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## **Strengthening Governance and Accountability**

**USAID Cooperative Agreement No. 442-A00-05-00007-00**

**Annual & Quarterly Report  
4th Quarter  
July - September 2008**



**15th November 2008**



# ANNUAL & Q4 REPORT FY2008

**PACT CAMBODIA**

USAID COOPERATIVE AGREEMENT NO. 442-A-00-05-00007-00

**ANNUAL REPORT FY2008 & QUARTERLY REPORT**

FOURTH QUARTER – YEAR 3 – JULY TO SEPTEMBER 2008

**STRENGTHENING GOVERNANCE AND ACCOUNTABILITY:**

- COMPONENT I: LOCAL GOVERNANCE AND REFORM
- COMPONENT II: MAINSTREAMING ANTI-CORRUPTION FOR EQUITY

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## INTRODUCTION

The “Strengthening Governance and Accountability” (SGA) Cooperative Agreement implemented by Pact Cambodia includes two components: The Local Administration and Reform (LAAR) Program and the Mainstreaming Anti-corruption Equity (MAE) Program. This report provides an annual overview of program impacts change and in the policy environment covering FY 2008, a detailed summary of SGA activities and achievements for the 4<sup>th</sup> Quarter, as well as a discussion of strategic innovations to be adopted during the coming year. The Report is divided into four sections:

- 1. LAAR Program: FY2008 Annual Report**
- 2. LAAR Program: Quarterly Report, July-September, 2008 (4<sup>th</sup> Quarter)**
- 3. MAE Program: FY2008 Annual Report**
- 4. MAE Program: Quarterly Report, July-September, 2008 (4<sup>th</sup> Quarter)**

On September 27, 2005, USAID awarded \$14,379,199 to Pact Inc., under Cooperative Agreement no. 442-A-00-05-00007-00, for implementation of the LAAR Program in Cambodia. The LAAR Program focuses on commune councils (CCs) and commune-level civil society groups to enhance local democracies (and by implication local development) through the promotion of good governance in local administrations, building linkages, and increasing public participation in commune planning and the ‘Decentralization and De-concentration’ process.

In August 2006, this Cooperative Agreement was modified to include the MAE Program and the award amount was increased by \$4,278,751. The MAE Program works at a national level to curb corruption in Cambodia by improving knowledge and awareness of corruption issues, developing skills to counter corruption, effecting behavioral change, and increasing demand for changes in the legal framework of Cambodia that support transparency, accountability and anti-corruption practices.

On September 3, 2007 a further modification was issued to Pact’s cooperative agreement which amended the program description. This amendment integrated the LAAR and MAE Programs into the current SGA Program with a total award under this amendment of \$18,657,870.

LAAR takes a cascading approach to project implementation working closely with fourteen provincially-based partner NGOs (PNGOs) in implementing the program. These PNGOs work directly with commune councils, local civil society groups, district authorities and provincial authorities in target areas to achieve program outcomes. At a national level, LAAR takes a leading role in stimulating national reform and partners with the Ministry of the Interior, the Ministry of Economy and Finance and the National Committee for Management of Decentralization and De-concentration. In previous years, LAAR has also worked with two national training partners. Next year LAAR plans to partner with the National League of Communes/Sangkats to further the project. MAE undertakes strategic and opportunistic campaigns to achieve program outcomes. MAE engages the National Government, civil society groups, the private sector, the media and other key stakeholders (including donors and NGOs) to assure government and civil society ownership of the program goal. To this end MAE: educates key government officials on issues related to corruption and the importance of a legal framework to support the prevention of and

penalties for corrupt acts; builds the capacity of civil society to understand and advocate for the need for corruption prevention; engages the private sector as an effective lobby group for a cleaner business environment; develops the skills of reporters to investigate and report on corruption issues; and coordinates key stakeholders to maintain pressure on the government for effective reform.

**ANNUAL REPORT SGA COMPONENT 1 FY2008**

LOCAL ADMINISTRATION AND REFORM PROGRAM (LAAR)

*“Before, I had a difficult time speaking up...Now, when I speak, people listen. I have a face. I have a voice. I have respect from the people.”*

Ms Phat Lvor

Commune Councilor – Takream Commune

## COMPONENT OVERVIEW

## LAAR AT-A-GLANCE

Agreement	<ul style="list-style-type: none"> <li>• <b>Cooperative Agreement no.:</b> 442-A-00-05-00007-00</li> <li>• <b>Period:</b> 2005-2010 (5 years)</li> <li>• <b>Start Date:</b> 1<sup>st</sup> October 2005</li> <li>• <b>Amount:</b> \$14M</li> </ul>
Reach	<ul style="list-style-type: none"> <li>• 14 Provincial NGOs</li> <li>• 8 provinces, 356 communes with a population of 3,167,357 people (1,544,279 men &amp; 1, 623,253 women) across 3,389 villagers (643,626 families)</li> <li>• 3164 commune council (CC) members (2742 male &amp; 422 female) from 356 commune councils</li> <li>• 3955 community monitoring committee (CMC) members (2207 male &amp; 1752 female) from 356 communes</li> </ul>
Goal	<ul style="list-style-type: none"> <li>• Effective, robust, and sustainable engagement between citizens and their elected commune representatives</li> </ul>
Objectives	<ul style="list-style-type: none"> <li>• Increase democracy and participation at the sub-national level</li> <li>• Build horizontal and vertical links between citizens, local government and national government</li> <li>• Increase public participation in the Commune Investment Planning and Decentralization &amp; De-concentration process</li> </ul>
Cross Cutting Themes	<ul style="list-style-type: none"> <li>• Good governance – emphasis on transparency, accountability, participation and partnership</li> <li>• Gender – ensuring equitable participation by women and increasing representation</li> <li>• Natural resource management</li> </ul>
Key Results for FY2008	<ul style="list-style-type: none"> <li>• 356 commune council social development projects implemented with 41% matching funds totalling over \$1.2M</li> <li>• 3230 commune council members capacity improved</li> <li>• 356 community monitoring committees established with 4138 members</li> <li>• Outreach activities undertaken in 356 communes</li> <li>• Citizen Satisfaction Survey completed – approx. 2730 respondents across 130 communes</li> <li>• 2260 village notice boards &amp; 169 billboards installed</li> <li>• Partnership with Ministry of Interior, Ministry of Economy and Finance, National Treasury &amp; Commune Council Support Program enhanced</li> <li>• 356 commune council bank accounts operating</li> <li>• Partnerships with 8 provincial &amp; 38 district level authorities enhanced</li> <li>• 19 Women's' Councillor Forums facilitated</li> <li>• 164 PNGO staff and 68 staff capacity enhanced</li> </ul>



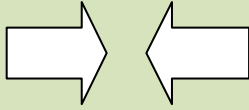

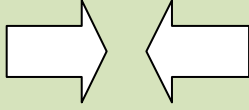

**Effective, robust and sustainable engagement between citizens and their elected commune representatives**

Build sustainable horizontal and vertical links between citizens, local government and national government (demand)

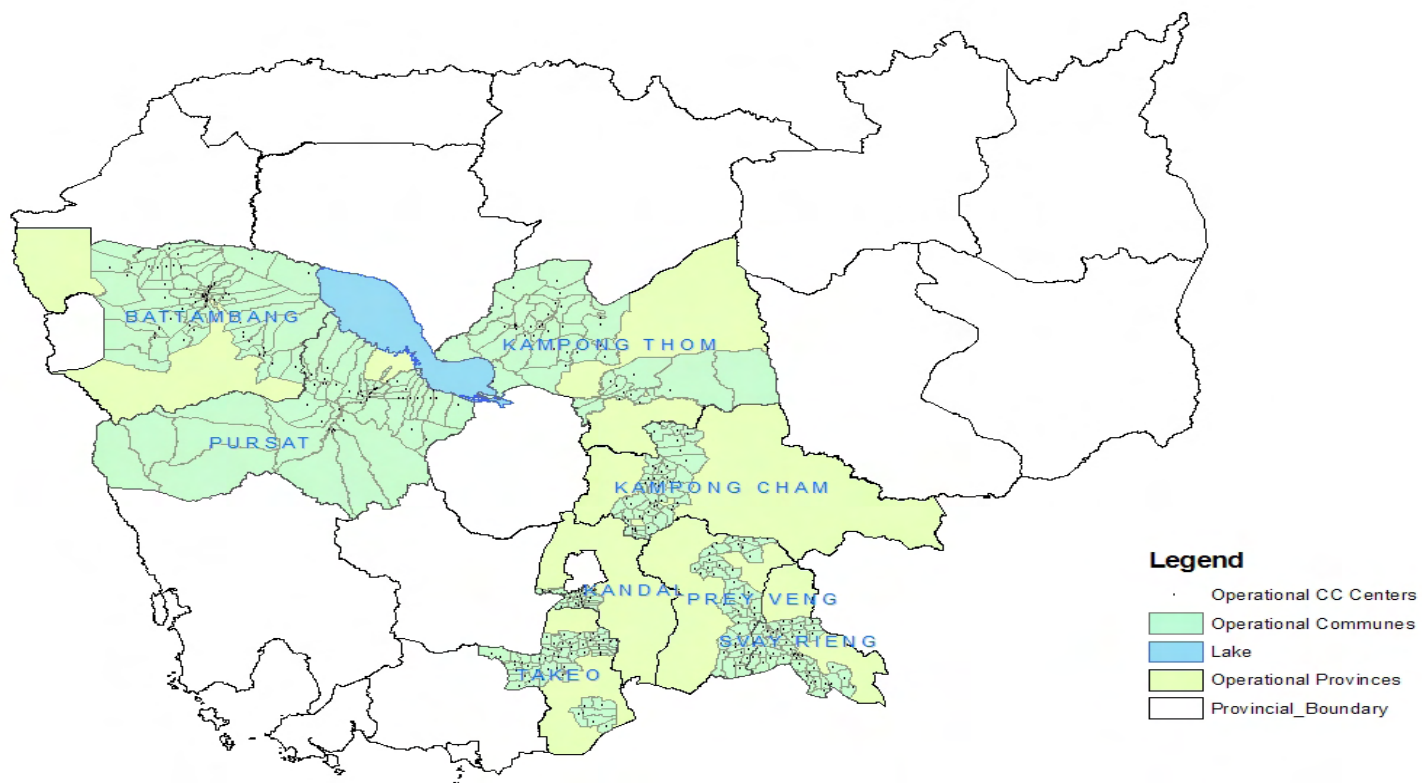
Increase public participation in the CIP and D&D reform processes (policy)

Increase and institutionalize participatory development processes & democratic practices within sub-national government (supply)



Illustrative Activities	Outcomes				Illustrative Activities
	Demand		Supply		
<ul style="list-style-type: none"> <li>CMC composition maximizes linkages with existing CBOs</li> <li>Regular &amp; sustained CMC participation in CC meetings</li> <li>Traditionally marginalized groups represented</li> <li>Inter-CMC exchange of experience</li> <li>Participatory approaches to problem solving</li> </ul>	<p>Citizens participate in mechanisms / forums to express their needs and issues (CC meetings)</p> <p>Issues of the vulnerable and marginalized are raised</p>	<p><b>Citizens are engaged in effecting change</b></p> <p><i>(Provide sustainable horizontal and vertical linkages between citizens and government)</i></p> <p><b>Commune Councils broker services from sub-national government agencies</b></p>	<p><b>Participation</b></p> 	<p>CCs actively promote opportunities for meaningful citizen participation</p> <ul style="list-style-type: none"> <li>Expanded and sustained community outreach by CC members</li> <li>CCs adopt expanded array of techniques/forums for citizen involvement in CC affairs</li> <li>CCs routinely include opportunities for citizen input in CC monthly meeting agendas</li> </ul>	
<ul style="list-style-type: none"> <li>CMCs support CC outreach</li> <li>CMCs promote citizen access to information</li> <li>Increased citizen awareness of CC decisions and activities</li> </ul>	<p>Citizens are knowledgeable on the responsibilities and undertakings of the CC</p> <p>Citizens able to access and evaluate information on CC operations</p>		<p><b>Transparency</b></p> 	<p>Information on CC activities routinely released to citizens in a timely manner (meeting times, agenda and decisions taken shared)</p> <ul style="list-style-type: none"> <li>Public CC meetings with advance public notice routinely conducted</li> <li>Monthly public CC meeting provides information on CC revenue, expenditure and project execution</li> <li>CCs routinely utilize community message boards to disseminate information</li> </ul>	
<ul style="list-style-type: none"> <li>Annual CC Performance Assessment (CCPA) - citizen assessment portion</li> <li>CMCs promote citizen monitoring of CC performance</li> <li>CMCs &amp; citizens increasingly aware of civic rights &amp; CC roles</li> </ul>	<p>Citizens monitor the use and distribution of public resources by CC in responding to community priorities/needs</p>		<p><b>Accountability</b></p> 	<p>Decisions made are consistent with the wishes of (or feedback from) the civil society sector.</p> <p>CCs seek, have and successfully manage their own budgets / donor funding in a transparent manner</p> <ul style="list-style-type: none"> <li>Annual CC Performance Assessment (CCPA) - incorporating citizen participation and identification of remedial actions</li> <li>Increased opportunity for public discussion of activities, decisions, revenue and expenditure</li> </ul>	
<ul style="list-style-type: none"> <li>Increased CC &amp; CS (CMC) capacity for participatory problem identification</li> <li>Formation of partnerships (collaborative solutions) to address problems identified</li> </ul>	<p>CCs &amp; Citizens share responsibility for identifying &amp; addressing community needs</p>		<p><b>Partnership</b></p> 	<p>CCs &amp; Citizens share responsibility for identifying &amp; addressing community needs</p> <ul style="list-style-type: none"> <li>Increased CC &amp; CS (CMC) capacity for participatory problem identification</li> <li>Formation of partnerships (collaborative solutions) to address problems identified</li> </ul>	
<p><b>Enabling Environment:</b> Enabling environment supports CC efforts to respond to broader range or constituent demands / NGOs have increased capacity and opportunity to engage in policy dialogue related to democratic decentralization</p>					

LAAR OPERATIONAL COMMUNES MAP



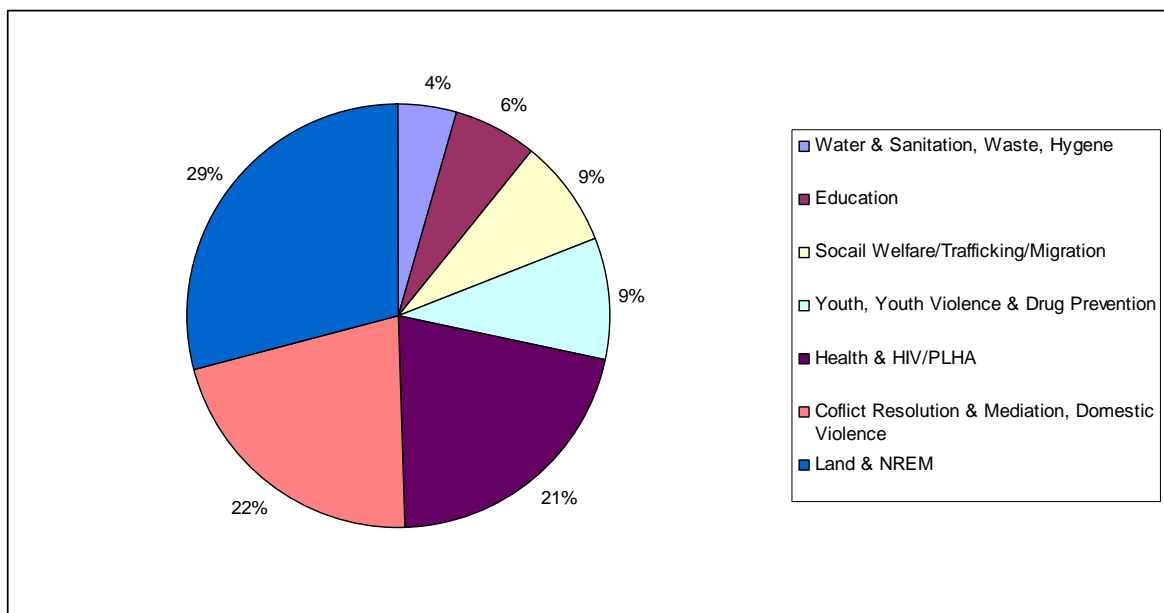
## SUMMATION OF CRITICAL OUTPUTS/ACTIVITIES

Component 1 of the Strengthening Governance and Accountability (SGA) Program, the Local Administration and Reform (LAAR) Program, has just completed its 3rd year. The goal of the LAAR Program is to promote effective, robust and sustainable engagement between citizens and elected commune representatives. LAAR has expanded progressively the geographical scope of its coverage from 69 communes in 2006, to 230 communes in 2007 and 356 communes by the beginning of 2008. LAAR's implementation model, which emphasized rapid territorial expansion and early grant-making, was designed to provide a platform for meaningful inputs to the decentralization and de-concentration policy process.

