

# Appendix

## Appendix 1: Matrix Recommended on Japan's Assistance to Cambodia

Current conditions and problems in priority assistance area		Directions for solving problems (development issues)	Priority development issues for Japan's Assistance	Principles of Japan's assistance	Example of Japan's assistance program
Establishment of good governance and the improvement of physical infrastructure					
Establishment of good governance	<p>Collapse of the national state system</p> <ul style="list-style-type: none"><li>• Precarious rule of law</li><li>• Delays in the formulation and promulgation of laws (due to a shortage of competent personnel)</li><li>• Delays in judicial reform (inadequacy of laws related to trials)</li><li>• Inefficiency of the administration and insufficient financial capacity</li><li>• Burden of military expenditures on finances</li><li>• Spread of corruption</li><li>• Security problems caused by the spread of weapons</li><li>• Inadequate SSN</li><li>• Increase in the number of socially vulnerable people, such as demobilized soldiers and redundant government employees</li></ul>	<p>&lt;Democratization&gt;</p> <ul style="list-style-type: none"><li>• Holding of local elections</li><li>• Establishment of access to information and freedom of speech</li><li>• Grassroots activities by NGOs (promotion of civil society)</li><li>• Establishment of the rule of law</li></ul> <p>&lt;Human rights&gt;</p> <ul style="list-style-type: none"><li>• Establishment of laws protecting human rights and an independent and fair judicial system for enforcing them</li><li>• Stricter planning and enforcement of government policies concerning respect for human rights</li><li>• Support to NGOs that are promoting human rights</li></ul> <p>&lt;Legal system&gt;</p> <ul style="list-style-type: none"><li>• Improvement of the legal system and promotion of judicial reform</li><li>• Training of competent civil servants for preparing legislation, the administration, and the judiciary</li><li>• Elimination of conflicts between faction and the development of political commitment</li><li>• Aid coordination</li><li>• Legal education and legal aid services</li></ul>	(1) Improvement of the legislative and judicial system	<ul style="list-style-type: none"><li>• Japan should place importance on improving the legislative and judicial systems (including the civil code and the civil procedures code that Japan is cooperating to establish), training lawyers, and improving legal education and research, since the improvement of the legislative and judicial systems strengthens the protection of human rights and facilitates democratization.</li><li>• Japan should place importance on the education for democratization to establish the rule of law and raise public awareness of human rights.</li><li>• As international assistance has already been concentrated in this area, Japan should cooperate with other multilateral donors and donor countries and support NGOs in promoting human rights and democracy.</li></ul>	<ul style="list-style-type: none"><li>• Legal assistance (including assistance in establishing basic laws, such as civil laws, and related laws; assistance in drafting a master plan covering the whole legal system; training of officials in charge of legislative affairs; training of lawyers and employees in charge of security and legal affairs; and support for legal aid services)</li><li>• Assistance in protecting and extending human rights (including improvement of the police security system; strengthening of controls on small firearms; support for socially vulnerable people; and assistance in teaching about human rights)</li><li>• Assistance in democratization (including assistance in establishing legal framework for elections and carrying out elections, including local ones; assistance in training journalists; and assistance in teaching about democracy)</li></ul>
			(2) Land titling and clarification of de facto cultivation rights	<ul style="list-style-type: none"><li>• Japan should mainly support land reform efforts by the government while bearing in mind that clarification of de facto cultivation rights and land titling are very important in alleviating poverty.</li><li>• As a first step in agricultural development, Japan should assess the de facto cultivation rights of farmers and the system of protecting them.</li></ul>	<ul style="list-style-type: none"><li>• Incorporation of the protection of the cultivation rights of farmers into projects for developing farm villages</li></ul>
			(3) Promotion of administrative and fiscal reforms and demobilization	<ul style="list-style-type: none"><li>• Japan should support the national program of administrative reform, under which the administrative bodies (including the national army) are being streamlined and the tax collection system is being strengthened to increase tax revenues.</li><li>• It is necessary to establish a tax collection system and personnel (management) system for civil servants and to train competent civil servants for running the systems.</li><li>• Japan should support the Cambodia Veterans Assistance Program since the program is important for maintaining peace and the achievement of sound finances. It is also necessary for Japan to assist in establishing SSN to help veterans to return to work.</li></ul>	<ul style="list-style-type: none"><li>• Assistance in carrying out fiscal and administrative reforms (including assistance in reforming taxation and personnel systems; training of special and core members of civil servants; and assistance in improving the system of conveying laws and orders, such as promoting information disclosure and improving IT environment)</li><li>• Assistance to demobilized soldiers to return to work under agricultural development projects</li></ul>

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<b>Establishment of good governance and the improvement of physical infrastructure</b>					
Establishment of good governance		<Administrative functions> <ul style="list-style-type: none"> <li>• Eradication of corruption</li> <li>• Rationalization of the salary system for civil servants</li> <li>• Improvement of equipment and institutions (fair personnel management and taxation systems)</li> <li>• Training of competent personnel in the public sector</li> <li>• Decentralization</li> <li>• Strengthening of administrative capacity</li> <li>• Streamlining of administrative bodies</li> </ul>	(4) Strengthening of administrative capacity	<ul style="list-style-type: none"> <li>• Japan should assist in establishing administration governed by laws (a neutral and fair administration not governed by individuals) to improve and strengthen effective and efficient governmental functions.</li> <li>• Japan should assist in improving the administrative capacity to deal with the above-mentioned legislation, improvement of the judicial system, land titling, clarification of de facto cultivation rights, administrative and financial reforms, and demobilization.</li> <li>• Japan should assist local governments in developing their administrative capacity since they play a vital role in the ongoing decentralization. Japan should also improve the capacity of its counterparts involved in development projects.</li> </ul>	<ul style="list-style-type: none"> <li>• Assistance in raising legal awareness of civil servants (including the provision of advice and training to ministries; and assistance in enhancing courses on administrative law at administrative and law schools)</li> <li>• Assistance in promoting administrative procedures governed by laws (including assistance in establishing laws and regulations concerning administrative procedures; and the provision of advice to ministries concerning administrative procedures)</li> <li>• Assistance in improving the capacity of local governments (including the promotion of cooperation between commune representatives and NGOs; field surveys on systems for local government; and the provision of advice for the improvement of the central government's adjustment mechanisms concerning local administration)</li> <li>• Training of special and core members of the civil servants, assistance in introducing a national examination system, and the provision of long-term training for administrative officials, including practical training</li> </ul>
			(5) Establishment of social safety nets (SSN)	<ul style="list-style-type: none"> <li>• In the rural development program, including literacy education for farmers, vocational training (including support for demobilized soldiers to return to work), and welfare improvement (hygiene improvements), Japan should assist in establishing safety nets, taking into consideration the vulnerability of communities (farming villages) and various groups. (See the section covering agricultural development.)</li> <li>• By strengthening assistance for tri-partite cooperation and the Cambodia Veterans Assistance Program, Japan should assist with capacity building of the Ministry of Social Welfare to develop the skills of socially vulnerable people.</li> <li>• Japan should carefully promote cooperation and liaison with NGOs since many NGOs are carrying out cooperative activities to deal with the establishment of social safety nets in Cambodia.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and reinforce tri-partite cooperation (for refugee resettlement and agricultural development)</li> <li>• Implementation of social and agricultural development projects with consideration for capacity building among vulnerable groups, such as poor people and demobilized soldiers, and for the improvement of their level of welfare</li> </ul>

