to be produced and consultation held with Core group
12 th April	Recommendations and plan for communications strategy for dissemination produced.
April 19 th 2010	Final report to be produced incorporating feedback from Core Group
Total	20 days

Annex 4

Consultant Biography

Kristen Rasmussen has been living and working in Cambodia since 2004, during which time she has consulted for a number of local and international NGOs. She specializes in gender issues and integrated community development, and is particularly interested in dynamics of community based organizations and their capacity for fostering the development of social capital. Her work experience includes strategic planning, programme design, programme evaluation, and research. She holds an M.A. in International Public Affairs and Policy Analysis from the University of Wisconsin-Madison Robert M. La Follette School of Public Affairs.