At the grassroots level, fourteen provincially-based partner non-governmental organizations (PNGOs) implement the program under sub-grants. PNGOs and LAAR staff have provided extensive training and coaching to build commune council, community based organization (CBO) and citizen awareness of good governance practices, focused on civic participation, partnerships between government and civil society, transparency of local government activities and budgets, and accountability of local government to its citizens for decisions made and actions taken.

Sub-grants to commune councils, managed directly by the commune councils through accounts in the commercial bank ACLEDA, provide support for expanded commune council community outreach and small scale social development projects undertaken to address priority community needs identified through a participatory identification process. To date, LAAR has issued 356 grants to support community outreach, and an additional 292 grants to support social development projects. Social development projects funds granted to communes are conditional on the commitment by the commune council of 40% co-funding, sourced primarily from the Royal Government of Cambodia's (RGC) Commune/Sangkat Fund. Working with Ministry of the Interior, the Ministry of Economy and Finance, and the National Treasury, LAAR has developed and piloted new procedures for the use of commune/sangkat fund resources which provide commune councils expanded flexibility in the use of official development resources to respond to priority community needs extending beyond infrastructure. Sub-grant funds obligated thus far to commune councils exceed \$1,230,654.

**Distribution of 2008 SDP Grants by Sector**



Working at both national and sub-national level with a variety of stakeholders (central and provincial government officials, national and provincial partners, commune councils, and civil society groups), LAAR has worked to create opportunities for commune councils to begin to address social development issues using Government resources, and to establish necessary preconditions for sustainable engagement to take place. Without the power to adequately address citizens' concerns, including concerns relating to social development issues, commune councils will have only a limited foundation upon which they can engage with citizens, and therefore limited prospects for sustaining engagement with the communities they are elected to serve. In parallel with this "supply-side" work, LAAR has also worked on the "demand-side" to strengthen citizen engagement and community oversight of commune council performance through the creation of Community Monitoring Committees (CMCs) which provide a mechanism for expanded citizen engagement and greater community awareness of commune council activities.

Internally, LAAR has also made progress towards improved monitoring and evaluation. With the establishment of a dedicated Monitoring, Evaluation, Reporting and Learning (MERL) Unit working across the SGA Program, the program is working towards more efficient and effective monitoring of project input and data management systems, more meaningful evaluation, improved report systems and enhanced organizational learning. This will result in more responsive data driven program management, increased knowledge management and information sharing.

With comparatively limited resources, the LAAR Program has made a significant contribution to the local development planning process in Cambodia, broadening the range of discretion available to partner commune councils in the use of commune resources to address community-identified social problems. It has worked with the Ministry of the Interior (MOI), the Ministry of Economy and Finance (MOEF), and National Treasury (NT) to ensure that commune councils in LAAR target areas are able to use their own funds for non-infrastructure and service delivery projects. With other stakeholders, LAAR has played a lead role in suggesting revisions to the project implementation guidelines to ensure that commune councils can adequately respond to social development issues in their communes. Complementing these national level efforts has been capacity building of both national and provincial partner organizations to support provide training and mentoring support to commune councils enabling them to independently and appropriately manage external donor funds in responding to the issues of their constituents. The work at each of these levels represents a major program contribution to building commune councils' capacity to respond to the needs of the residents of their commune, and therefore a substantial contribution to strengthening the foundation of the decentralization reform process in Cambodia.

## EVOLVING POLICY ENVIRONMENT

The *Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans* (or "Organic Law") was promulgated in May 2008. It provides a legal basis for both elected councils and "unified administration" at provincial and district levels complementing the *Law on the Administration and Management of the Commune/Sangkat*, adopted in 2001. Also promulgated at the same time was the *Law on Elections of Phnom Penh Capital Council, Provincial Council, Municipal Council, District Council, & Khan Council* which establishes that members of provincial and district councils will be indirectly elected on the basis of proportional representation from party lists. The drafting of a law on sub-national finance is also reportedly in progress within the Ministry of

Economy and Finance. Such a law will be necessary if significant functions are to be transferred to sub-national councils.

Taken together, these laws contribute to the further elaboration of administrative structures and authorities at the sub-national level, but reflect relatively weak accountability relationships between the electorate and emerging sub-national institutions. Preparations are now under way for district and provincial council elections which must be held within 12 months, including the preparation of subsidiary regulations further defining council and administrative structures and procedures. A critical task for development partners over the coming months will be to advocate for a strengthening and clarification of accountability relationships (both downward accountability to commune councils and by extension citizens, and horizontal accountability between commune councils and centrally appointed administrators at respective levels of councils), as subsidiary regulations are drafted.

While the election of sub-national councils will be an important step in strengthening sub-national governance, the Organic Law also provides a starting point for a process of reviewing governance and sectoral service-delivery functions, and their allocation between levels of national and sub-national authority. The assignment of functions, authority and resources to sub-national councils is essential if they are to play a meaningful role in governance, but the process will likely be complex and protracted, since it will involve the reassignment of control over budget, personnel and assets, and will entail complex sectoral analytical judgments and difficult political decisions.

To oversee this process, a *National Committee for Sub-national Democratic Development* will replace the present decentralization management body, the *National Committee for Management of Decentralization and De-concentration*. The acronym NCDD will remain constant. The composition of the new body is expected to include representatives of a wider range of ministries than at present. The NCDD is currently overseeing the formulation of a *National Program for Sub-National Democratic Development*, which is intended to guide the implementation of the Organic Law over the 2009-2018 period, as well as to provide a basis for the alignment of development partner assistance strategies around clearly articulated national priorities. Consultations with stakeholders during to process of Organic Law formulation were limited, and there is a great need for broad stakeholder engagement in the process of defining the subsidiary regulations and procedures for the implementation of the Law, during the on-going process of National Program design, and during the process of functional review which will follow. The indication, thus far, is that the Government is committed to broadening the consultative process.

The need for effective stakeholder engagement is particularly critical since the decentralization and de-concentration reform process will affect, and be affected by, on-going reforms in the areas of Public-Sector Financial Management (PFM), and overall Civil Service Reform (CSR), in addition to virtually all donor-supported Sector-Wide Programs (SWAPS). Since each of these major reform streams is managed by a different government institution and reflects a different center of political gravity, effective inter-donor communication will be critical, as will effective donor-government communication.

Substantial progress has been achieved in laying the foundations for deepening of D&D reforms, and in developing capacities for a substantially increased sub-national role in service delivery and poverty alleviation, however much remains to be done to support the Royal Government of Cambodia (RGC) in achieving the vision laid out in the Rectangular Strategy, National Strategic Development Plan (NSDP), and D&D Policy Framework.

## NOTABLE OUTCOMES

### INCREASE DEMOCRACY AND PARTICIPATION AT THE SUB-NATIONAL LEVEL

LAAR activities for FY2008 have centered on improving the supply of good governance, by improving commune council capacity, in concert with improving demand for good local governance by working with civil society. In doing so, LAAR increases participation, accountability, transparency and partnership at the commune level, while promoting the inclusion of traditionally marginalized groups (currently focused on women) and sustainable development (through natural resource management). The impact of the project in achieving these objectives will be demonstrated in behavioral changes amongst key target groups in these areas. These issues are explored individually in more detail at the end of this section.

### BUILD HORIZONTAL AND VERTICAL LINKS BETWEEN CITIZENS, LOCAL GOVERNMENT AND NATIONAL GOVERNMENT

During FY2008 LAAR contributed significantly to sub-national government reform. LAAR worked with community monitoring committees, community based organizations, local NGOs, international NGOs, donors, the United Nations, commune councils, district authorities, provincial authorities and the national government to promote linkages in order to further the decentralization and de-concentration process in Cambodia. These linkages provide an important backdrop for LAAR operations; promoting and facilitating the necessary changes to create democratic space and the development of good local governance. Further these linkages will provide a sustainable network for the continued development of local government long after LAAR is completed.

Importantly, LAAR is starting to see these networks take hold and this is reflected in a finding from the Citizen Satisfaction Survey which indicates that citizens in LAAR communes are significantly more likely to contact a village chief about an important problem (see table below) than their counterparts in non-target communes.

<b>According to Citizen Satisfaction Survey 2008 Citizens in LAAR Target Communes are more likely to:</b>	<b>Target Communes</b>	<b>Non-Target Communes</b>
Contact the village chief about some important problem (over the last year):	23.6%	17.5%

### INCREASE PUBLIC PARTICIPATION IN THE COMMUNE INVESTMENT PLANNING AND DECENTRALIZATION & DE-CONCENTRATION (D&D) PROCESS

Meaningful interventions result only when identified issues are translated into action. Commune Investment Plans outline how a commune council intends to tackle the pressing issues in their community. By linking this to these plans to the Commune Council Performance Assessment process, LAAR will ensure that commune councils will undertake interventions that are locally relevant, realistic and will have a durable impact on the local community. To achieve this level of planning would indicate a major step forward for local government in Cambodia, one that

most local governments were not capable of in FY2008. However, LAAR believes that some commune councils will progress to this step in FY2009 and is working with the Ministry of the Interior to develop and pilot a simplified version of the Commune Council Performance Assessment that commune councils can undertake on an annual basis.

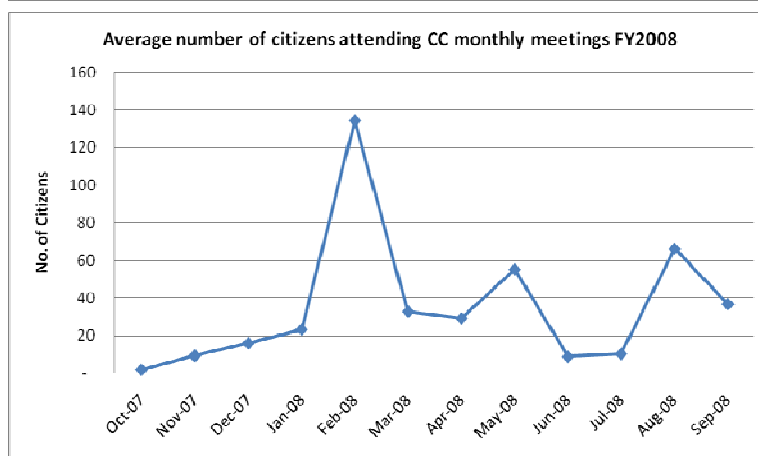
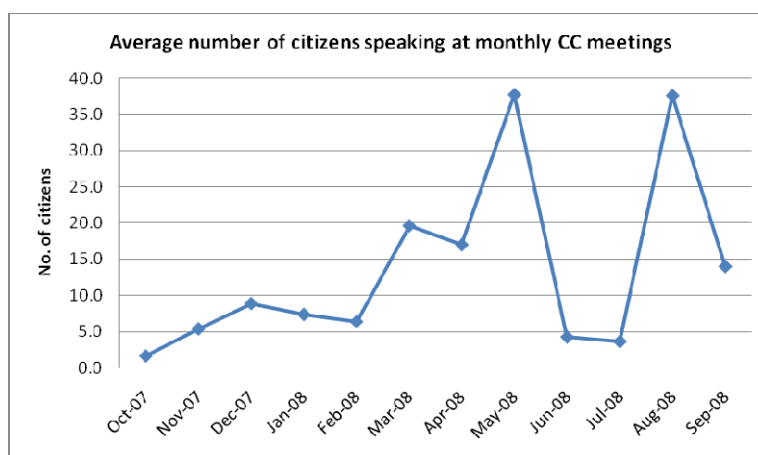
## IMPROVING GOOD GOVERNANCE

### PARTICIPATION

Local democracies work best when they elicit meaningful participation from a wide cross section of civil society.

LAAR promotes participation by citizens in local affairs by promoting citizenry attendance and participation at commune council meetings, commune council planning sessions and commune council self-evaluations, and through the coordination of community monitoring committees. It also broadens opportunities for citizen engagement with commune council members by supporting Council community outreach.

Correspondingly, LAAR expects participation by the citizenry at commune council meetings to increase in target communes. In FY2008, with the exception of June and July (when many meetings were cancelled in the due to national elections), LAAR communes saw an increase in citizen attendance and participation at commune council meetings (see graphs to right). The average number of citizens attending meetings in the last financial year in these communes was 20.82. This is an extremely positive result for the LAAR program; however such dramatic increases may also be due to more complete data in FY2008. It must also be noted that the data from FY2008 is still lacking, but will be improved in the next financial year with improved data management systems. It should be noted that seasonal variations in citizen participation is to be expected, with peak participation taking place during the annual Commune Investment Planning (CIP) cycle (generally February-March), and low participation during months of



peak agricultural labour demand (August-December).

Interestingly, results from the Citizen Satisfaction Survey conducted in 2008 show that citizens in LAAR communes say that they 'often' attended a commune council meetings compared to citizens in non-target communes (see table below).

In promoting participation, LAAR is confronted with several challenges; not the least of which is that over 56% of citizens believe that they can not attend commune council meetings without an invitation and that only about 27% of citizens have attended a commune council meeting. In addition, direct observation of commune council meetings indicates that citizens were only actively encouraged by the commune council to speak at 7% of meetings. To improve this, the LAAR program will place greater emphasis on 'the demand' for local governance by civil society for the second half. To achieve this LAAR will develop the understanding and capacity of key civil society members through community monitoring committees.

Eliciting participation by the citizenry in Cambodia is further complicated by a lack of capacity and coordination in civil society, especially at the commune level. For most rural Cambodians, daily life revolves around their family unit and village and the concept of a commune lacks both meaning and utility. However, the fact remains that commune councils are the lowest level at which there is direct representation of the electorate in governance, and as such constitute the intersection of decentralization and democratic governance reforms reflected in the RGCs Rectangular Strategy and other key policy documents. In order to be effective in promoting citizen voice and participation, civil society must be organized at this level. In responding to this, LAAR has established of 356 Community Monitoring Committees (CMCs) and is working to improve their capacity and community reach. Informal citizen organizations such as community monitoring committees will play an ever increasing role in encouraging and sustaining participation in the future local government across Cambodia.