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<b>Establishment of good governance and the improvement of physical infrastructure</b>					
<b>Improvement of physical infrastructure</b>	<ul style="list-style-type: none"> <li>An enormous number of land mines planted during civil wars constitute an impediment to economic activities and a threat to social life (The area where land mines are presumed to exist is 1,373.8 square kilometers)</li> <li>Frequent floods and droughts</li> <li>Deterioration and obsolescence of the physical infrastructure due to the destruction and lack of maintenance during civil wars</li> <li>Underdeveloped modern traffic systems required to reconstruct the modern nation and inadequate transport networks</li> <li>Underdeveloped communications infrastructure</li> <li>High electricity charges and insufficient electrification in rural areas except for Phnom Penh</li> <li>Underdeveloped institutional foundation for the utilization of foreign private investment for significant public utility enterprises and lack of administrative capacity</li> <li>Floods almost every year in the latter part of the rainy season and the resulting significant damage to the social economy</li> </ul>	<ul style="list-style-type: none"> <li>Demining</li> <li>Improvement of physical infrastructure from the mid- and long-term viewpoint</li> <li>Drafting a comprehensive transportation plan</li> <li>Establishment of traffic-related laws and regulations</li> <li>Reorganization and intensification of governmental organization</li> <li>Securing of sufficient source of revenue</li> <li>Establishment of system and managing capability for the privatization and introduction of foreign capital</li> <li>Cooperation with neighboring countries to retain smooth international traffic</li> <li>Establishment of adequate technical standards</li> <li>Development of human resources for the maintenance of communications networks, review of the master plan for technological innovation, and improvement of the efficiency of business</li> <li>Stabilization of electricity charges and electrification in rural areas</li> <li>Intensification of countermeasures against natural disasters</li> </ul>	(1) Demining	<ul style="list-style-type: none"> <li>Potential for the implementation of the requested projects should be examined based on the information on mid-term policies, implementing system, management system of organizations in charge, and support trend of other donors on demining.</li> <li>Support for victims to reintegrate into social life should have high priority.</li> </ul>	<ul style="list-style-type: none"> <li>Reinforcement of demining activities by CMAC should be supported (examination of the provision of equipment based on the effects/efficiency and management system, support for information management and logistical support, drafting mid- and long-term plans for demining based on advice on the strengthening of organizations and socioeconomic impacts on the community)</li> </ul>
			(2) Measures against natural disasters	<ul style="list-style-type: none"> <li>Development of measures centering on the prediction and prevention of floods and droughts of the Mekong River to minimize the damage they cause should be supported.</li> <li>Improvement of irrigation systems should have importance relating to measures for natural disasters.</li> </ul>	<ul style="list-style-type: none"> <li>Improvement of the weather information system related to the development of the basin of the Mekong River, support for drafting a priority protection plan and a disaster reconstruction plan, and the implementation of priority projects</li> <li>Improvement and repairing of irrigation facilities</li> </ul>
			(3) Restoration and development of the physical infrastructure	<ul style="list-style-type: none"> <li>Japan should support the drafting of plans related to the reconstruction and improvement of the physical infrastructure, the establishment of an administration and management system, and the development of human resources.</li> <li>The main objectives of aid for the improvement of reconstruction are limited to fields in which concentrated efforts are expected to have an immediate effect.</li> <li>As for the development based on the mid- and long-term perspectives, priority should be given to agendas that have strategic importance for socioeconomic development based on comprehensive transportation plans, and those that contribute to development in Cambodia by strengthening the cooperation with the Indochina region. Development of industries including tourism as well as agendas above should be taken seriously.</li> <li>As for poverty reduction, the improvement of the physical infrastructure at the commune level should have priority.</li> <li>Cooperation with NGOs based on community participation is important.</li> </ul>	<ul style="list-style-type: none"> <li>Repairing facilities such as trunk roads, bridges, harbors, and waterway including support for the repair by the Cambodian people</li> <li>Formulation of public master plans such as comprehensive transportation plans</li> <li>Drafting technical standards for maintenance and appropriate introduction of private organizations</li> <li>Studies for drafting policies based on the present situation as well as support to urban drainage and measures to prevent floods</li> <li>Support for enhancing telecommunications facilities in Phnom Penh and the provision of phone services in the central part of the region from mid- and long-term perspectives</li> <li>Development of power supply facilities in the capital and electrification in rural areas</li> <li>Improvement of the physical infrastructure accommodating the present situation of communities through the participation of inhabitants as part of rural development</li> </ul>

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<b>Establishment of good governance and the improvement of physical infrastructure</b>					
Improvement of physical infrastructure			(4) Establishment of systems for maintenance and operation	<ul style="list-style-type: none"> <li>• Japan should support the establishment of administration and management systems, strengthening capacity for designing policies that stipulate the authority for the operation and management, as well as human development.</li> <li>• Japan should support the establishment of a system in which the technology and human resources of Cambodia can be utilized to the maximum level except for reconstruction and improvement at the national level requiring significant expenditures and high-level techniques.</li> <li>• Japan should support the development of systems, such as a system for procuring financial resources based on community participation and user fees as a means of establishing local ownership of operation and maintenance management.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for designing plans to provide facilities</li> <li>• Improvement of practical operational capability such as the skills required for maintenance and administration</li> <li>• Support for a self-supporting accounting system for state-owned and public enterprises and independent management capability under a market economy</li> <li>• Support for strengthening the management capability of the government for the privatization and introduction of foreign investment; market entry regulations, regulations covering charges, and methods of introducing competition</li> </ul>