<b>According to Citizen Satisfaction Survey 2008 Citizens in LAAR Target Communes are more likely to:</b>	<b>Target Communes</b>	<b>Non-Target Communes</b>
Attend meetings of the Commune Council "often" (over the past year)	15.2%	10.4%

## TRANSPARENCY

Responsible government starts with transparency. Without open and accessible information on council decisions, incomes, expenditures, activities and services, local government can not be called to account by their citizenry and corruption can thrive.

LAAR has worked to improved transparency in local government by training local authorities in transparency and implementing mechanisms (such as village notice boards and community monitoring committees) which assist in the dissemination of information from the commune councils. In FY2008, 1862 sub-national government officials (commune councilors, district authorities and provincial authorities) received training, and 2260 village notice boards and 4138 community monitoring committee members were active across LAAR target communes.

The impact of this work is slowly being felt. According to the Citizen Satisfaction Survey LAAR target communes are more likely than non-target communes to be receiving information on commune activities and significantly more



likely to be receiving information from the village chief, NGOs/community based organizations and the village notice board (see table below).

<b>According to Citizen Satisfaction Survey 2008 Citizens in LAAR Target Communes are more likely to:</b>	<b>Target Communes</b>	<b>Non-Target Communes</b>
Receive information on Commune activities from :		
The Village Chief	84.2%	77.4%
A NGO or CBO	8.6%	6.4%
Village Notice Boards	16.1%	9.9%

Also encouraging, is that of the commune council meetings observed in FY2008, 73% of meetings were recorded by at least one individual, 83% of commune councils explained the purpose of the meeting and/or the agenda at the start of public meetings, 47% reviewed conclusions from the last meeting and 69% shared information with the public. These simple processes allow for greater transparency. With continued support in this area, it is believed that commune councils will continue to improve in FY2009.

In FY2009 LAAR will work to improve the effectiveness of notice boards, by ensuring that they are regularly updated, and community monitoring committees, by consolidating their role and increasing their capacity. While these two mechanisms require more work they are an important starting point in ensuring transparency at a local level.

Additionally, LAAR has also worked with commune councils to improve their understanding and capacity to deal with corruption. LAAR, with the assistance of MAE, has developed integrated training programs for commune councils and other local officials that highlight corruption issues and demonstrate best practices which reduce the opportunities for corruption. This training assists commune councils to create space for public over-sight and transparency in their activities and decisions.

## ACCOUNTABILITY

Good governance relies on the ability of citizens to engage with their local officials to discuss local issues and hold them accountable.

To this end, LAAR worked with community monitoring committees to develop the skills and confidence of key members in local communities so that they can better articulate community issues at commune council meetings, monitor commune council activities and hold commune councils more accountable throughout FY2008. This work will continue into FY2009.

LAAR also worked on accountability through the Citizen Satisfaction Survey in FY2008. The results from the Citizen Satisfaction Survey will serve as a baseline on a number of expected behaviour changes as a result of the LAAR intervention. It also produced some revealing information about the current context of local government in Cambodia. The survey showed that commune councils in LAAR areas were perceived by citizens to be significantly more responsive than their counterparts in non-LAAR communes and that if they were given more resources that

they would use them wisely to the benefit of the community (see table below). Further, a majority of citizens believed the commune councils have ‘the ‘right amount of power’; almost 90% of citizens in LAAR communes surveyed said that decision making would improve if commune councils were given more power; 78% noted that if commune councils were given the authority to raise revenue through fees they would provide better services to the community; and 82% indicated that if improved services were available they would be willing to pay for them. However, results also indicated that the councils were not giving sufficient attention to specific community needs, such as water supply and poverty alleviation.

<b>According to Citizen Satisfaction Survey 2008 Citizens in LAAR Target Communes are more likely to:</b>	<b>Target Communes</b>	<b>Non-Target Communes</b>
Respond that the Commune Council shares their priorities	39.3%	33.5%
Agree that if Commune Councils were given more resources, they would use them wisely for the benefit of the community;	61.5%	56.0%

As mentioned, LAAR is also working with the Ministry of the Interior, to develop a simplified Commune Council Performance Assessment process through which commune councils can conduct a regular self- assessment. It is envisaged that in the future, the Commune Council Performance Assessment will provide an important tool for commune councils to jointly identify problems with the communities, which will in turn feed into commune investment planning. These systems will afford communities and line authorities an opportunity to further hold commune councils accountable.

## PARTNERSHIP

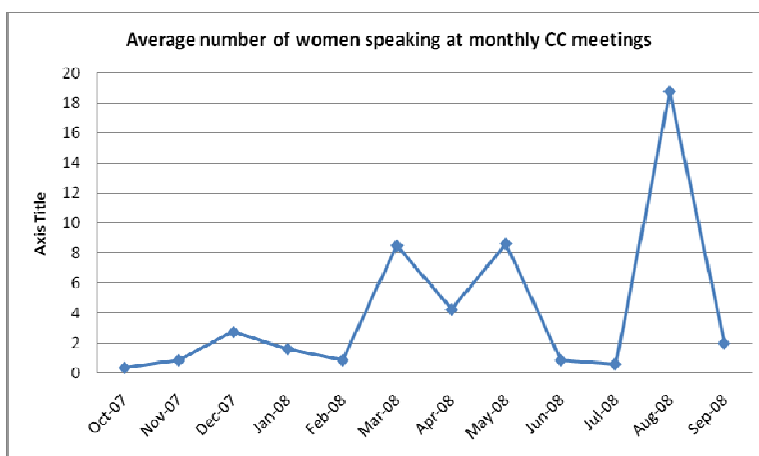
Developing partnerships between commune councils and civil society is the fourth and most difficult aspect of good local governance.

Through the Social Development Projects, co-funded by the commune council and LAAR, commune councils have the opportunity to undertake meaningful and locally responsive projects in their own community. These projects aim to both build the capacity of commune councils and create space for participation and partnerships. During the course of FY2008, LAAR has increased attentions and effects to promote partnership between the commune councils and social service providers (local organizations, private sectors, and government agencies), to implement commune social development projects, through a commune level public bidding process. At the provincial level, LAAR in coordination with the provincial administration have motivated a broad range of NGOs, community based organizations, and technical departments to participate in the commune level service providers bidding process. Pre-bidding orientation meetings have been conducted to familiarize potential service-providers with the bidding process.

It is still too early in the project to gauge LAAR’s effectiveness in promoting partnerships, but figures from FY2008 meeting observations indicate that commune councils decided on partnerships in 13% of their public meetings. In the next half of the project, LAAR will focus more on this area.

## ENGAGING WOMEN

Women in Cambodia are severely under-represented in public affairs, yet make up more than half of the population. LAAR addresses this imbalance by promoting women’s participation at commune council monthly meetings. The definition of ‘participation’ is crucial for this indicator; women need to articulate an opinion or concern at the meeting relevant to community or the commune councils business. In FY2008 women attendance at commune council meetings increase by 15.44%; however such dramatic increases may also be due to more complete data in FY2008. It must also be noted that the data from FY2008 is still lacking, but will be improved in the next financial year with improved data management systems.



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LAAR also worked with female commune council members in FY2008. In conjunction with GTZ, LAAR supported 19 Women’s Councillor Forums during the financial year. These forums allow women councillors to share experience and develop support networks. It is envisaged that these forums will be an important tool for women’s empowerment in local politics in the future.

In addition, LAAR will also pilot a new initiative based on the WORTH women’s empowerment model in FY2008. This self-funded project seeks to empower poor and marginalized women and develop their capacity to become involved in local affairs, in addition to improving their education and earning potential.

## CHALLENGES

- Finding balance between SUPPLY-SIDE (Commune Council) and DEMAND-SIDE (Citizen) emphasis in programming:** Given the design emphasis on rapidly achieving scale, the initial focus of LAAR was placed on developing commune council capacity and receptiveness. Comparatively fewer resources were devoted to the specific capacity development needs of community monitoring committees and community based organizations that must be addressed if they are to serve as effective vehicles for articulating citizen demand.
- Finding balance between project SCOPE and DEPTH:** The LAAR implementation model called for rapid scale-up and grant-making to commune councils. This necessitated an emphasis, during the first half of the project, on identifying and developing the capacity of provincial partners, forging relationships with provincial and district officials, and providing successive training modules to commune council and community monitoring committee members, and working with Ministry of the Interior and National Treasury to develop necessary guidance to expand commune council discretion in the use of commune/sangkat funds. An emphasis on deepening the impact of the project is now required to ensure that changes achieved through the project are

progressively embedded in routine commune council behaviors and sustained, as well as to deepen linkages between social development programs and desired long-term outcomes at the community level. **To continue to deepen social development projects to ensure that they produce visible and durable impacts, while at the same time maintaining focus on social development programs as a MEANS to an end rather than END in it self.** Social development projects are intended to serve multiple purposes within the LAAR design, but are primarily intended to serve as a focal point and catalyst for engagement between citizens and commune councilors. Secondly, they are intended to leverage an expansion in the range of choice available to commune councils to respond to priorities expressed by citizens as they begin to engage with commune councils, and to create a precedent for the use of public funds to address the social needs of communities (in addition to needs related to physical infrastructure). Social development programs are not primarily intended to have a measurable or significant impact on social outcomes themselves, but should have tangible and durable impacts relative to citizen engagement. Most critically, they should serve to demonstrate citizens and commune councils can begin to collaboratively address social issues over the longer term using their own resources.

- **Working with National Government to facilitate reform.** Key lessons from experience with the Social Development Projects planning cycle during 2007-2008 show that there is a high degree of interest among commune councils in developing the capacity to address social development needs identified by communities through the commune investment planning process, and that the provision of grant funds to support commune council outreach has served to greatly increase the extent to which community priorities are reflected upwards through the official development planning process. LAAR's practical, hands-on experience at the commune level has resulted in LAAR's inclusion by Ministry of Interior's General Directorate of Local Administration (formerly the Department for Local Administration) in a variety of working sessions organized to develop or refine procedures and guidelines related to project planning, budgeting and execution at commune level. This access provides a platform for encouraging further reforms to increase the discretion available to commune councils in carrying out their representative functions, and for encouraging the clarification of existing procedures for project management. At national level, LAAR will continue to work closely with the General Directorate of Local Administration to ensure that the NCDD's annual guidelines on 2009 commune budget formulation make clear to commune councils the possibility of allocating funds to address social development priorities. Attention will be also given to working with the General Directorate of Local Administration to ensure that the revised Commune Project Implementation Manual and budgeting guidelines include a budget code for the social/non-infrastructure projects. In the current version there are budget codes assigned for local infrastructure projects, but none for service/non-infrastructure projects. Working to encourage General Directorate of Local Administration to support commune councils in assigning additional resources to fund greater community outreach will also be a priority.
- **Perpetuating an enabling environment.** The development of the *National Program for Decentralization and De-concentration Reform* and initiation of a process of functional review and assignment provide potential entry points for LAAR to influence, at the margins, the direction of decentralization policy. Working with other members of the Decentralization and De-concentration Donor Working Group, LAAR will continue to press for procedural and regulatory approaches that serve to reinforce rather than undermine accountability relationships between elected councils and citizens and between sub-national administrative structure and the councils to whose authority they should be subject.

- **Translating innovative policy guidance into attitudinal and behavioral change by sub-national officials remains a major challenge.** Working closely with Ministry of the Interior and the National Treasury, LAAR has had considerable success in developing guidance to expand commune discretion in the use of commune/sangkat fund resources to support social development. Resistance to expanded commune council discretion is widespread in government, particularly within the treasury hierarchy, but elsewhere as well. The capacity and mind-set of provincial and district level structures designed to provide technical assistance to the commune level continue to be primarily focused on supporting small scale infrastructure projects. The start up in many of the 2008 social development programs was delayed by the process of securing the endorsement of commune co-funding commitments (40% match) by provincial governors. The Commune Budget Plan endorsements place later in 2008 than in previous years, in February/March rather than December. To address this challenge, Pact and PNGOs had worked closely to coordinate with the Provincial Level Administration Units, to ensure that the provincial administration are well acknowledged and supported the social development program co-funding process, and to assist the commune councils to have maximum absorption of the USAID/LAAR social development program funds. LAAR's approach will be to continue to promote effective, routine, communication between PNGOS and provincial and district authorities (District Facilitation Teams/Provincial Facilitation Teams, Provincial Level Administration Units, etc.), to promote greater understanding on community demand for social sector interventions, and to support the introduction of procedural innovations that support commune councils in exercising greater discretion in responding to community needs in these areas using public resources.
- **Commune-level understanding of how to identify, design, and implement effective social-sector interventions remains extremely limited, as does the availability of service-providers in many areas.** Donor and RGC efforts to develop commune council planning and management capacity to date have been focused almost exclusively around the implementation of small-scale infrastructure projects identified through the Commune Investment Planning process. Because communes have not yet been assigned on-going responsibilities or resources for service provision, their ability to conceive of interventions that move beyond one-off awareness-raising interventions is limited. Commune-level availability of service-delivery capacity also remains limited and uneven. LAAR PNGO partners, in coordination with the Provincial Level Administration Units, have sought to address these issues by encouraging a broad range of NGOs, community based organizations, and technical departments to participate in the service providers bidding process. Pre-bidding orientation meetings have been conducted to familiarize potential service-providers with the bidding process. Where it has been difficult to identify service providers willing to bid, or capable of providing services within cost, some commune councils have opted to directly implement social development programs, rather than contracting out service provision.
- **Deepening commune council capacity to develop partnerships.** LAAR commune councils increasingly understand that they have the authority to use commune/sangkat fund resources to fund social interventions; efforts must now shift increasingly to supporting efforts to move beyond awareness raising, and developing the capacity to identify opportunities to partner with non-traditional service providers.

- Promoting mainstreaming of outreach activities.** LAAR initiated ‘out reach grants’ as a mechanism for stimulating increased commune councils interaction with citizens at the village level, in order to promote increased council awareness of local issues, and to increase opportunities for citizens to engage with commune council members. Increased community outreach has been welcomed by councilors and citizens alike. Councilors are more visible at the community level, and insights gained through outreach have informed the Commune Investment Planning process, with a number of social priorities being raised during the annual District Integration Workshop to solicit attention from relevant stakeholders at the district and provincial levels. The challenge will be to encourage commune councils to budget commune/sangkat fund resources to sustain greater outreach over the long-term, and to ensure that procedures and sub-national authorities (including the provincial treasury) allow this. LAAR and its provincial implementing partners will continue to promote the mainstreaming of outreach into commune plans and encourage commune councils to allocate budgets to support outreach activities in 2009, and assist partner councils identify low cost or cost free approaches to enhanced community outreach. One such approach being explored is the assignment of individual commune council members as focal points for specific villages under their jurisdiction.

## THE WAY FORWARD

In FY2009, LAAR is poised to begin the process of deepening its interventions, and will devote increased attention to the promotion of greater and more effective citizen voice at the commune level. In order to facilitate this shift, LAAR will support commune councils to deepen and solidify the impact of social development projects with the emphasis on the community problem-solving, mainstreaming of outreach activities into commune council operations, expanding support to community monitoring committees and further developing community monitoring committees linkages with existing local organizations to strengthen the engagement between the citizens and commune councils. LAAR will provide additional training and coaching to the provincial NGO partners, as well as occasional direct coaching support at the commune level where necessary. LAAR will maintain support for commune councils (supply-side) but will increase and resources to building CMC capacity (demand-side).

During FY2009, Pact’s capacity building support for PNGOs will emphasize: community monitoring committees engagement, community problem solving, and refresher training on key elements of program implementation. PNGOs, in turn, will work to ensure that relevant skills are transferred to the commune level. In FY2009 PNGO contracts will be reviewed to ensure a greater focus on strengthening capacity and confident of community monitoring committees. Pact will emphasize practical approaches to building the understanding of the commune monitoring committees’ role and emphasize a limited range of core functions.

Support for commune councils during the formulation and implementation of 2009 social development projects will be intensified, with particular attention to visible and durable project outcomes. This means moving beyond awareness raising to exploring and using local skills, ensuring local ownership, expanded citizen engagement in the process, and the promoting partnership with the civil society organizations. Pact and PNGOs will increase collaboration with the provincial level administration units to ensure support for commune councils during their 2009 budget formulation and the allocation of 40% co-funding for the social development projects. Attention will be given to mainstreaming outreach into commune operations, by encouraging the commune councils to allocate

some of their commune funds for 2009 into outreach activities and identify low cost or cost free methods of outreach.

LAAR will continue to promote the utilization of the existing village notice boards by the community groups, community monitoring committees, and other NGOs operating at the commune level to improve their effectiveness as a tool for transparency. No new notice board construction is anticipated during the fiscal year.

LAAR will continue to review the recommendations of the September 2008 Mid-term Review and subsequent stakeholder focus group consultations in order to improve and deepen citizen engagement in 2009. LAAR Senior Staff will meet with each PNGO's management to ensure that strategic ideas are well integrated and addressed in their 2009 contracts. The Quarterly Partners' Meeting will continue to serve as forum to give opportunity to both Pact and PNGOs to review and improve the LAAR program implementation strategies.

LAAR in collaboration with the General Department of Local Administration will pilot the annual commune council performance assessment tool in 10 LAAR communes during FY2009. The intent of this pilot is to build on a methodology for which there is already a basis in Cambodian legislation to promote performance monitoring, fact-based decision-making and, ultimately greater responsiveness to community needs.

LAAR has budgeted for an additional Citizen Satisfaction Survey to be undertaken in FY2010. This survey will provide important statistical data on the changes in citizens perceptions of commune councils in LAAR target communes over the life of the program. In addition, the survey will allow for a comparative analysis between LAAR target communes and non-target communes. LAAR is seeking additional funds from other donors to conduct an additional round of the survey during 2009.

LAAR will continue to provide assistance to support the NGO Liaison Office at the Ministry of Interior via a sub-grant to the Commune Council Support Project and the quarterly D&D Bulletin.

LAAR will continue co-funding Women for Prosperity (WfP) to support capacity development and networking among female commune councilors for Female Commune Councilors Forums in 7 of the 8 LAAR provinces.

Through the Working Group for Partnership in Decentralization, LAAR will continue support to civil society stakeholders for more effective engagement with government on decentralization and de-concentration reforms. LAAR participates in the Working Group for Partnership in Decentralization as a member of the Steering Committee; periodically providing a venue for meetings and events and managing the mailing/distribution list for the group. It is anticipated that the Working Group for Partnership in Decentralization will organize one or more public forum on key topics during the course of FY2009, and LAAR has reserved funds to contribute to the cost of such an event.

LAAR will provide social development program grants to 356 communes, at average of around \$4,800 per commune (Up to \$6,000 per commune), contingent on the availability of co-funding totaling 40% of total project value. It is expected that these grants, totaling approximately total approximately \$1.7 million will be awarded for the period March-April 2009 through July 2010.

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**QUARTERLY REPORT – SGA COMPONENT 1 – YEAR 3, 4<sup>TH</sup> QUARTER**
**LOCAL ADMINISTRATION AND REFORM (LAAR)**

JULY TO SEPTEMBER 2008

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**PROGRAM ELEMENT 2.2.3 - LOCAL GOVERNMENT AND DECENTRALIZATION**

Summary of 2.2.3 Local Governance and Decentralization Indicators for LAAR Q4 FY2008

- Commune Councils improving performance.** Due to the fact that local government is less than 6 years old in Cambodia, LAAR has had to invest extensive time and resources into the development of commune council member's skills and understanding. In Q4 FY2008 LAAR continues to coach and mentor 356 commune councils across 8 provinces to improve their capacity. Notably, in Svay Rieng and Kandal provinces, LAAR conducted training with commune councils on writing, reporting on and implementing social development projects. LAAR is also working with the National Government to ensure that the necessary policies and procedures are in place to facilitate improved performance. In Q4 FY2008 LAAR worked with the National Treasury, the Ministry of Economy and Finance and governors to develop systems which furthered the decentralization and de-concentration process and implement procedures that would allow for improved performance. (2.2.3.a)
- Mechanisms for citizen engagement.** Sustainable citizen engagement is a key objective for the LAAR program. LAAR implements mechanisms, such as community outreach by commune councils, notice boards and community monitoring committees that facilitate sustained engagement at the local level. In Q4 FY2008 LAAR has continued to explore ways of deepening the impact of these mechanisms so that they have durable outcomes. LAAR has also worked with the Ministry of Interior and the Ministry of Economy and Finance to remove tax obligations for social service providers, so that small organizations could bid on the provision of services to communes, effectively opening the gates for partnerships between civil society and local government in Cambodia. (2.2.3.b)
- Improved management and fiscal management.** Accountability and transparency in local government can not be achieved without strong management and fiscal management. By demonstrating competency in these areas commune councils will be better positioned to take on more responsibilities and speed up the decentralisation process. For civil society, these skills will enable them to better analyse and account for commune council spending. In Q4 FY2008 LAAR improved the management and financial management skills through 371 training sessions with provincial level authorities, commune councils and community monitoring committee members.



In addition LAAR worked with the National Treasury to improve their policies so that commune councils now have the authority to transfer commune funds into social services projects, thus increasing their ability to make more autonomous decisions about funding. (2.2.3.c)

- **Citizen Satisfaction Survey.** The Citizen Satisfaction Survey provides an important measure of citizen satisfaction with their commune councils and also provides a baseline for aspects of the LAAR project. The first Citizen Satisfaction Survey was completed and compiled by the Centre for Advanced Studies (CAS) in Q4 FY2008. Results from which were discussed in a workshop with stakeholders on the 7<sup>th</sup> of August. The final report is due for release in the near future. (2.2.3.d)
- **Increased citizen participation.** Participation is the one of the core principles of good local governance. LAAR promotes participation by citizens in local affairs through regular attendance at commune council meetings. In Q4 FY2008 citizen participation averaged 7.7 people at each commune council meeting. Participation was further enhanced in Kampong Thom province through community monitoring committee training in observation, recording and basic management skills. In Takeo province a community forum was held to discuss community development. (2.2.3.e & 2.4.1.e)
- **Increased women’s participation.** Women in Cambodia are severely under-represented in public affairs, yet make up more than half of the population. LAAR addresses this imbalance by promoting women’s participation at commune council monthly meetings. In Q4 FY2008 women’s participation averaged 6 per commune meeting and four female councilor forums facilitated by Women for Prosperity (in partnership with LAAR and GTZ) that were held in Takeo, Kandal, Svay Reing and Battambang provinces. (2.2.3.f)
- **Commune Councils conducting self-assessment.** Accountability is one of the core principles of good governance. The Commune Council Performance Assessment is a tool, initiated by the Ministry of the Interior, under which commune councils can self-assess their performance. In addition the Commune Council Performance Assessment provides a useful measure for higher levels of government and civil society. In Q4 FY2008 LAAR started work on a simplified version of this tool that can be easily managed and implemented by commune councils on an annual basis. (2.2.3.g)
- **Commune Councils linking evaluation to planning.** Meaningful interventions result only when identified issues are translated into action. Commune investment plans outline how a commune council intends to tackle the pressing issues in their community. By linking this to these plans to the Commune Council Performance Assessment, LAAR will ensure that commune councils will undertake relevant interventions that will have a durable impact on the local community. In Q4 FY2008 LAAR garnished feedback on aligning this process with the Commune Council Performance Assessment with PNGOs during the quarterly partners meeting and entered into discussions, on collaborations between LAAR and the Provincial Level Administration Unit, with the rural development committee in Kandal province. A number of commune councils have also started to make use of their outreach work to inform the commune investment planning process. (2.2.3.h)

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## PROGRAM ELEMENT 2.2.4 - ANTI-CORRUPTION REFORMS

### Summary of 2.2.4 Anti-Corruption Reforms Indicators for LAAR Q4 FY2008

- Reducing corruption in local government.** Due to their positions of influence, commune council members and staff are particularly vulnerable to corruption. In functioning local democracies government officials need to act (and be seen to act) with the utmost probity. In conjunction with the MAE, LAAR has developed integrated training programs for commune councils and other local officials that highlight corruption issues and demonstrate best practices which reduce the opportunities for corruption. In Q4 FY2008 1044 sub-national government officials (commune councilors, district authorities and provincial authorities) received this training. In addition, the Provincial Local Administration Units/PLAUs and Provincial Treasuries acknowledged and support proposed transparent bidding process for the procurement of social services by commune councils. This system will work towards improving transparency and reducing corruption in the contracting process (2.2.4.a)
- NGOs working against corruption.** Local non-government organizations play a vital role in fighting corruption in Cambodia and are vulnerable to corruption themselves. In partnership with MAE, LAAR has developed integrated training program for local NGOs that highlight corruption issues and demonstrate best practices which reduce the opportunities for corruption. In Q4 FY2008 164 people affiliated with NGOs (staff and management) received training in anti-corruption from LAAR. (2.2.4.b)
- Public oversight of resources.** In Cambodia, public resources are prone to miss-use and miss-appropriation for personal gain. By establishing mechanisms for the public oversight of public resource use, local communities can hold local officials accountable. In Q4 FY2008 LAAR has continued to work on 3 mechanisms across numerous communes at the local level, namely community monitoring committees, notice boards and the commune satisfaction survey. Of note was the training of 110 community monitoring committee members in Battambang in the first week of August, and training of community monitoring committee members in Kampong Thom on the 15<sup>th</sup> of September in monitoring, evaluation and facilitation. (2.2.4.c)
- Anti-corruption measures.** LAAR contributes directly to reducing corruption in local government in target provinces through the implementation of anti-corruption measures at a local level. In Q4 FY 2008, LAAR continued working with community monitoring committees, training 2071 in anti-corruption, and encourage the use of notice boards to inform the communities of the decisions made by the councils, and improve transparency at local level. (2.2.4.d)

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## PROGRAM ELEMENT 2.4.1 - CIVIC PARTICIPATION

### Summary of 2.4.1 Civic Participation Indicators for LAAR Q4 FY2008

- CSOs promoting civic participation.** CSO play an important role in creating pressure for change. LAAR continued to work with 356 community monitoring committee and 14 PNGOs in Q4 FY2008 to promote civic participation. (2.4.1.a)

- **Improving CSO management.** The concept of civil society, especially at a local level, is still new concept in Cambodia, but it will play a vital role in the future of local government. LAAR provides civil society organizations with the basic management skills necessary to maintain their organizations. In Q4 FY2008 LAAR increased the internal organizational capacity of their 14 PNGOs. Of note, were the self-coordinated of meetings between PNGOs and stakeholders to share lessons and experiences in Takeo and Svay Rieng provinces. (2.4.1.b)
- **Mainstreaming minority and marginalized groups.** Healthy and robust local democracies make decisions that are equitable to the whole community. LAAR promotes the role and rights of women, youth, ethnic and religious minorities in local government across Cambodia. A LAAR implement training program assists in the identification minority or marginalized groups and mainstream their needs into local development. In Q4 FY2008 trained 3587 about the rights of minority groups. (2.4.1.c)
- **CSOs engaging in advocacy and watch dog functions.** In Q4 FY2008 LAAR continued to work with and develop the concept of community monitoring committees in order to capacitate their ability to perform advocacy and watch dog functions. (2.4.1.d)

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#### KEY ACTIVITIES PLANNED FOR NEXT QUARTER (OCTOBER-DECEMBER 2008)

- Continue supporting target commune councils to align issues and interventions identified through Community Outreach Activities with the 2009 Commune Investment Programs (CIPs) and the preparation for district integration workshops;
- Support the formulation of 2009 Social Development Projects with an emphasis on achieving durable and visible impacts;
- Continue supporting to 230 Commune Councils in effective implementation of the 2008 social development projects;
- Strategic review meeting with the 14 provincial NGO partners on promoting sustainable citizens engagement;
- Conduct Quarterly Partners' Meeting with particular attention to deepen and solidify the impact of social development projects, mainstreaming outreach activities into commune planning system, and support to community monitoring committees;
- Follow up discussion with respective PNGO partners on their proposed LAAR deepening strategies for 2009;
- Consultation meeting with the D&D donors/Technical Advisors to review LAAR Program Strategy for the remaining LAAR program period;
- Intensive coaching support to community monitoring committees, emphasizing core behaviors for promoting citizen engagement;

- Through NGO Liaison Office/CCSP support the organization of (1) the Civil Society-Government Quarterly Coordination Meeting;
- Contribute to further refinement of regulations and procedures for the use of Commune/Sangkat Funds to support commune council community outreach and social development investments;
- Deliver training to new staff of Provincial NGO partners on Commune Finance Management;
- Through NGO/Women for Prosperity (WfP), support the organization of the Female Councilors Forum at provincial level.