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Current conditions and problems in priority assistance area	Directions for solving problems (development issues)	Priority development issues for Japan's Assistance	Principles of Japan's assistance	Example of Japan's assistance program
<b>Development of human resources</b>				
Improvement of health care standards	<ul style="list-style-type: none"> <li>The level of basic health services related to infant and maternal mortality rates and to reproductive health remain low.</li> <li>The foundations have not yet been established for the health and medical care systems that should provide the services to improve such health care standards.</li> <li>Diseases such as malaria, parasitic diseases, tuberculosis and HIV/AIDS are prevalent.</li> <li>The massacre of intellectuals during the Pol Pot era has created a shortage of doctors and an overall low level of health care personnel capabilities, including illiteracy among nursing staff.</li> </ul>	(1) Expansion of PHC	<ul style="list-style-type: none"> <li>Japan places emphasis on maternal and child health promotion in an effort to achieve a reduction of extreme poverty. In addition, Japanese aid should give priority to health education, nutrition, safe water, sanitation, and improvements in the capacity of health workers and health centers, as well as the strengthening of the related systems, establishment of facilities, and the development of the human resources necessary to achieve these improvements.</li> <li>Coordination in relation to rural development, as well as liaison and coordination with NGOs are required.</li> </ul>	<ul style="list-style-type: none"> <li>Support for strengthening the outreach activities of health centers</li> <li>Support for strengthening health care activities in schools (such as sanitation and AIDS education)</li> <li>Support for strengthening medical checkup campaigns for pregnant women and children</li> <li>Support for strengthening the food sanitation administration</li> <li>Support for establishing waste disposal, water supply and sewage systems</li> </ul>
		(2) Reinforcement of countermeasures against diseases	<ul style="list-style-type: none"> <li>Unorganized medical system is closely associated with the poverty issue, in that the burden of the high cost of medical fees is contributing to an increase in the number of landless farmers who had to sell land to pay the costs. Cooperation and coordination with NGOs are required regarding this issue.</li> <li>The support for tuberculosis and infectious disease control carried out by Japan up to the present should be continued and strengthened.</li> <li>Support for countermeasure against HIV/AIDS through newly established cooperation with the USA should be given priority.</li> </ul>	<ul style="list-style-type: none"> <li>Continuation and strengthening of support for tuberculosis and infectious diseases control</li> <li>Priority to support countermeasure against HIV/AIDS control through newly established cooperation with the USA</li> <li>Support for the establishment of a blood transfusion system</li> <li>Support for the establishment of a national reference laboratory and other laboratories</li> </ul>
		(3) Training and retraining of health care professionals	<ul style="list-style-type: none"> <li>Training and re-education of public health nurses, midwives and district health officers who are in the front line of PHC must be given priority.</li> <li>Japan should also consider cooperation to strengthen medical education and technical schools for medical care, the training of medics, and the re-education of local personnel.</li> </ul>	<ul style="list-style-type: none"> <li>Consideration of cooperation schemes for the strengthening of medical education and technical schools for medical care (nurses, laboratory technicians and physiotherapists), the training of paramedics and co-medics, the re-education and training of local medical staff, and the strengthening of medical care ethics</li> </ul>

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<b>Development of human resources</b>					
Improvement of education standards	<p>&lt;Present state&gt;</p> <ul style="list-style-type: none"> <li>• High illiteracy rate (males 48%, females 80%)</li> <li>• Low vocational skill level</li> <li>• Low level of education indicators and quality</li> <li>• Large regional disparities in access to education</li> <li>• High dropout and failure rates</li> <li>• Disparity between the sexes in school enrollments</li> </ul> <p>&lt;Problems of the education system&gt;</p> <ul style="list-style-type: none"> <li>• The lowering of quality due to an expansion in the number of enrollments</li> <li>• The limitations of planning and implementing capabilities under the centralized system</li> <li>• The influence of political motivations in educational administration (the lack of staff with expertise in educational administration)</li> <li>• The lowering of morale among teachers and educational institution staff</li> </ul>	<p>&lt;Expansion of basic educational opportunities&gt;</p> <ul style="list-style-type: none"> <li>• To eradicate the disparities between the sexes and among regions in primary education</li> <li>• To sharply reduce the dropout and failure rates</li> <li>• To strengthen education to improve the teaching of practical knowledge, such as foreign languages, science and mathematics</li> <li>• To improve the educational infrastructure as well as the quality and quantity of educational staff involved in basic education, especially in the first half of the secondary level of education</li> <li>• To improve a regional system of educational administration that is responsive to the demands of the regional society and economy as well as to further the decentralization of control over education</li> </ul> <p>&lt;Secondary education&gt;</p> <ul style="list-style-type: none"> <li>• To reform secondary education in terms of both quality and quantity</li> <li>• To increase opportunities for access to secondary education using various means of delivering education</li> <li>• To develop curricula taking into consideration the actual society and daily life</li> <li>• To develop educational texts and teachers' guides to go with the curricula</li> <li>• To construct a secondary education system that can meet the demands of students and parents</li> <li>• To train or retrain teachers in order to achieve the reforms</li> <li>• To train educational managers such as educational administrators in the regions, as well as school principals</li> </ul>	<p>(1) Raising school enrollment rates and improving the quality of education</p>	<ul style="list-style-type: none"> <li>• The Cambodian government is proposing a plan referred to as the "Pro Poor Education System" along with the creation of SEDP2. Japan is also implementing "school building plan with community participation" (overseas development study). On the basis of the above plans Japan should give priority to assistance for improving the quantity and quality of primary education such as offering educational services to meet the demand and managing schools with community participation.</li> <li>• Because many donors have already been providing assistance in the field of primary education, careful consideration is needed in sector-wide approaches. It is also important to focus on the targets of assistance.</li> </ul>	<ul style="list-style-type: none"> <li>• Assistance for guaranteeing access to schools</li> <li>• Assistance for improving education delivery</li> <li>• Assistance for tackling the issue of the high dropout and illiteracy rates</li> <li>• Assistance for enhancing the administrative capacity of local primary education systems</li> </ul>
			<p>(2) Expansion of secondary and higher education</p>	<ul style="list-style-type: none"> <li>• Although training people to gain expertise and skills is urgent with regard to the development of a market economy, it is unlikely to receive assistance due to the large budget required for secondary and higher education. Therefore, it is essential that Japan provide assistance in this area.</li> <li>• Japan has been providing assistance for the expansion of secondary education services to meet the demand through the Program for Improving Secondary Science and Mathematics Education at the secondary education level. In future, the increase in the number of enrollments and eradication of the disparity between the sexes in secondary and higher education should be given priority.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for improving access to schools</li> <li>• Support for expanding opportunities for vocational training and employment</li> <li>• Education in the knowledge and skills related to vocational life</li> <li>• Support for review and modification of the science and mathematics education system</li> <li>• Assistance to advisory services for education and future choice of courses</li> </ul>
			<p>(3) Training or retraining of educational professionals</p>	<ul style="list-style-type: none"> <li>• Japan should give priority to the improvement of the quality of primary education professionals in local areas, especially to assistance for improving the quality of primary school teacher training centers and regional secondary school teacher training centers.</li> <li>• Assistance for retraining officials in the Ministry of Education and provincial offices of education should also be given priority.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for the integration and reform of primary and secondary school teacher training centers</li> <li>• Support for transforming primary and secondary school teacher training centers into two-year and four-year colleges</li> <li>• Support for transforming high school teacher training centers into colleges and graduate schools</li> <li>• Support for conducting teacher qualification examinations and issuing teaching licenses</li> <li>• Support for the training of science and mathematics teachers</li> </ul>

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<b>Development of human resources</b>				
<b>Improvement of working skills of adults</b> <ul style="list-style-type: none"> <li>• The gap between the contents of education and the needs of the society as well as the economy</li> <li>• Discrepancy between the contents of education and the required human resources for industrial promotion</li> <li>• Low level of the capability of the organizations that are in charge of the guidance of agricultural and vocational skills</li> </ul>	<ul style="list-style-type: none"> <li>• To raise the literacy rate</li> <li>• To strengthen the skill training capability of each Ministry</li> <li>• To enhance the farmers' capacity to receive agriculture extension services</li> </ul>	(1) Raising the literacy rate	<ul style="list-style-type: none"> <li>• Assistance for basic adult education such as for literacy and arithmetic at the commune level should be given priority.</li> <li>• Due to the fact that the promotion of adult education is tied up with rural development, the cooperation and liaison with NGOs should be carried out carefully.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for literacy education and vocational skill training that contributes to the improvement of life skills and ability in living as a part of rural development</li> </ul>
		(2) Improvement of agricultural and vocational skills	<ul style="list-style-type: none"> <li>• Assistance for strengthening the capabilities of the organizations that are in charge of the guidance of agricultural and vocational skills in Cambodia - the National Training Committee, the Ministry of Agriculture, the Ministry of Education, the Ministry of Social Welfare, the Ministry of Women, - needs to be given priority at first.</li> <li>• It is also necessary to provide assistance for enhancing agriculture extension services, as a part of rural development. In this case, international assistance as well as the cooperation and liaison with NGOs should be carefully coordinated</li> </ul>	<ul style="list-style-type: none"> <li>• Support for strengthening the capabilities of the organizations that are in charge of agricultural and vocational guidance</li> <li>• Support for enhancing agriculture extension services as a part of rural development</li> </ul>
		(3) Training of civil servants to upgrade their administrative capacity	<ul style="list-style-type: none"> <li>• Priority should be given to the education of various civil servant across the sectors ranging from the central government to the local governments, in order to upgrade their administrative capacity.</li> <li>• It is necessary to establish the special programs for Cambodia, targeting the human resources generally with low level of administrative capacity.</li> </ul>	<ul style="list-style-type: none"> <li>• Providing various training programs such as advanced training programs carried out in Japan, moderately advanced training programs carried out in the ASEAN countries, and local training programs carried out in Cambodia</li> </ul>



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<b>Promotion of agriculture and rural development (including the reduction of extreme poverty)</b>				
<ul style="list-style-type: none"> <li>• 88% of the poor people live in rural areas.</li> <li>• Underdeveloped distribution system of agricultural products</li> <li>• Lack of working opportunities other than farming</li> <li>• Pervasion of the market economy and land disputes as the land reform proceeds</li> <li>• Problems of landless farmers: they are obliged to sell their land due to the redistribution of land or burden of healthcare expenditures</li> <li>• Rain-fed rice cultivation with low productivity</li> <li>• Underdeveloped diversification of agricultural production - too much dependence on rice cultivation</li> <li>• Undeveloped industries related to agriculture</li> </ul>	<ul style="list-style-type: none"> <li>• Increase of rice production to maintain the household economy, diversification of crops, and increase of cash income</li> <li>• Intensification of rural administration capability to improve resistance to natural disasters and disease, development of agricultural productivity through the development of infrastructure and improvement of cultivation techniques, diversification of income resources, and maintenance and fostering natural environment within/ surrounding villages</li> <li>• Protection of de facto cultivation rights of farmers, development of crop markets, and development of rural finance to accommodate further trends towards the market economy</li> </ul>	(1) Rural development	<ul style="list-style-type: none"> <li>• As for rural development the welfare level of rural households should be improved by implementing various measures comprehensively.</li> <li>• Support for rural development to limited areas by cross-sector approaches should be started with, and then aid should be expanded based on the result. Cooperation with NGOs including UNDP is necessary.</li> </ul>	<ul style="list-style-type: none"> <li>• Draft and implement a comprehensive rural development program in which project constituent required in each village (refer to Table 7-17 in Section 2, Chapter 2, Part II) are appropriately combined.</li> </ul>
		(2) Improvement of agricultural productivity and diversification	<ul style="list-style-type: none"> <li>• Japan should support improvement of the productivity of rice as well as diversification of agricultural production.</li> </ul> <p>Stable provision of food and increase of cash income for farmers should be sought through the stable and large harvest of basic food.</p>	<ul style="list-style-type: none"> <li>• Provision of technical cooperation to improve irrigation facilities, experiments/research, extension, micro-credit services, and the development of the market and infrastructure</li> <li>• Establishment of system of agricultural cooperatives, etc.</li> </ul>
		(3) Promotion of agriculture related industries	<p>Japan should prioritize;</p> <ul style="list-style-type: none"> <li>• Creation of job opportunities and increase of national income by adding value to crops and enabling domestic processing to occur.</li> <li>• Improvement of distribution system, which hampers selling or buying crops and production materials at the appropriate time.</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of resource-oriented industries such as food processing, canneries, furniture, flooring production and construction</li> <li>• Formulation of master plans to foster industries related to agriculture</li> <li>• Establishment of finance and insurance system of small- and medium-sized enterprises</li> <li>• Vocational training for the workforce and fostering managers</li> <li>• Support for establishment of distribution system</li> <li>• Support for institution building and fostering human resources</li> </ul>
		(4) Creation of non-farm job opportunities	<p>Japan should prioritize;</p> <ul style="list-style-type: none"> <li>• Establishment of a system in which specified areas can take initiatives for local industrial promotion such as "one special product for one village", promotion of tourism-related industry and development of infrastructure by employing local inhabitants</li> </ul>	<ul style="list-style-type: none"> <li>• Development study for tourism development and fostering human resources for tourism</li> <li>• Vocational training through NGOs</li> <li>• Improvement of the quality and productivity of local craftwork</li> </ul>