ANNUAL REPORT SGA COMPONENT 2 FY2008

MAINSTREAMING ANTI-CORRUPTION FOR EQUITY PROGRAM (MAE)

*“The CBI creates an environment where business can develop and Cambodia can prosper.”*

Paul Luchtenburg

Chief Executive Officer – AMK Microfinance

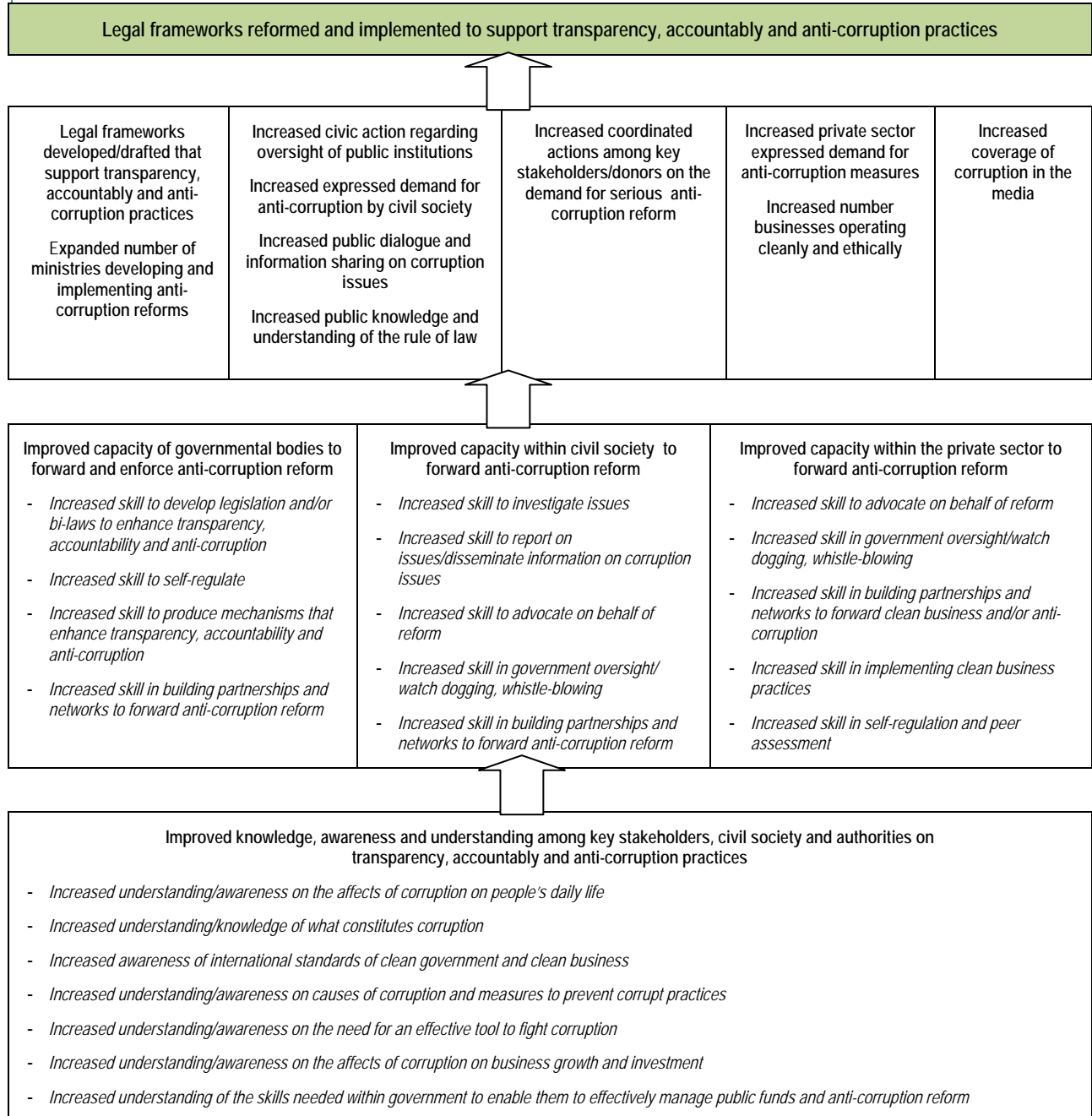
& Clean Business Initiative Partner

## COMPONENT OVERVIEW

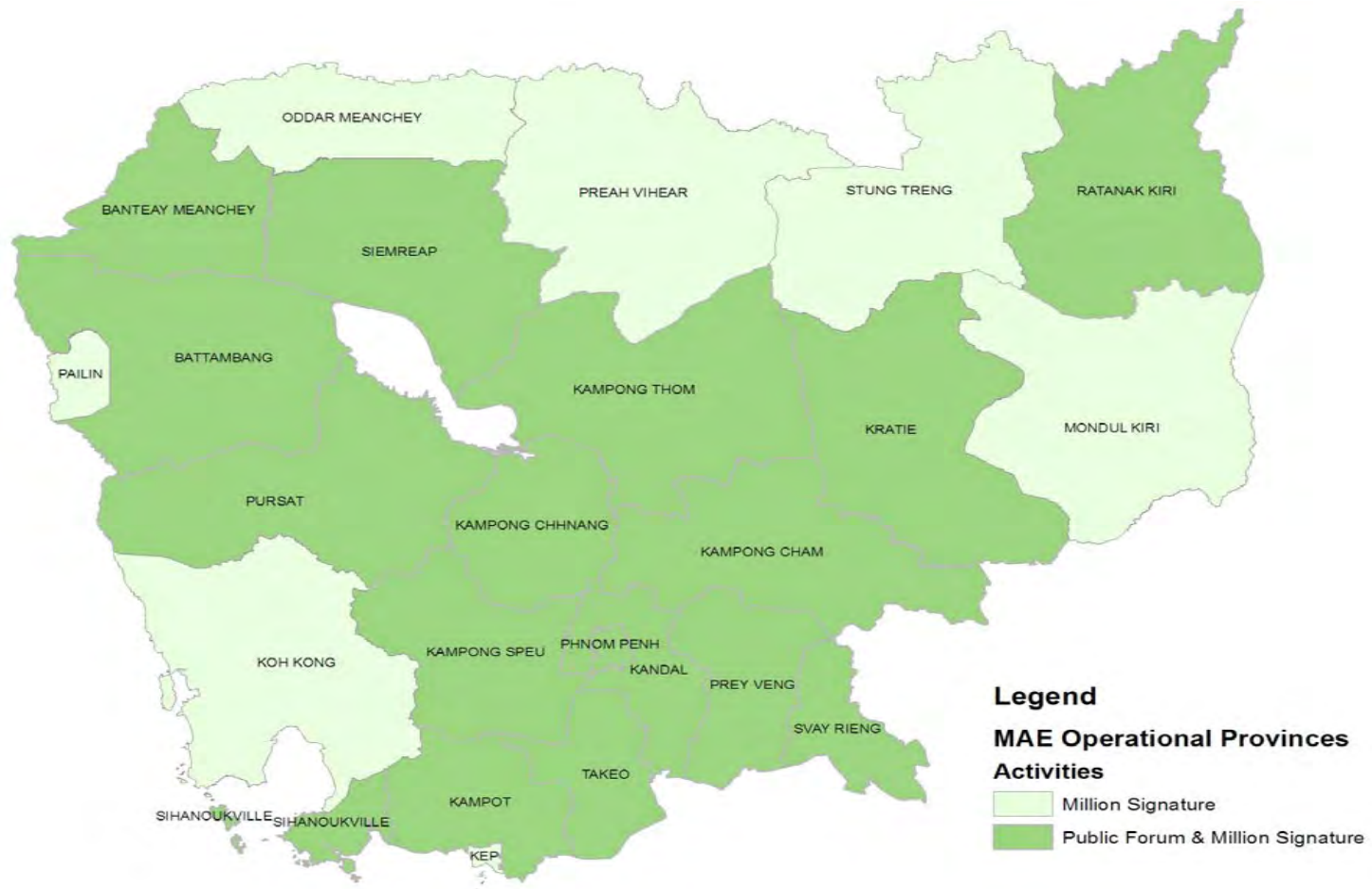
### MAE AT-A-GLANCE

Agreement	<ul style="list-style-type: none"> <li>• Cooperative Agreement no.: 442-A-00-05-00007-00</li> <li>• Period: 2006 - 2010 (4 years)</li> <li>• Start Date: 1<sup>st</sup> October 2006</li> <li>• Amount: \$4.2M</li> </ul>
Reach	<ul style="list-style-type: none"> <li>• All of Cambodia - 13,400,000 people</li> </ul>
Goal	<ul style="list-style-type: none"> <li>• Expand and accelerate efforts to implement anti-corruption reforms in Cambodia</li> </ul>
Objectives	<ul style="list-style-type: none"> <li>• Increased civic action regarding oversight of public institutions</li> <li>• Increased expressed demand for anti-corruption by civil society</li> <li>• Increased public dialogue and information sharing on corruption issues</li> <li>• Increased public knowledge and understanding of the rule of law</li> <li>• Increased coordinated actions among key stakeholders/donors on the demand for anti-corruption reform</li> <li>• Increased private sector expressed demand for anti-corruption measures</li> <li>• Increased number businesses operating cleanly and ethically</li> <li>• Increased coverage of corruption-related issues in the media</li> <li>• Legal frameworks developed/drafted that support transparency, accountability and anti-corruption practices</li> <li>• Expanded number of ministries developing and implementing anti-corruption reforms</li> </ul>
Advocacy Focal Points	<ul style="list-style-type: none"> <li>• Coalition of Civil Society Organizations Against Corruption (CoCSOAC) – A coalition of over 49 organizations collectively advocating for measures to reduce corruption in a coordinated approach</li> <li>• Clean Hand Campaign – A nationwide campaign that is raising awareness of corruption issues and support for anti-corruption legislation</li> <li>• Clean Business Initiative (CBI) – A business initiative led by the private sector to improve the business enabling environment through transparent and fair business practices</li> <li>• Freedom of Information (FOI) Campaign – A campaign aimed at passing freedom of information legislation and ensuring journalistic independence</li> <li>• Responsible Use of Oil &amp; Gas Revenues (CRRT) – A focused effort on the extractive industries and their potential impact on Cambodia</li> </ul>
Key Results for FY2008	<ul style="list-style-type: none"> <li>• Increased citizen demand for an anti-corruption law that meets international standards (1.1m signatories)</li> <li>• Improved media reporting of corruption (an increase of 91.4% in the average number of published articles on corruption since November 2005)</li> <li>• Momentum built in engaging the private sector in anti-corruption efforts with 40 private companies signing up to the Clean Business Initiative</li> <li>• Political parties prioritizing anti-corruption legislation as all 11 political parties (including the current ruling party) agreeing to pass anti-corruption legislation in the lead up to the national election</li> <li>• Civil society taking ownership of the advocacy efforts as the Coalition of CSOs Against Corruption develops their own strategy for addressing for advocating to the government on the Anti-Corruption Law</li> <li>• Anti-Corruption mainstreaming into government training programs – The Ministry of Information initiating a workshop to train journalists in investigative journalism as a follow-on to MAE work with journalists in investigative reporting</li> <li>• A mechanism for monitoring level of transparency regarding revenues from extractive industry established (CRRT)</li> <li>• Increased public recognition of the Clean hand campaign - 76% brand recognition of Clean Hands Brand</li> <li>• Universities mainstreaming corruption - Panassasstra University and Royal University of Cambodia offering seminars on corruption and its impact</li> <li>• Corruption incorporated into corporate social responsibility (CSR) initiatives as demonstrated by the recent national CSR Conference conducted by United Nations</li> <li>• An Anti-Corruption Manual appropriate for international application developed</li> </ul>

**THEORY OF CHANGE**



## MAE COVERAGE MAP





## SUMMATION OF CRITICAL OUTPUTS/ACTIVITIES

Component 2 of the Strengthening Governance and Accountability (SGA) Program, the Mainstreaming Anti-Corruption for Equity (MAE) Program is in its second year. Its goal is to 'expand and accelerate efforts to implement anti-corruption reforms in Cambodia'. It aims to achieve this through a series of opportunistic campaigns aimed at key target audiences – the government, civil society, the private sector, the media and other stakeholders (such as international organisations and donors).

Anti-corruption advocacy and awareness campaigns, while supported and facilitated by USAID/MAE, are spearheaded by NGOs and civil society organizations that serve as spokespersons on the demand side of the corruption-reduction equation. Ultimately, the work of MAE aims to see government taking the lead in reducing and addressing corruption. To this end, MAE has exercised a careful and strategic approach to building the trust of government by educating key officials regarding the many negative impacts of corruption on the economic growth and stability of the country. Media is also a key partner in MAE implementation, as it is critical in increasing public access to information regarding the government, business, and civil society policies and practices that affect attitudes and behaviors related to corruption.

Specific activities and outputs related to the changing attitudes and behaviors during FY2008 were:

- **Significant Increase in Public Demand for an Anti-Corruption Law:** the Million Signature Campaign succeeded in placing anti-corruption reforms as one of the key political platforms in the 2008 national election, with all political parties agreeing to pass the long awaited Anti-Corruption Law within one year or less during the next RGC mandate;
- **Freedom of Information:** an Access to Information Paper was drafted with MAE assistance;
- **Transparency regarding Extractive Industry Revenues:** the Cambodians for Resource Revenue Transparency (CRRRT) watchdog and advocacy group was established with MAE playing a leading role in providing organizational and capacity building assistance to the group;
- **Informing the Debate:** MAE implemented several significant mechanisms to increased access to information on corruption for the general public and for government decision-makers—the Corruption Monitor and the new SaatSaam website;
- **Transparency International Barometer:** the results of the Transparency International Corruption Barometer were disseminated directly to the RGC and to the public through Coalition-led press conferences;
- **Anti-Corruption Capacity Building:** an anti-corruption curriculum was drafted and a cadre of NGO trainers was trained in its use and delivery. Further to this is the development of an International Anti-Corruption Manual in final stages of development;
- **Engaging the Private Sector:** the Clean Business Campaign was publicly launched in September 2008, and has an active steering committee and 40 official endorsees;
- **New Clean Hand Strategy:** a new strategy that promotes expanding recognition of Clean Hand Brand and conveying revised messaging that initiates movement from awareness of impacts of corruption to behavior change; recent survey indicated that the previous version of Clean Hand Brand had a 76% recognition rate;

- **Youth Involvement:** Increase in youth addressing issues of corruption as demonstrated by attention to the topic of corruption and its impact in Cambodian universities and extensive youth group involvement in MAE activities;
- **Monitoring, Evaluation, Reporting and Learning (MERL):** The establishment of a dedicated MERL team to improve the effectiveness and efficiency of the program in reaching its goals.

## EVOLUTION OF ENABLING ENVIRONMENT

Rather than being a singular event, change is a process. Any decision to change direction, policy or behavior requires a number of steps and is influenced by multidimensional patterns of inputs. Various associated stimuli must come together to inspire and motivate change.

Facilitating change in attitude and behavior regarding corruption requires an understanding of the multiplicity of influential factors. Corruption is deeply embedded in the culture, politics, and way of life in Cambodia. Many people have come to believe that paying bribes and giving favors is the only way to do business. The highly hierarchical social structure and some of the underlying beliefs in Buddhism can be perceived as supporting the rights of those in power to determine without structure or consequence what a citizen must do or pay in order to maintain their home, family and way of life. Recent survey results from Transparency International demonstrate that Cambodian citizens believe corruption to be a major influence in their daily lives. However, attitudes about what constitutes corruption and the effect of that corruption vary considerably. Many do not recognize corrupt acts as such and do not view them as damaging. Many have lived with corrupt systems for so long that they have developed an understanding of and comfort with the processes involved and may not be motivated to change. Most importantly, many others benefit tremendously from corruption and therefore fear any change in the system. Many are unaware of the larger picture – of the negative effects that corruption has on the ability for the country and for its citizens to realize positive growth and development.

MAE works on both the demand and supply sides of issues of corruption to help lead the country through a process of awareness, knowledge, revised attitude, motivation, and eventually, behavior change. All of these are necessary to realizing the structural changes required within the legal framework to result in identification, prevention and just treatment of corruption. Constant pressure is crucial to keeping corruption as an issue requiring formal recognition in forefront in the minds of the government. This sort of change requires extensive advocacy for the positive results of reducing corruption as well as the negative results of not addressing the issue.

Awareness of the issues and development of a knowledge base that serves decision-making are critical to creating an enabling environment and are therefore fundamental to the work of MAE.

Awareness of the issues is clearly rising as demonstrated by a marked increase in the numbers of public statements made by Prime Minister Hun Sen and other high ranking officials related to corruption. Allegations of corruption are also occurring more frequently, though generally only related to lower level officials. And, as noted in results and outputs above, media reporting on corruption has increased dramatically and public demand for an anti-

corruption law has been clear. Still, pressure must be maintained to keep corruption in the forefront of the minds of decision-makers.

## NOTABLE OUTCOMES

Five years of work under ACCAP and MAE have contributed to tremendous movement in attitudes and action regarding corruption. Small, incremental changes have led to a government, media, civil society, and business sectors that openly express awareness of corruption as an issue, something that was not true just a few years ago.

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### LEGAL FRAMEWORKS DEVELOPED/DRAFTED THAT SUPPORT TRANSPARENCY, ACCOUNTABILITY AND ANTI-CORRUPTION PRACTICES

An Anti-Corruption Law (ACL) was drafted in 2005 by the Ministry of National Assembly and Senate Relations and Inspection (MoNSARI) with technical support from Pact, involving five international experts. Some additional international standards have been integrated since this original draft due to extensive advocacy from civil society, donors, and efforts spearheaded by MAE. Nevertheless, the current version is still below international standards. Three critical issues remain: 1) the establishment of an independent anti-corruption body; 2) asset declarations and; 3) whistle-blower protection.

MAE works through the Coalition of Civil Society Organizations Against Corruption (CoCSOAC), the executive branch of the government and the legislative branch (the National Assembly) to move forward with promulgating a law of international standards. MAE staff met with government decision-makers both formally and informally whenever allowed an audience. MAE assisted with the development of a NGO position paper on passage of the anti-corruption legislation that was submitted to the Prime Minister in the name of CoCSOAC in May of 2008. The paper included a letter requesting a meeting with the government's Anti-Corruption Unit. When the group was told that the government was too busy for the meeting, the letter was sent again with a second request in June 2008. A meeting has not yet taken place.

A preliminary draft Freedom of Information (FOI) policy paper was completed in August 2007 and is awaiting approval by the Council of Ministers. MAE assured a broad diversity of contributors to the development of this policy paper, including eight ministries, two NGOs, and international donors. Additionally, a public consultation workshop was conducted in July 2007. MAE supports the Freedom of Information Working Group in advocating for the hand-over of this policy paper for final approval by the Council of Ministers. Once approved, the policy paper will be used as a foundation for the drafting of a Freedom of Information Law.

MAE conducted a workshop in February 2008 led by an international freedom of information expert at the National Assembly to educate and empower members to make the passage of a freedom of information law a priority. Over 90 members and staff attended. The National Assembly plays a critical role in expediting the policy paper through the legal channels by advocating to the executive government for passage. This was followed by a one-day workshop for the Freedom of Information Working Group and selected journalists on how to advocate for

this policy paper. The Chairman of National Commission No. 5, in charge of international cooperation, foreign affairs, information and media, also served as a speaker. The Freedom of Information Working Group continues to discuss the importance of this paper with National Assembly members and submitted a formal, written request in July 2008 for MoNASRI to submit the paper to the Council of Ministers for approval.

All eleven of the political parties competing in the July 2008 national elections made the passage of an Anti-Corruption Law a top priority of their platforms.

#### EXPANDED NUMBER OF MINISTRIES DEVELOPING AND IMPLEMENTING ANTI-CORRUPTION REFORMS

While the RGC continues to take a “go slow” approach to adopting the Access to Information Policy Paper, which was drafted with MAE assistance in FY2007, MAE has helped increase capacity of key stakeholders on freedom of information issues. Workshops on freedom of information principles and the key elements of the Policy Paper took place at the National Assembly and other venues for members of parliament, civil society organizations, the private sector and journalists.

The Ministry of Information trained government and private journalists in investigative journalism. MAE provided a session during this training on mechanisms for monitoring and investigating corruption in governmental performance, procedures, and provision of public services.

#### INCREASED CIVIC ACTION REGARDING OVERSIGHT OF PUBLIC INSTITUTIONS

In the last financial year MAE worked closely with three organizations conducting oversight of public institutions.

The Coalition of Civil Society Organizations Against Corruption (CoCSOAC) plays four major roles: monitoring the progress and set-backs on the Anti-Corruption Law; monitoring and tracking the RGC progress on the Joint Monitoring Indicators to combat corruption and its four sub-indicators (passage of ACL, establishing operational plan to implement the law, and once the law is passed, a systematic reporting to the public and National Assembly on cases of corruption in the government; promulgate a law and development of a policy framework on Freedom of Information); provision of public education to keep people informed about the cost of corruption in their lives; watchdog for allegations of corruption with follow-on meetings with government and media.

The Cambodians for Resource Revenue Transparency (CRRT) watchdog and advocacy group was established with MAE playing a leading role in providing organizational and capacity building assistance to the group. CRRT has already started engaging in informal discussions with policy makers and donors on issues such as the RGC’s attitude to joining the Extractive Industry Transparency Initiative (EITI) and the contents of draft petroleum legislation. Organizationally, CRRT has established an office, and recruited local staff such as a Coordinator and Communications Officer. It has preliminary pledges of funding from non-USAID donors to support its operations for an initial period of 3 years. With MAE assistance, it is in the process of developing a 3-year strategic plan.

MAE plays an active role in supporting and facilitating the Freedom of Information Working Group, which serves as the key watchdog of government progress and set-backs in passing a Freedom of Information Law. MAE provided training on freedom of information and advocacy to this working group three times during FY2008.

## INCREASED EXPRESSED DEMAND FOR ANTI-CORRUPTION BY CIVIL SOCIETY

Over 1,100,000 Cambodians signed a petition generated and distributed by MAE in favor of anti-corruption law that meets international standards. This came about as a result of one of the most successful and ambitious education and advocacy campaigns in the country – the Million Signature Campaign. The Million Signature Campaign, which took place from December 2007 through April 2008, succeeded in placing anti-corruption reforms on the agenda, as a key political platform in the 2008 national election, with all political parties agreeing to pass the long awaited Anti-Corruption Law within one year or less during the next RGC mandate. Recently, Prime Minister Hun Sen and other RGC spokespeople have made public statements indicating that indeed the ACL is a high priority for passage in the new National Assembly session.

MAE has increased local ownership of the corruption debate by mentoring the development of spokespeople, most of who are emerging from the Coalition of Civil Society Organizations Against Corruption, particularly in regard to the goals and objectives of the Million Signature Campaign. MAE partners from the Freedom of Information Working Group have increasingly taken ownership of access to information issues in public forums. Spokespeople from CRRT are expected to emerge in the FY2009 period.

## INCREASED PUBLIC DIALOGUE AND INFORMATION SHARING ON CORRUPTION ISSUES

One of the goals of MAE is to make facts and figures on corruption more widely available to a range of different audiences. Activities in support of this goal include:

- Public Demand for Anti-Corruption Law: The Million Signature Campaign, covering 19 provinces, included public forums, village meetings, face to face discussions, and radio talk shows on the costs of corruption and the need for an anti-corruption law.
- Monitoring of Corruption-Related Reporting: the Corruption Monitor, a quantitative and qualitative survey of corruption stories in the Cambodian press was launched in November 2007. The activity includes a publication which summarizes timely and important corruption news stories which is distributed in hard copy to RGC ministers, National Assembly Members, Senators and Commune Council Members. Electronically the publication is posted on websites and distributed via email to over 500 readers from the private sector, donors, NGOs in Cambodia and abroad.
- Anti-Corruption Website: A MAE conceived anti-corruption website, [www.SaatSaam.info](http://www.SaatSaam.info), went online in April 2008. The site includes recent anti-corruption news, research papers, reports, and statistics. An anti-corruption blog feature will receive more attention in the coming months. At this writing the site has received more than 20,000 visitors and 175,000 page views.
- Survey Implementation and Result Dissemination: MAE initiated and oversaw the implementation of the 2007 Transparency International Corruption Barometer survey shortly after the start of the 2008 fiscal year. Results of the survey were presented to RGC officials such as the Minister of Finance and his team

and MoNASRI. MAE held several strategy sessions with civil society leaders on the meaning of the survey, in anticipation of a widely covered press conference which took place in February 2008.

During FY2008 MAE conducted 128 workshops, forums, and conferences focused on anti-corruption and/or freedom of information. Additionally, MAE staff and partners served as speakers or panelists in 23 round-table discussions, television and radio talk shows related to corruption. Spokespersons trained by MAE also served in this capacity at an average of five times per month in different locations around the country.

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#### INCREASED PUBLIC KNOWLEDGE AND UNDERSTANDING OF THE RULE OF LAW

Refresher workshops for twenty-one CSO trainers strengthened their understanding of the content and delivery of the MAE-produced anti-corruption curriculum over the last year. The curriculum itself is being reviewed by a leading international anti-corruption expert and will be further refined. As a result of the training of trainers, 953 CSO-affiliated Cambodians received anti-corruption orientation and training: 742, as part of the Million Signature Campaign; 76 who were involved in anti-corruption trainings related to FOI, CRRT, etc., and; 135 who participated in MAE organized anti-corruption trainings based on the MAE anti-corruption curriculum requested by CSOs such as Khanna and Caritas.

MAE team will develop a specific strategy to advocate for promulgation of the Anti-Corruption Law and the Freedom of Information Law when either or both is passed. Different strategies will be necessary depending on whether or not the laws passed are of international standard.

Three articles of the existing transitional penal code may be used to prosecute certain forms of corruption. MAE educates the public regarding existing laws and mechanism for prosecution of corruption through public forums and publications, such as the MAE handbook, "Our Country, Our Future." This information is also included in MAE anti-corruption trainings.

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#### INCREASED COORDINATED ACTIONS AMONG KEY STAKEHOLDERS/DONORS ON THE DEMAND FOR SERIOUS ANTI-CORRUPTION REFORM

Coordinated action is the fundamental reason that MAE has spearheaded the formation of the Coalition of Civil Society Organizations Against Corruption (CoCSOAC), Cambodians for Resource Revenue Transparency (CRRT), Clean Business Initiative, and the Freedom of Information Working Group. All of these groups have proven to be effective in consolidating efforts, finding common issues for advocacy, strengthening the impact of advocacy, and raising the levels of knowledge and skills among members on key issues related to corruption.

USAID/ACCAP/MAE's support of Transparency International's annual survey on corruption opened the door for the first time to information on how Cambodia ranks in the rest of world. USAID/ACCAP/MAE has funded the implementation and analysis of this survey in 2006, 2007, and 2008, thereby providing the Cambodian government, people, and the rest of the world with a view of how practices here compare to those of other nations. MAE takes a leading role in distribution and presentation of the results.

MAE serves as a technical advisor to the Anti-Corruption Informal Donor Working Group. The group meets every 4-6 weeks to address issues of mutual concern, especially regarding the development of the anti-corruption

legislation. The Anti-Corruption Informal Donor Working Group developed a joint statement for the 2008 Government-Donor Cooperation Committee (GDCC). MAE provides regular updates to the group on progress of the anti-corruption law and freedom of information law in the legislative process. Membership in this group includes, USAID, UNDP, World Bank, ADB, EU, DANIDA, JICA, and others. Over the past year, MAE provided 3 formal presentations to the group: Overview and progress of the FOI policy paper; results of the Million Signature Campaign; information on the new Clean Business Initiative.

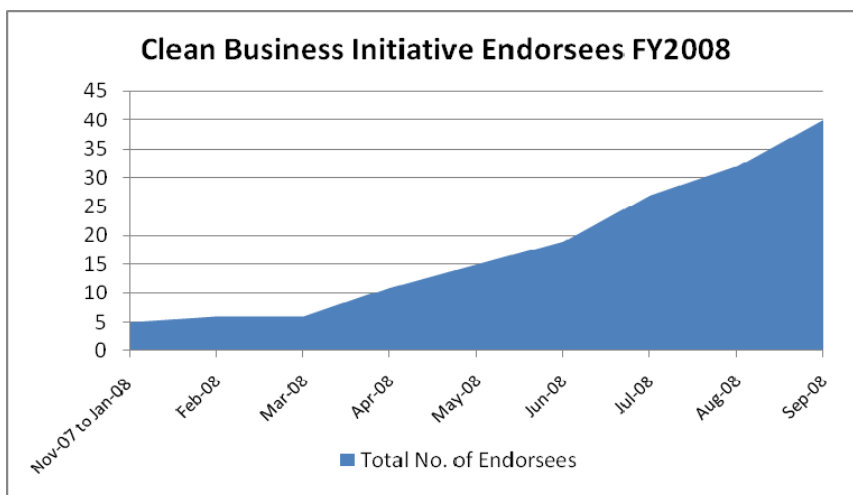
The recently completed NGO statement regarding the Joint Monitoring Indicators related to anti-corruption is an excellent example of coordinated action from civil society, facilitated by MAE.

MAE served as the primary contributor to the section on Cambodia in a recently published UN report on corruption in Asia, “Tackling Corruption, Transforming Lives.”

MAE provides a number of mechanisms to keep stakeholders informed on current issues, thereby helping to bring about joint action. Examples are media partners (16) working closely with MAE, distribution of the Corruption Monitor (Khmer and English versions; 500 hard copies; posted on two websites and as a link on others); establishment of the SaatSaam website, and the Clean Business Initiative website.

#### INCREASED PRIVATE SECTOR EXPRESSED DEMAND FOR ANTI-CORRUPTION MEASURES

During 2007, MAE began presenting the concept of the benefits of a united approach within the business sector in addressing corruption. Though not initially popular, the idea took hold in early 2008 and MAE conducted a very successful public launch of the Clean Business Initiative in September 2008. So far 40 companies have endorsed the Initiative, including multinationals such as Coca-Cola, large Cambodian-owned



businesses such as ACLEDA Bank, and SMEs from a wide range of sectors (travel agencies, auditors, telecommunications, and the food industry).

Led by the Clean Business Initiative Steering Committee, a pre-launch press conference was covered on five TV stations including the National Television and TVK, and at least seven newspapers. The Minister of Commerce has issued a formal statement of support for Clean Business Initiative. A public awareness campaign, running in the English and Khmer press and radio, is raising interest in the Initiative. A dual language Clean Business Initiative website, which contains information on Clean Business Initiative principles, activities and requirements to join, is

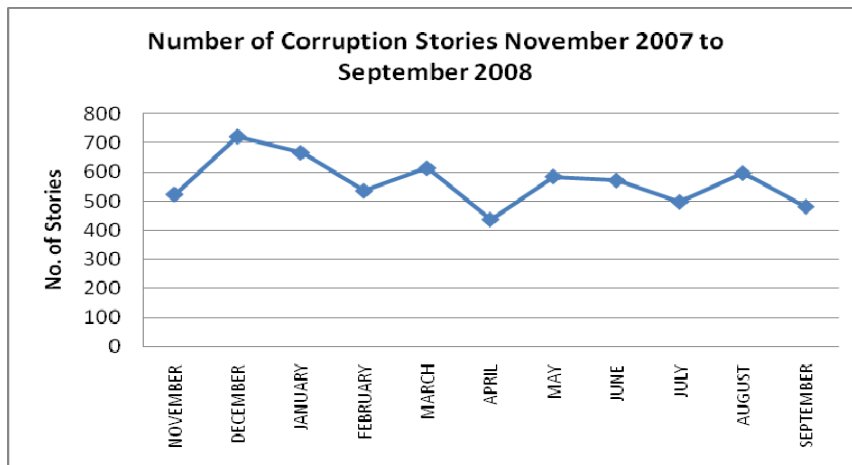
now operational. Donors, such as the World Bank, have committed themselves to cooperating with the Clean Business Initiative.