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Current conditions and problems in priority assistance area	Directions for solving problems (development issues)	Priority development issues for Japan's Assistance	Principles of Japan's assistance	Example of Japan's assistance program
<b>Expansion of the size of the economy and the creation of job opportunities</b>				
<ul style="list-style-type: none"> <li>• Dual structure comprising traditional industry in Cambodian society and modern industry by the capital of overseas Chinese</li> <li>• Low level of savings and investment; excessive dependence on foreign aid</li> <li>• Rapid progress of economic liberalization and internationalization and distorting influences</li> <li>• Rise of and limits to export-oriented labor-intensive textile and apparel industries</li> <li>• Underdeveloped environment of industrial promotion</li> <li>• Insufficient development of small- and medium-sized enterprises</li> <li>• Agriculture and the Angkor Wat as tourism resources</li> </ul>	<ul style="list-style-type: none"> <li>• Development of a legal framework related to the economy</li> <li>• Fiscal reform</li> <li>• Reform of the financial system</li> <li>• Improvement of the investment environment</li> <li>• Formulation of industrial policies</li> <li>• Rural development</li> <li>• Development of human resources</li> <li>• Fostering and promotion of private sectors</li> <li>• Designing measures to attract foreign direct investment</li> </ul>	(1) Improvement of the Condition for industrial development	<ul style="list-style-type: none"> <li>• Support for the administration of macro economy, formulation of industrial policies, and establishment of systems promoting small- and medium-sized enterprises</li> <li>• Strengthening of capabilities and development of human resources of organizations in charge</li> </ul>	<ul style="list-style-type: none"> <li>• Support for the development of a legal framework related to the economy</li> <li>• Support for a market economy through advisory support and human resources development in ministries and agencies related economy</li> <li>• Long-term training in Japan (utilizing Japan's domestic capabilities)</li> </ul>
		(2) Fostering urban small- and medium-sized enterprises	<ul style="list-style-type: none"> <li>• Fostering of small- and medium-sized enterprises in urban area and establishment of measures required based on the analysis of the present situation</li> </ul>	<ul style="list-style-type: none"> <li>• Guidance in business management for private enterprises</li> <li>• Organizing market information systems</li> <li>• Support for the formulation of policies fostering small- and medium-sized enterprises and development of human resources</li> <li>• Examination of the possibility of cooperation with human development enterprises by private sectors that have been active in Phnom Penh</li> </ul>
		(3) Inducement of foreign direct investment	<ul style="list-style-type: none"> <li>• Support for the drafting of potential development enterprises including the establishment of free trade areas /export processing zones at the back of the Port Sihanoukville and Thai-border region</li> </ul>	<ul style="list-style-type: none"> <li>• Regional integrated planning development studies</li> </ul>

Appendix 1: Matrix Recommended on Japan's Assistance to Cambodia (Continued)

Current conditions and problems in priority assistance area	Directions for solving problems (development issues)	Priority development issues for Japan's Assistance	Principles of Japan's assistance	Example of Japan's assistance program
<b>Conservation of natural resources and the environment; Restoration and preservation of cultural heritage sites</b>				
<p>&lt;Natural resources&gt;</p> <ul style="list-style-type: none"> <li>• Rapid decline in natural resources both in quality and quantity due to the illegal logging, overfishing, and poaching of rare species under the pressure to develop natural resources due to the growth in population</li> <li>• A lack of the policies, legal systems, and capacity to enforce the laws and regulation of agencies that have jurisdiction over the management of natural resources</li> </ul> <p>&lt;Living environment&gt;</p> <p>Drinking water: Water from all sources is contaminated with coliform bacteria, and therefore unfit for drinking. With regard to water supply, water treatment plants and water distribution pipes have become dilapidated.</p> <p>Household discharged water and industrial wastewater The low rate of toilet installation is adversely affecting sanitary conditions. All household wastewater other than feces and urine, wastewater from offices, and industrial effluent are discharged without treatment.</p> <p>Solid Waste: The systems of solid waste collection and disposal have not been established yet in major cities. Medical waste is not treated separately from other waste.</p> <p>&lt;Cultural heritage sites&gt;</p> <ul style="list-style-type: none"> <li>• Cultural heritage sites are falling into ruin.</li> </ul>	<p>&lt;Natural resources and the living environment&gt;</p> <ul style="list-style-type: none"> <li>• Nature conservation is required for maintaining and augmenting living systems, including for human beings.</li> <li>• Tightening control over natural resources</li> <li>• Reinforcement of the system for enforcing laws in environmental administration</li> <li>• Enhancement of public awareness concerning public health and environmental protection</li> <li>• Construction of water supply and sewerage, facilities and establishment of solid waste management systems that are the basis of a healthy life</li> </ul> <p>&lt;Cultural heritage sites&gt;</p> <ul style="list-style-type: none"> <li>• Training of Cambodian staff for the restoration and preservation of cultural heritage sites by themselves</li> <li>• Establishing linkages between research on cultural heritage sites and projects for their restoration and preservation</li> <li>• Developing mid- and long-term perspectives for the study of the restoration and preservation of heritage sites; the formulation of a master plan for restoration and preservation over a period of 30 to 50 years</li> </ul>	(1) Management of natural resources	<ul style="list-style-type: none"> <li>• Assistance should be focused on the establishment of systems and the training of human resources centered on the Ministry of Agriculture, Forestry and Fisheries and the Ministry of Environment in order to reinforce the management system for natural resources.</li> <li>• Attention needs to be paid to international aid co-ordination and liaison with NGOs.</li> </ul>	<ul style="list-style-type: none"> <li>• Dispatch of Japanese experts to Cambodia and the training of Cambodian staff in Japan for the acquisition of measuring technology</li> <li>• Provision of equipment and materials for sampling analysis</li> <li>• Assistance for the utilization of the Internet in the Ministry of the Environment</li> </ul>
		(2) Conservation of the natural environment	<ul style="list-style-type: none"> <li>• Assistance should be focused on the restoration of the environment in the basins of Tonle Sap Lake and the Mekong River on which many people depend for their livelihood.</li> <li>• Assistance should be provided for the formulation of plans to restore the environment based on assessment of the present state and the identification of issues in the environment concerned. Assistance then should also be provided for training human resources, raising the level of their capacity for analysis, and establishing information systems to implement these plans.</li> <li>• Attention needs to be paid to international cooperation and liaison with NGOs.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for a survey to prepare inventories of animals and plants and a comprehensive survey on Tonle Sap Lake</li> </ul>
		(3) Improvement of the urban living environment	<ul style="list-style-type: none"> <li>• Assistance should be focused on waterworks, sewerage, and waste management in cities. Priority should be given to the capital, Battambang, then other cities.</li> <li>• Local technologies should be adopted as far as possible, provided that the technologies are suitable for the conditions of each city and involve a lower financial burden in their maintenance and management.</li> <li>• At the same time, assistance should also be provided for the establishment of administrative systems and the training of human resources to improve the related administrative capacity of each city.</li> </ul>	<ul style="list-style-type: none"> <li>• Assistance for the rehabilitation and construction of water supply in cities other than the capital, including Battambang, by formulating a nationwide master plan</li> <li>• Assistance for the construction of sewage treatment plants in the capital and Battambang by applying treatment technology that is low cost and low energy consuming as well as being suitable for the present conditions</li> <li>• The provision of logistics related to water supply and the transfer of technology related to their maintenance and management</li> </ul>
		(4) Restoration and preservation of cultural heritage sites	<ul style="list-style-type: none"> <li>• Ownership of the restoration process by Cambodia is the most important aspect of the restoration and preservation of cultural heritage sites. Assistance therefore should be provided for the training of human resources in restoration technology so that Cambodia can undertake the restoration work by itself.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for the training of human resources to restore and preserve cultural heritage sites</li> </ul>

## Appendix 2: Suggestions from the People's Forum on Cambodia, Japan

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## **I. NGO activities in Cambodia - Historical background and present state**

This section summarizes NGO activities in Cambodia, where substantial human and physical sacrifices had to be made mainly under the Cold War structure.