### INCREASED NUMBER BUSINESSES OPERATING CLEANLY AND ETHICALLY

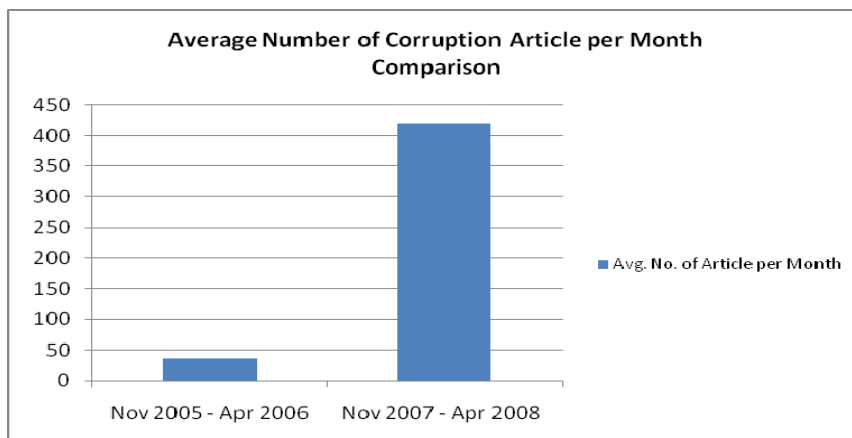
MAE has created the potential for increasing the number of businesses operating cleanly and ethically through the Clean Business Initiative. There are 40 businesses signed on as endorsees at the time of this writing. The Clean Business Initiative Steering Committee, made up of leaders in the business sector with logistical support from MAE, is currently in the process of developing criteria for certifying businesses as clean and ethical. The committee is challenged by the obligation to assure fair, impartial, and confidential assessments of those businesses submitting requests for certification.

### INCREASED COVERAGE OF CORRUPTION IN THE MEDIA

The Media play a critical watchdog role in emerging democracies around the world by exposing corruption, graft and wrong doing. In Cambodia, where corruption is rampant with lasting and widespread repercussions throughout society, the role of journalists in ensuring transparency carries even greater significance.



Accurate investigative reporting is an effective tool for tracking government accountability, giving voice to civil society and stimulating public dialogue. Successful investigations of corruption by journalists are important to convince the public that corruption is not inevitable, that laws should and can be used effectively to combat corruption, and that the government and



public institutions should be transparent. In FY2008 MAE in partnership with Internews Network worked with 46 journalists to improve the quality and quantity of investigative reporting. By fostering a culture of accurate and professional journalism while generating the public's trust and interest in investigative reporting on corruption issues MAE



contributes to mobilizing political will across Cambodia.

In addition, to providing training to journalists, MAE in partnership with Media Consulting and Development to monitor corruption stories on four most popular Khmer-language radio stations and the five most frequently published Khmer-language national Newspapers.

Over 6,000 radio and print reports were aired or printed in the first eleven months of FY2008. This represents a 91.4% since 2006.

The increased willingness by government to speak openly about corruption has reduced the risk to journalists for at least a certain level of reporting. However, in-depth investigations of high-ranking officials continue to risk the safety of journalists.

Fifty-eight investigative articles and broadcasts were produced by Internews-trained reporters over the past year, all of which exhibited improved journalist standards. MAE supported workshops for reporters and editors in such areas as “Covering Oil and Gas Issues” and “Investigative Reporting”. While the Internews subcontract with Pact finished at the end of the FY 08 fiscal year, a localized version of the organization, named the Cambodia Institute for Media Studies (CIMS), has been registered as a local NGO to continue providing training and technical support to reporters in the country.

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## NEWSPAPERS

Quantitative figures show that overall newspapers in Cambodia gave enormous attention to corruption-related news in FY2008. However, there are significant differences between newspapers monitored by the MAE program. The three largest newspapers of the country are seen by the public as pro-government, and the two selected smaller newspapers - initially - as pro-opposition, one might expect that the latter pay more attention to corruption. It is therefore remarkable that Kampuchea Thmey, the 3<sup>rd</sup> most popular newspaper in terms of circulation, brought the most corruption-related stories, followed by ‘opposition’ newspaper Moneaksekar Khmer.

The location of most covered events is Cambodia in general, indicating that these stories do not report on specific expositions of corruption, but about corruption on general. This is confirmed by qualitative results on the most common keywords found in stories (corruption) and the high score for ongoing stories on exposition of corruption (46%).

Land encroachment is the most frequent covered specific topic, followed by forest crime. Both issues are often related to each other. Fraud is the most common corrupt practice in these issues and lower and high officials, police and businessmen are the ones who are usually the perpetrators. The Number One victims are ordinary people (64%).

The most important source of the information is anonymous (35% of the stories), followed by Civil Society (18%) and the government (14%). Of the other sources used for stories 31% are unverifiable, while 18% of the stories have no other source at all. Very few stories quote sources (24%).

The balance of reporting is weak, since printed statements/accusations are not submitted to the subject of the statement/accusation. 78% of all statements made are not submitted. Only 29% of the printed ripostes of the few statements which are proposed are fair in terms of length.

In 17% of all stories the newspaper/journalist approaches the topic in a neutral/objective way. The approach in 47% of the stories is subjective in a negative way. Another 30% of the stories are even worse, containing accusations on behalf of the author himself or based on an anonymous source without confirmation and without response from the accused.

The results show clearly that there is plenty of attention for corruption in these five newspapers, but the quality of their reports is extremely poor, making the information provided largely unreliable for their readers.

## RADIO

In terms of numbers there is a huge difference between the stations AM 918 and FM 102 on the one hand, and Voice of Democracy and Radio Free Asia on the other. The latter two are together good for 91.5% of all 1723 corruption stories found. The average duration of a story is 4 minutes. The location of events covered in stories is usually Cambodia as a whole (42%). Few stories cover events outside the country (10%) of which only 4% outside the region Southeast Asia/China.

The vast majority of stories bring news only (76%). Backgrounds are mostly given on Voice of Democracy and Radio Free Asia, each having full hour news broadcasts every day. Just over half of the stories do refer to a specific single exposition of corruption. 28% of the stories do not specify the type of corruption other than with the word 'corruption'. Among the specified acts of corruption land grabbing stories score very high (26%). Together with the act also the measure of corruption is rarely specified. If it is, most stories deal with big fraud, though the amount of money involved needs to be imagined by the listener himself.

Politicians are involved in many stories but rarely as either a victim or perpetrator of corruption. In stories in which a victim can be identified it are usually ordinary people or otherwise the society as a whole. The top 3 perpetrators are lower officials (20%), businessmen (18%) and high officials (18%).

Civil society is for more than half of all stories the most important source, on a distance followed by opposition parties (15%) and Government (10%). The use of anonymous sources is remarkably low given the sensitivity of the topic; 5%. Of the other sources used also 87% are verifiable for the listener. For the unverifiable other sources it is interesting to see that Radio Free Asia, being the only western originated station in this survey, broadcast most of them. The tone of quoted sources is mostly negative (48%), though surprisingly few quoted sources express accusations (13%).

Statements and accusations are mostly proposed to the subject of the statement and/or confirmed by other sources. The airtime given for ripostes is for 44% of the stories fair compared with the statement/accusation they respond to. The approach towards the subject by the journalist/news program is usually neutral/objective (54%). 42% of all stories have a negative subjective approach.

Cambodians have with radio a great source for information about corruption, the information is mostly brought neutral to them, but rarely reveals facts about specific cases which could support them in the national fight against corruption.

## CHALLENGES

### POLITICAL WILL

Increasing political will in the Royal Government of Cambodia (RGC) to seriously address issues of corruption through the establishment of a legitimate legal framework continues to be the largest challenge faced by the Program. Despite numerous commitments of the RGC to address corruption, almost no action has been taken since early 2006 when the draft law was finalized. Some specific examples of government resistance to moving forward on corruption issues are:

- Difficulty for NGOs or MAE to get an audience with executive government officials;
- Unclear schedule or procedure for moving forward with a legal framework for anti-corruption or freedom of information; and
- Passing off of responsibility from one official to another regarding hold-ups in the processes.

### THE CLEAN BUSINESS INITIATIVE

In the short-term, the primary challenge for the Clean Business Initiative (CBI) is to set up procedures to avoid companies signing on so that they can use their association with the initiative as a smoke screen for their unfair or corruption business practices. The Clean Business Initiative Steering Committee is working on the development of a clear, fair process for certification of businesses as clean. They are finding a number of difficulties, such as the fact that financial statements are not a viable tool for assessing business ethics as many businesses keep two sets of books, and that members of a review committee must be strongly committed to the ethics of the group and not prone to favoritism or bias. In the longer term, Clean Business Initiative will need to find a way to be self-sustaining. Possibilities being considered are establishing themselves as a network or association and building on the current system of collecting dues, or as an International Standard Operations (ISO). Meeting this challenge is dependent on continuing to demonstrate to increasing numbers of businesses that endorsement of Clean Business Initiative is a way to strengthen and improve their business. Given the extent of corruption in Cambodia, it is difficult for many businesses to avoid bribes and extortion. Clean Business Initiative intends to assist businesses in moving in a clean direction. The challenge is to convince businesses to join even if they are not currently operating in a completely clean manner and to work with other businesses to press for fair competition.

### CONFLICTING MESSAGES

The Royal Government of Cambodia has made many formal proclamations of commitment to addressing corruption. Examples include:

- RGC signed as a member of the Anti-Corruption Pact of ASEAN
- RGC signed the United Nations Convention Against Corruption

Numerous public statements committing to stopping corruption have been made by Prime Minister Hun Sen and many other high ranking officials, including senior political leaders of the ruling party, yet it is difficult to find an anti-corruption champion within government ranks.

RGC has agreed to reduce corruption in its National Development Plan, during the election campaign of the ruling party, and in the Joint Monitoring Indicators (JMIs) between RGC and donors.

Despite all of these proclamations, there has been no significant movement toward passing an Anti-Corruption Law of international standards. Although the RGC has committed to passing the Anti-Corruption Law in their Joint Monitoring Indicators since December 2004, there has been no progress. In spite of this, many donors continue to fund RGC at ever-higher levels, thereby giving a mixed message and reducing pressure on the RGC to meet their commitments.

#### LACK OF NATIONAL-LEVEL MEMORANDUM OF UNDERSTANDING (MOU)

A written commitment in the form of a Memorandum of Understanding between USAID and the Council of Ministers or MoNASRI would serve as a foundation for collaborative efforts at a variety of levels of government. The Memorandum of Understanding established early on between USAID and the Ministry of Interior for the LAAR Program (Component 1 of SGA) has been extremely useful in assuring cooperation at provincial and district levels in all aspects of LAAR work. A Memorandum of Understanding was first suggested by MAE in 2007.

#### LIMITED CAPACITY

There are a limited number of professionals with a solid knowledge base in corruption and/or freedom of information issues. MAE is working to build this capacity, particularly within civil society organizations, but in the meantime, in spite of growing numbers of available spokespersons, there are still few people who can be depended upon to display adequate knowledge on these subjects. Likewise, the Program is challenged by government officials who are not adequately informed on issues such as what constitutes corruption and the difference between press law and freedom of information.

#### WAY FORWARD

The success of anti-corruption initiatives will require a confluence of effort from public, private and civil society sectors. MAE continues to build the capacity of civil society and the media thereby keeping pressure on government to address concerns related to corruption and freedom of information. MAE has made great strides in

the development of demand-side mechanisms to keep the debate on anti-corruption and freedom of information alive, informed, and effective.

Cambodians for Resource Revenue Transparency (CRRT) was formed with MAE's assistance and has now developed a three-year strategic plan and its own funding sources. MAE will continue to serve as a technical advisor to this group.

The Corruption Monitor will continue to provide a sampling of corruption-related stories to a broad readership. It will be adjusted based on the analysis of a recently completed survey of the target audiences. Non-USAID funding has been secured to continue this project until July 2010.

The SaatSaam website is being effectively managed by Open Forum and will continue to serve as an excellent mechanism for provision of a ready source of information on corruption and freedom of information issues and is a critical means of reaching out to urban youth.

Media is a crucial player in keeping the debate energized and the public informed. It is also a primary tool of the government and therefore it is extremely important that MAE maintain existing collaboration with 20 media-related organizations and continues supporting Cambodian Institute for Media Studies (CIMS) in its work to train journalist in professional, investigative reporting.

MAE's work with the private sector geared up during FY08 and will be a driving force of anti-corruption efforts for the remainder of the program. MAE is working with CBI on sustainability of the initiative and clarity of message to other businesses.

In the future, MAE will continue to promote corporate governance, fair competition and business integrity through CBI and other initiatives. MAE is already cooperating with other programs engaged in economic governance activities such as the USAID MSME/BEE project, and plans to engage with Government-Public Private Sector Forums and other technical working groups related to business to further stimulate demand for a fair business environment.

MAE envisions that it will play a key role in working with the local and international business community, international organizations, and business law firms in the development of the proposed Cambodian Stock Exchange, especially in the business certification process.

As 85% of the Cambodian people live and work in the countryside, MAE will work at key points in the rural economy value chains and proposes to promote standardization of input materials labeling in line with the law on agricultural materials. Other laws that the program can promote are forestry law, law on inspection of animal products, and law on management of fishery resource exploitation. In addition, MAE will promote transparent and applied systems for weights and measures as well as for transportation and freight cost schedules.

As MAE progresses, local demand for these standards can translate into an improved business enabling environment and national policy guidance in these and related areas. A specific strategy for implementing this new role for MAE will be developed in early 2009.

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**QUARTERLY REPORT – SGA COMPONENT 2 – YEAR 3, 4<sup>TH</sup> QUARTER**
**MAINSTREAMING ANTI-CORRUPTION FOR EQUITY PROGRAM (MAE)**
**JULY TO SEPTEMBER 2008**


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**PROGRAM ELEMENT 2.1.1 - CONSTITUTIONS, LAWS, AND LEGAL SYSTEMS**

Summary of 2.1.1 Constitution, Laws and Legal Systems Indicators for MAE Q4 FY2008

- **Public sessions on corruption issues.** The adoption of corruption focused laws and changes to the legal framework of Cambodia would be a major step forward in reducing corruption across Cambodia. To achieve this MAE has organised public forums that increase understanding of corruption issues, the impact the corruption has on the country and the importance of appropriate legislation. This in turn contributes to the growth of political will amongst civil society, the private sector and the government. In Q4 FY2008 MAE held 4 public sessions on corruption issues across Cambodia. These were the launch of the Clean Business initiative; a press conference on the Clean Business Initiative; a ‘FOI and living right’ round table discussion conducted by Cambodian Center for Independent Media (covered 5 radio stations around the country); and a roundtable discussion on freedom of information and election participation held by COMFREL and broadcast by 4 radio stations. (2.1.1.a)
- **Anti-corruption campaigns.** Campaigns play a critical role in opening up public dialogue on what is often a difficult subject to discuss. MAEs campaigns aim educate people and prompt people to think about how corruption impacts on their lives and the well being of their fellow citizens. In Q4 FY2008 MAE maintained 4 campaigns – Clean Hand, Clean Business, Freedom of Information and Oil & Gas.(2.1.1.b)

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**PROGRAM ELEMENT 2.2.1 - LEGISLATIVE FUNCTION AND PROCESS**

Summary of 2.1.1 Legislative Function and Process Indicators for Q4 MAE FY2008

- **Civil society training.** To reduce corruption civil society must be able to articulate their concerns and advocate for change. To this end, MAE provides training to civil society organizations. In Q4 FY2008 9 civil society organizations received MAE training on advocacy. (2.2.1.b)
- **Public forums on corruption issues.** Public forums provide an important space for dialogue, where members of the public can directly question or challenge their representatives. On the 21<sup>st</sup> of August CRRT organized a

youth forum on 'Oil & Gas Management in Cambodia' where H.E. Dr Hang Choun Naron presented a key note speech and answered questions from the audience. (2.2.1.c)

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#### PROGRAM ELEMENT 2.2.4 - ANTI-CORRUPTION REFORMS

##### Summary of 2.2.4 Anti-Corruption Reforms Indicators for Q4 MAE FY2008

- **Improved Government staff understanding.** As a consequence of poor pay and working conditions, government officials in Cambodia are highly likely to instigate and/or perpetuate corrupt practices, but will also play a central role in enforcing any anti-corruption legislation that is adopted in the future. In Q4 FY2008 the Ministry of Information approached MAE to conduct some training for journalists demonstrating a clear understanding and desire to work more on corruption issues.(2.2.4.a)
- **NGO training on corruption issues.** The staff and management of NGOs in Cambodia play a significant role in social and behavioral change across the country. MAE partners with a number of NGOs ensure the dissemination of anti-corruption information to key target audiences. During the last quarter MAE was approached by Australian Catholic Relief/Caritas Australia to train its staff on anti-corruption issues. This training took place on the 27<sup>th</sup> of August and was attended by 35 people. (2.2.4.b)
- **Mechanisms for public oversight of resources.** In Cambodia, public resources are prone to miss-use and miss-appropriation for personal gain. By establishing mechanisms for the public oversight of public resource use, the general public can hold government officials and others accountable. To this end, in Q4 FY2008 MAE maintained 8 mechanisms; these included the corruption monitor newsletters, working group for anti-corruption, Freedom of Information Working Group, oil & gas working group, the clean business network, clean business newsletter, clean business website and SaatSaam website. During the last quarter the SaatSaam website increased in popularity with an increase in visitors of 63% from August, of these 77% were from Cambodia. (2.2.4.c)
- **Anti-corruption measures.** MAE contributes directly to reducing corruption across Cambodia through the implementation of anti-corruption measures. In Q4 FY2008, MAE maintained and implemented a number of individual measures. These measures included anti-corruption events (radio/television debates and talk shows), working groups, press conferences, workshops, seminars, training, public forums, campaigns, seminars, websites and educational material. (2.2.4.d)
- **Anti-corruption legislation.** The adoption of anti-corruption legislation is essential to the fight against corruption in Cambodia. MAE coordinates efforts to achieve this goal. However, in the current climate, this is a very difficult task. MAE expects that FY2009 will see a Freedom of Information act passed by the National Government and will continue to press for the adoption of the Anti-Corruption Law. Interestingly, in the lead up to the national elections in July all 11 parties, including the current ruling party, promised to adopt anti-corruption legislation in the next mandate. Since the election, however little has done little. (2.2.4.e)

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**PROGRAM ELEMENT 2.4.1 - CIVIC PARTICIPATION**
**Summary of 2.4.1 Anti-Corruption Reforms Indicators for MAE Q4 FY2008**

- **CSOs undertaking activities.** Civic participation allows for citizens to hold their governments accountable. MAE works with civil society to improve their understanding of corruption, so that they can change their own behaviour and demand probity from government officials. MAE promotes civic participation through civil society organizations. Activities include talk back radio and television shows, public forums, petitions and public forums. In Q4 FY2008, MAE assisted 2 civil society organizations to undertake anti-corruption activities. (2.4.1.a)
- **Improved CSO capacity.** Civil society organizations are a relatively new concept for Cambodia; as such many lack organizational management skills and capacity. In Q4 FY2008 MAE improved the internal organizational capacity of 6 CSOs working on corruption issues. (2.4.1.b)
- **CSOs engaging in advocacy and watch dogging.** Active civil society groups engaging in advocacy and watch-dog functions contribute significantly to anti-corruption efforts. In Q4 FY2008 improved governmental transparency and civil society advocacy across Cambodia through 103 civil society organizations; including 79 private businesses and 23 media organizations. The CRRT was also particularly active in the last quarter organizing a public forum and looking at commercial petroleum exploration. (2.4.1.d)
- **CSO advocacy campaigns.** Advocacy campaigns undertaken by civil society organizations draw attention to corruption issues and increase the will for political and behavioral change. In Q4 FY2008 MAE focused primarily on the private sector through the Clean Business campaign and the CBI launch. (2.4.1.f)
- **Clean businesses.** Thus far, forty-four businesses have endorsed the Clean Business Initiative, representing a wide and diverse array of sectors (banking and microfinance, manufacturing, tourism, advertising, and insurance) and sizes (from businesses with just a few employees to businesses with several thousand) as well as companies that are both foreign and locally owned. The steering committee, composed of the CEOs of some of Cambodia's leading companies, was established and is guiding the strategic direction that CBI takes. In September, members of the steering committee agreed to a terms of reference which includes their role in helping CBI transition to a separate entity from Pact over the medium-term.

With the help of a marketing firm, a highly successful public launch was held on September 22, 2008 at the Intercontinental Hotel. Nearly 150 people participated in the launch, including dozens of business leaders and HE Pan Sorasak, who spoke on behalf of HE Dr. Cham Prasidh, Senior Minister, Minister of Commerce. The launch was well-covered in both print and broadcast media, including the Cambodia Daily, the Phnom Penh Post, SE Globe, Rasmei Kampuchea, Koh Santapheap, Kampuchea Thmey, Jian Hua Daily, The Commercial News, CTN, TV3, TV5, TV9, and TVK. Media coverage has been sustained by an advertising campaign covering The Cambodia Daily, Koh Santapheap, FM98, FM103, and FM105 as well as occasional radio interviews.

Over the next several months, the Clean Business Initiative will build upon these successes to expand the network of businesses involved in promoting fair competition and business integrity. CBI will begin to



implement activities designed to promote “clean” businesses as well as to improve the business environment as a whole. (2.4.1.g & 2.4.1.h)

- **Independent anti-corruption spokespeople.** MAE builds the skills and supports the information needs of independent Cambodian spokespeople to enter into productive and reasoned debate. These people provide important leadership on corruption issues in a hostile environment. In Q4 FY2008 MAE supported 5 spokespeople. (2.4.1.i)

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#### PROGRAM ELEMENT 2.4.2 - MEDIA FREEDOM AND FREEDOM OF INFORMATION

Summary of 2.4.2 Media Freedom and Freedom of Information Indicators for MAE Q4 FY2008

- **Journalist training.** There is a lack of opportunities in Cambodia for many journalists to develop critical thinking and investigation skills. By training journalists, MAE is creating a more independent and critical media. In Q4 FY2008 MAE trained 46 journalists from with focused workshops on responsible reporting. In addition, from the 15-18 September the Ministry of Information hosted training on investigative journalism and invited MAE to present a session on governance and transparency. (2.4.2.a)
- **Published anti-corruption stories.** The number of articles on anti-corruption published gives a clear indication of the amount of public dialogue surrounding anti-corruption and stimulates debate. MAE monitors this by tallying the number off articles published each year. In Q4 FY2008 1,172 articles were published in 5 newspapers (Koh Santepheap, Rasmei Kampuchea, Kampuchea Thmey, Moneaksekar Khmer, Sralanh Khmer) and 405 stories were broadcast on 4 radio stations (Radio Free Asia, Voice of Democracy, FM102 and AM918). (2.4.2.d)

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#### KEY ACTIVITIES PLANNED FOR NEXT QUARTER (OCTOBER-DECEMBER 2008)

- Continue Clean Business Initiative (CBI) Brand advertisement on radio and TV and newspapers;
- Provide technical assistance to the Clean Business Initiative Steering Committee in the development of rules and regulations such as Anti-corruption Policy, Conflict of Interest Policy, Consumer Service Policy etc.;
- Continue to grow the number of endorsees of Clean Business Initiative;
- Work with Clean Business Initiative Steering Committee to obtain space on the agenda for a CBI representative to speak at the first Corporate Social Responsibility Conference organized by UNDP; assist in preparing the presentation on the Clean Business Initiative;
- Provide technical assistance to the Clean Business Initiative Steering Committee by coordinating their regular meetings and providing inputs to the clean business website;
- Continue the publication of Corruption Monitor with monthly themes;

- Compile results from Corruption Monitor readership survey to assess the effectiveness of this mechanism for informing the debate;
- Enlarge readership of SaatSaam website with promotional activities, including during the celebration of the International Anti-Corruption Day;
- Provide technical assistance to local NGOs on developing a joint NGO statement focused on the Joint Monitoring Indicator (JMI): Combat Corruption; assist in assuring recognition of the statement by relevant stakeholders, esp. Government and donors;
- Continue to support the NGO Freedom of Information Working Group in conducting discussion forums in the provinces and regularly approaching the MoNASRI to follow up with the process of the FOI Policy Paper;
- Implement a series of activities to celebrate the International Anti-Corruption Day in 6 different locations around the country;
- Review the advocacy strategy developed in late September by the Coalition of CSOs Against Corruption and determine highest priority actions based on available budget;
- Increase informing the debate on passage of the Anti-Corruption Law by focusing on assuring that the law is of international standards; use this as the central theme of presentations in panel and round table discussions at International Anti-Corruption Day events;
- Continue to serve as expert speakers (MAE staff and Coalition spokespeople) for public debate on corruption and the ACL through public forums and/or radio and television programs;
- Finalize refinements of the Anti-Corruption Training materials and market the training to civil society, business, government and media; collaborate with LAAR on creating a schedule for provision of anti-corruption training to all 14 LAAR partners within the next year;
- Launch the newly-designed Clean Hand Brand, initially at Anti-Corruption Day events.

## DATA ANNEX

## SGA ELEMENT INDICATORS

No.	Indicators	OP Target FY08	LAAR FY08	MAE FY08	Actual FY08	% achieved in FY08	LAAR Target FY09	MAE Target FY09	OP Target FY09
2.1.1.a	Number of USG-supported Public Sessions Held Regarding Proposed Changes to the Country's Legal Framework	35	-	136	136	389	-	35	35
2.1.1.b	Number of campaigns supported by USG to foster public awareness and respect for rule of law	2	-	4	4	200	-	4	4
2.2.1.a	Number of National Legislators and National Legislative Staff Attending USG Sponsored training or Educational Events	30	-	79	79	263	-	30	30
	<i>Number of Women</i>	9	-	16	16	178	-	-	-
	<i>Number of Men</i>	21	-	63	63	300	-	-	-
2.2.1.b	Number of Civil Society Organizations receiving USG assisted training in advocacy	40	-	58	58	145	-	40	40
2.2.1.c	Number of Public Forums Resulting from USG Assistance in which National Legislators and Members of the Public Interact	4	-	12	12	300	-	8	8
2.2.1.d	Number of USG assisted Civil Society Organizations that participate in legislative proceedings and/or engage in advocacy with national legislature and its committees	40	-	61	61	153	-	40	40
2.2.3.a	Number of Sub-national Government Entities receiving USG assistance to Improve their performance	350	356	-	356	102	356	-	356
2.2.3.b	Number of Local Mechanisms Supported with USG Assistance for Citizens to Engage their Sub-national Government	350	1925	-	1925	550	356	-	356
2.2.3.c	<i>Number of individuals Who Received USG-Assisted Training, including management skills and Fiscal Management, to Strengthen Local Government and/or Decentralization</i>	7500	3768	-	5687	76	4200	-	4200
	<i>Number of Women</i>	-	1211	-	1789	-	-	-	-
	<i>Number of Men</i>	-	2557	-	3898	-	-	-	-
2.2.4.a	Number of Government Officials Receiving USG-Supported Anti-corruption Training	2200	1492	370	1862	85	1200	75	1275
	<i>Number of Women</i>	330	202	59	261	79	-	-	-
	<i>Number of Men</i>	1870	1290	311	1601	86	-	-	-
2.2.4.b	Number of people affiliated with non-Governmental Organizations receiving USG	272	187	1001	1188	437	120	100	220

	supported Anti-corruption Training								
	<i>Number of Women</i>	82	51	236	287	350			
	<i>Number of Men</i>	190	136	765	901	474			
<b>2.2.4.c</b>	Number of Mechanisms for External Oversight of Public Resource Use supported by USG Assistance	7	3	10	13	186	8	-	8
<b>2.2.4.d</b>	Number of USG-Supported Anti-corruption Measures Implemented	3719	2785	63	2848	77	19	-	19
<b>2.4.1.a</b>	Number of Civil Society Organizations using USG Assistance to Promote Civic Participation	32	19	30	49	153	20	-	20
<b>2.4.1.b</b>	Number of Civil Society Organizations using USG Assistance to Improve Internal Organizational Capacity	32	18	49	67	209	12	-	12
<b>2.4.1.f</b>	Number of CSO Advocacy Campaigns Supported by USG	4	-	5	5	125	-	4	4
<b>2.4.1.c</b>	Number of participants in USG-funded programs supporting participation and inclusion of traditionally marginalized ethnic minority and/or religious minority groups	7500	3768	-	5687	76	-	4200	4200
	<i>Number of Women</i>	-	1211	-	1789	-	-	-	-
	<i>Number of Men</i>	-	2557	-	3898	-	-	-	-
<b>2.4.1.d</b>	Number of USG Assisted Civil Society Organizations that engage in advocacy and watchdog functions	370	-	195	195	53	-	40	40
<b>2.4.1.i</b>	Number of non-USG Spokespersons that promote tangible anti-corruption actions through reasoned dialog and debate with USG Assistance	4	-	4	4	100	4	-	4
	<i>Number of Women</i>	-	-	1	1			-	-
	<i>Number of Men</i>	-	-	3	3			-	-
<b>2.4.2.a</b>	Number of Journalists Trained with USG Assistance	25	-	46	46	184	20	-	20
	<i>Number of Women</i>	-	-	8	8			-	-
	<i>Number of Men</i>	-	-	38	38			-	-

## LAAR MANAGEMENT INDICATORS

Indicator No.	Indicators	OP Target FY08	Actual FY08	% achieved in FY08	OP Target FY2009
2.2.3.e	LAAR Management Indicator: Percentage of LAAR Partner Communes in which citizen attendance at regular CC monthly meetings increases by 5% or more.	20%	49%	245	TBD
2.2.3.f	LAAR Management Indicator: Percentage of LAAR Partner Communes in which active participation by women in regular CC monthly meetings increases by 5% or more.	10%	15%	150	TBD
2.2.3.g	LAAR Management Indicator: Number of CCs conducting Commune Council Performance Assessment (CCPA) on an annual basis.	10	0	0	10
2.2.3.h	LAAR Management Indicator: Number of CCs implementing Commune improvement plans based on annual CCPA.	0	0	-	TBD
2.4.1.e	LAAR Management Indicator: Average number of individuals attending regular CC meetings	-	20.82	-	TBD
	<i>Female</i>	-	10.79	-	
	<i>Male</i>	-	10.03	-	

## MAE MANAGEMENT INDICATORS

Indicator No.	Indicators	OP Target FY2008	Actual FY2008	% achieved in FY08	OP Target FY2009
2.4.1.i	MAE Management Indicator: Number of private sector firms actively supporting "Clean Business" campaign as demonstrated through signing of Clean Business treaties.	50	40	80	80
2.2.4.e	MAE Management Indicator: Number of anti-corruption legal or regulatory reforms adopted (including but not limited to ACL, FOI, EITI, etc.)	1	0	0	1
2.4.1.h	MAE Management Indicator: Number of companies adhering to Clean Business principles	TBD	-	-	60
2.4.2.c	MAE Management Indicator: Number of investigatory articles published on anti-corruption topics by MAE-trained journalists.	60	160	267	10
2.4.2.d	MAE Management Indicator: Total Number of articles on corruption published in Cambodia	120	6236	5197	5000