### **1. Under the Lon Nol regime (Khmer Republic)**

Up to the early 1970s, religious NGOs were actively involved in various fields, including religious propagation, welfare, education, medical care, and agriculture. With the intensification of the civil war between the Lon Nol regime and the parties confronting it consisting of the Pol Pot faction and the royalist faction, NGOs gradually reduced their local activities, and finally in April 1975, when the “Khmer Rouge” (Cambodian Communist Party) overthrew the Lon Nol regime in Phnom Penh, NGOs had to give up their activities.

### **2. The era of the Pol Pot regime (The era of the Democratic Kampuchea from April 1975 to January 1979)**

At the government level, diplomatic relations were severed or greatly restricted, with the exception of those with China and DPR Korea. Accordingly, NGOs were prohibited from engagement in activities in Cambodia or to stay there. During those years, NGOs backed by the Christian groups carried out refugee relief operations in Thailand at the Thai-Cambodia border, and accused the Democratic Kampuchea of purges and tyranny. However, as Cambodia was isolated from the international community, such accusations were not communicated, thereby failing to rouse public opinion in the international community. (Though the general public in Cambodia hated their miserable life under the Government, the number of refugees who actually crossed the border was relatively small because people were strongly controlled under the oppressive system of the Government.)

### **3. Collapse of the Democratic Kampuchea - The era of the People's Republic of Kampuchea**

In January 1979, Vietnamese troops, with some hun-

dreds of Cambodian people consisting of pro-Vietnamese including Hen Samrin and people who had defected from the Pol Pot faction, overthrew the Democratic Kampuchea to release the Cambodian people from oppression. However, only the Soviet Union and the Eastern Bloc including Vietnam and Laos, and India recognized this newly established government. Other nations regarded it as a “puppet” government of Vietnam, and refused any diplomatic relations, foreign aid relations, trading, and economic relations. Moreover, Cambodia's seat at the United Nations was given to the exiled government. With the human sacrifice of more than 1.7 million people, Cambodian people suffered from extensive damage and exhaustion, which forced their living standards to return to primitive levels. Cambodia had to reconstruct the nation from nothing (or more precisely, from a negative situation) without any cooperation from the Western international community, including Japan. Under such tragic circumstances, more than ten organizations, including OXFAM in Great Britain, CIDSE in Europe, CWS in the United States, overcame the restrictions imposed by their governments and dared to enter Cambodia to implement emergency relief operations as well as medium- and long-term reconstruction. Though the capacity of NGOs was limited compared with the overall need, NGOs were actively involved in a variety of critical activities, such as water supply to health centers in districts (Srok) and communes (Khum), maternal and child health care, basic education including the reconstruction of school buildings, and support for orphans and handicapped people. At this point, UN agencies and Western government agencies still refused to provide development assistance, NGOs had to implement large-scale irrigation projects, and provide vocational training at the central government level, as well as provide support for soap factories, oil and fat plants, and ice plants, for example.

The NGOs actually working in Cambodia together with their supporting citizens' groups, consisted of 34 organizations (as of the time of the joint publication mentioned below), organized in 1986 in an NGO network called “International NGO Forum on Cambodia” which is currently called the “NGO Forum on Cambodia”, while continuously providing development assistance. This Forum conveyed the voice of the Cambodian people and strongly appealed to the international community, including the United Nations, and the governments and societies to which each NGO belonged,

regarding the following issues: (i) Cambodia's return to the international community, (ii) Diplomatic initiatives toward peace with the termination of civil war, and (iii) Correction of the extreme imbalance in assistance. Under the Cold War structure, with the severe conflict between East and West, and a regional conflict between the ASEAN member countries and the three countries of "Indochina" (Vietnam, Cambodia, and Laos) in the 1980s, NGOs tried to suggest initiatives to solve Cambodia's plight while maintaining a stance of political neutrality and humanitarianism. Ms. Eva Mysliviec, a former OXFAM staff member and the current Director of the Cambodia Development Resource Institute (CDRI), was commissioned by the Forum to write a book entitled "Punishing the Poor", later published in more than ten languages. In Japan, this book was published as "Kampuchea witnessed by NGOs - International bullying of the weak" by JVC. The book pointed out the following problems that needed to be improved: (i) Unfair isolation of Cambodia, (ii) Lack of peace diplomacy after coming to a deadlock, and (iii) Imbalance in assistance (The imbalance in refugee relief operations (\$142 per refugee and \$1.5 per person for those still inside the country) had led to an unnecessary outflow of refugees, possibly resulting in the continuation of the civil war and disputes in Cambodia).

The scale of assistance to Cambodia at this point (from the late 1980s to 1990) provided by about twenty NGOs was relatively small, amounting to a little over \$10 million, or between 1.2 and 1.5 billion yen, in total. However, without any assistance from the United Nations and Western countries, this served as a valuable resource for reconstruction, and a spiritual symbol of support for the Cambodian people who were struggling to reconstruct the nation in isolation.

#### **4. After the Paris Peace Agreements (1991) (General election - reconstruction of the Kingdom of Cambodia)**

Along with these NGOs activities, consultations were held between the United Nations, the superpowers responsible for the Cambodian conflict, major countries, regional countries, and the four Cambodian parties, with gradual progress. In October 1991, the Peace Agreements on Cambodia were finally signed. The Pol Pot faction, though a signatory to the Agreement, showed blatant opposition to holding the first general elections

in May 1993 under the auspices of UNTAC, staging destructive activities. This invited social unrest and instability. However, the fact that the movement towards peace was secured by the Agreements has laid a solid foundation for the Cambodian people with the nations and parties concerned to reconstruct the country and make a fresh start. With the Peace Agreements, Cambodian people were allowed in 1991 to establish NGOs by themselves. It is right and proper that the people should play the leading role in the reconstruction of their own country and society, which was finally achieved in Cambodia. Since then, international NGOs have gradually shifted their position to supporting local NGOs and CBOs in Cambodia from the sidelines.

International NGOs cooperated in the establishment and development of Cambodian NGOs. The first Cambodian NGO was 'the Kemara (Khmer Women)' represented by Ms. Sokua Loiper, who is now the Minister of Women's Affairs, and had the goal of social and economic self-reliance for women. It provided support for making handicrafts, running small businesses, and forming mutual aid groups. Following this, Mr. Thun Saray, who had been arrested and detained as a political prisoner, established the Cambodia Human Rights and Development Association. Through many seminars from the perspective of a civil society, it aimed to establish human rights, to democratize, and to hold and monitor a free and fair election. After this, the Cambodian people, including those who had returned from Western countries, established more than 100 NGOs, which included both active and inactive. Some Cambodian NGOs seemed to have been established merely to receive funds from foreign governments and NGOs. In fact, some of such Cambodian NGOs did not have sufficient ability to properly implement and/or report on their activities.

[Rapid changes in society and economy during these years and the problem of poverty]

The Peace Agreements in October 1991 can be considered generally the turning point from 'civil war and extreme poverty' in the 1980s to 'peace and hope' in the 1990s. However, things were not that simple. After the collapse of the Pol Pot regime, in the early 1980s, extreme poverty permeated the whole society. It was estimated that GNP per capita was less than \$100 or even \$50, though there were no proper statistics. However, people shared such poverty widely, and small-scale

farmers were guaranteed a minimum amount of land for cultivation and residence. Moreover, thanks to a system in which regional communities provided mutual help for households without labor force (men, oxen, etc.), poor farmers could survive. There were extremely few farmers without land, thus undesirable social phenomena, such as child selling and daughter selling, was mostly avoided.

In Cambodia, with little basic social infrastructure, democratization was hardly achievable and civil society was extremely limited. The measures to introduce a market economy and capitalism, which were regarded as makeshift measures in the early 1990s, as well as the rapid influx of foreign capital and international aid, aggravated the maldistribution of wealth. Consequently, politically and economically “strong” people along with their relatives and groups bound by a shared local heritage, took control over interests and rights regarding business and aid. On the other hand, according to a survey by OXFAM, about 13%, or more than 1 million farmers, who had survived from agriculture at the bottom of social ladder, due to “liberalization” regarding land-use rights and land ownership, were deprived of their land. This has created extreme poverty and an enormous gap between the poor and the rich. An NGO report stated as follows: “Cambodia has managed to survive several wars, the era of the Pol Pot regime, as well as its international isolation, including a trade embargo. However, some NGOs have been keenly aware of the question as to whether Cambodia can survive a hastily introduced market economy along with the flood of aid from aid organizations.)

## 5. Basic perspective of the current NGOs<sup>1</sup>

NGOs highly evaluate the fact that a more peaceful environment has been established over the past decade. At the same time, NGOs are apprehensive about the fact that the introduction of a market economy and development focused chiefly on economic growth has created a tremendous gap between the rich and the poor, resulting in the emergence of circumstances of extreme poverty, such as farmers without land. While maintaining well-organized cooperative relations, including policy sug-

gestions and exchanges of constructive opinions and criticisms, with the Cambodian Government, the United Nations, international agencies, and the governments of donor countries, NGOs should share the basic philosophy of development, and jointly make every effort to integrate this philosophy into activities, aimed at the realization of a fairer and more balanced society.

NGOs should not make pointless criticisms, or act as opposition organizations against the government agencies. Rather, NGOs should share objectives, such as poverty reduction, with the Cambodian Government, and make every effort to achieve these objectives in cooperation with various public institutions as partners.

Based on the experiences, evaluations, and discussions over the past decade, NGOs consider that activities in the following fields should be given priority:

- (1) Good governance with particular emphasis on
  - 1) Promotion of control by the law
  - 2) Participation of people throughout the nation and communities in national projects
  - 3) Administrative reform
- (2) Development of human resources
- (3) Support for the poor

NGOs welcome the fact that the Cambodian Government has decided to reform its administration, military, judiciary system, finance, and forestry policy. Thus, NGOs will cooperate with the Government for policy implementation and law enforcement. Progress has been made in the following fields: i) As a result of the amendment of Article 51 of the Public Servant Law in 1999, prior permission from the Cabinet has become unnecessary for public prosecutors when prosecuting public servants, which has made it easier to pinpoint responsibility through a trial. ii) After the establishment of the National Mine Law, the Mine Treaty was ratified. iii) The Land Reform Law is now under discussion by the Government and NGOs. iv) Cambodia has become an ASEAN member country. v) Drafts of the Forestry Law, the Corruption Prevention Law, the Commercial Law, and the Civil Law are in preparation. vi) NGOs encourage efforts toward forestry reform, and highly evaluate the campaign against illegal deforestation.

<sup>1</sup> Based on the NGO statement in the Cambodia Consultative Group Meeting 2000, which was prepared jointly by CCC, Cambodia NGO Forum, and MEDICAM, in which local NGOs and international NGOs were included.

## **(1) Good governance**

### **1) Promotion of the rule of law**

In the present situation in Cambodia, the lack of respect for the law, public security, welfare, and reliance on the legislative and judiciary system has been significantly restricted, as well as the development of markets. A judiciary system with authority, independent from the administrative system, is indispensable for the development of the nation. Therefore, subordination and corruption in the judiciary system may result in a loss of public confidence, encouraging people to take unauthorized and, in some cases, violent measures. NGOs welcome the progress in drafting the Criminal Law, the Criminal Suit Law, and the Civil Law by the Ministry of Justice.

NGOs request that the independence and authority of the Constitutional Council and the Supreme Council of the Magistracy should be strengthened, and that appropriate funds and human resources should be provided for the proper exercise of their authority. As for the issues, such as the rule of law and human rights, it is necessary to formally establish working groups in which donor countries are included, and to report on the activities of these working groups at donor meetings held every quarter.

### **2) Participation of people throughout the nation and communities in state affairs**

In the process of developing the Land Law, the Criminal Law, and the Civil Law, the Government has been gradually cooperating with civil society groups, such as NGOs and regional CBOs. Still, it is necessary to establish a system to ensure that the civil society can participate in the decision-making process, through the disclosure and dissemination (not excluding rural areas) of basic information in the Khmer language. NGOs also request that donors and aid organizations should take the lead in the promotion of democratic procedures, community participation, and information disclosure, in various fields of cooperation.

### **3) Public administrative reform**

Excessive levels of personnel in public services creates a vicious circle of lower wages that in turn encour-

ages lower standards of services in various areas, including basic education and public health. Based on the results of surveys and functional analysis of public servants, working conditions should be improved to proper standards, personnel training should be provided, and public servants should be reassigned. Through efforts to reduce and eliminate corruption, transparency and accountability in the public sector will be enhanced, thus restoring people's confidence in the public sector.

## **(2) Development of human resources**

NGOs consider that the development of the capacity and vitality of human resources is critical for social development as a whole. Thus, NGOs aim to enhance the capacity of public servants both in the central and local governments, and members of social and economic sectors. Donors, including NGOs, cannot achieve this objective without having a long-term vision. There is an urgent need to provide further opportunities for education while improving its quality, as education directly related to human resources development, which is the key to overcoming poverty. Donors should stress the need to provide broader access to education particularly for people in rural areas, girls and women, minority groups, and disabled persons.

## **(3) Reaching the poor**

Economic growth in terms of domestic production in Cambodia was 4.5% in 1999. However, under the current situation, the benefits of such economic growth seem to be distributed unevenly, as a few powerful people exclusively enjoy the benefits. Though about 80% of the total population and about 90% of the poor live in rural areas, resources, services, and information are overly concentrated in urban areas. The widening poverty gap is a potential source of social unrest and instability, leading to conflicts in the next generation. Thus, both the Cambodian Government and international aid organizations should, while keeping in mind the improvement of the structure so as not to widen the gap between the rich and the poor, shift the target of assistance to the poor in rural areas and to those who have been left behind in the development process.

## **6. NGO activities**

(Source: CCC, 1996. This is based on responses



from 70 organizations, mainly large international NGOs. In total, 400 organizations are active.)

In total, 400 organizations are actively working in Cambodia. CCC conducted a survey in 1996 on the larger international NGOs. Based on the responses from 70 organizations, a proportional breakdown of their activities and the total amount of funds for projects are given below:

• Education/Training:	23.1%
• Rural development:	19.2%
• Health:	14.6%
• Agriculture:	13.0%
• Water and hygiene:	6.8%
• Emergency relief:	5.7%
• Small-scale financing:	3.9%
• Rehabilitation:	3.5%
• Children's affairs:	2.7%
• Institutional management:	1.8%
• Women and development:	0.9%
• Support for Cambodian NGOs:	0.6%
• Human rights:	0.5%
• Environment:	0.3%
• Other activities:	3.4%

The total amount of funds for projects: \$41,769,101  
(The total amount of funds for projects in Phnom-Penh: \$9,768,011)

Over the past three decades, Cambodia, devastated by civil wars connected to international politics, has suffered from severe physical damage including a heavy loss of human life. NGOs have therefore provided cooperation for activities focused on the development of the society and human resources, so that ordinary people, including farmers, can play a leading role in social reconstruction.

## **II. Issues and points to be noted in assistance to Cambodia suggested by NGOs in Cambodia**

People's Forum on Cambodia-Japan (General Remarks)

Japanese NGO views on assistance to Cambodia are summarized below.

## **1. Good governance**

### **(1) Introduction**

When discussing cooperation for reconstruction and development in Cambodia, it should start from considering the social conditions; how ordinary people, in particular those at the bottom of the social ladder, think and feel in their daily lives. Over the twenty years since the collapse of the Pol Pot regime, or the Coalition Government of Democratic Kampuchea, in January 1979, NGOs have worked with the Cambodian people in various fields from emergency relief operations, including refugee relief operations, to reconstruction and development. At present, despite the emergence in the population of a few percent of wealthy people in the governing classes and some portion of people in the middle class, most people, including farmers without land, who have increased in number in the 1990s (accounting for more than 13% of all farmers), feel apprehensive and insecure about their lives, for the following reasons: i) The strong in society are monopolizing the means of livelihood and survival, ii) The weak feel too depressed to take pride in themselves, iii) The weak have to sell their children, and their family is broken up as a result, iv) The weak are likely to be involved in crimes, such as burglary and abduction, and v) Suspects in political murder cases and political incidents have not been arrested.

In Cambodia, the rule of people with political and military power and 'money' is predominant, rather than 'the rule of law.' Therefore, in the medium to long term, the following activities should be given priority in Cambodia: i) Promotion of democratization in order to realize 'good governance,' ii) Reform toward fair and neutral legislation, judiciary, and administration, and iii) Human resources development. In rural areas, priority issues are: i) for local communities to be assured of the sustainable use and management of natural resources that serve as the basis for their livelihood, such as the land, forests, rivers, lakes and marshes, and the sea, ii) to establish a system for achieving 'good governance' where local residents can take the lead in regional development, and iii) to restore mechanisms and concepts of mutual assistance, such as rice banks, ceremonial unions, and loan groups. As long as there are people who are being left behind by the modern economy and society, for example, farmers without land, residents in urban slum areas, people who victims of human traffick-

ing, victims of child labor, prostitution, or abuse, and HIV positive individuals, then mechanisms for welfare, assistance, and relief, serving as a 'safety net,' should be reinforced.

**(2) Recognition of the historical, political, and economic situation, and establishment of 'good governance' and 'the rule of law'**

When considering the present state of Cambodia from a grassroots perspective, the problem of poverty must be given the highest priority. Here, it is necessary to distinguish between 'poverty,' existing as an actual problem, from 'impoverishment,' emerging along with changes in socioeconomic conditions. The latter ('impoverishment') is related to the following problems in rural areas: i) Farmers have been deprived of land and access to natural resources, and ii) Mechanisms for social cohesion, such as mutual assistance and cooperation, have ceased to function. Therefore, it is important to consider the means to regenerate and reinforce the subsistence of the community (or self-sufficiency) in rural areas that are on the verge of collapse. The former ('poverty') is related to the problem of how to sustain the urban and rural poor, who have been deprived of their means of subsistence, with a social safety net. In order for rural people to secure access to natural resources, actively participate in rural development, develop mechanisms for cooperation, and provide public services as a safety net, it is essential to provide support for the realization of 'good governance' and 'the rule of law,' including reforms in the public administration, judiciary, military, and police.

When discussing support for 'good governance,' it is necessary to fully understand the historical background and political and social conditions in Cambodia. Cambodia has experienced civil wars that extended for more than thirty years. Everyone agrees that proper support measures cannot be formulated without taking into account the negative impact of civil wars. The scars left by civil wars can be still observed everywhere, such as the great number of widows and victims of mines, the shortage of doctors, lawyers, engineers, and teachers as a result of massacres and outflows as refugees, and the dilapidated infrastructure. Other negative impacts of civil wars still remain as latent problems. For example, when disarmament of the various political powers was

not successfully implemented in 1993, this led to armed conflict in the capital city in 1997. Economic indicators clearly show that this armed conflict has caused tremendous economic and social damage. Thus, people recognized again that political and military disputes are not past history. Another example is that although one of the leaders of the Khmer Rouge, Khieu Samphan, surrendered to the government in December 1998, it was not until early 1999 that the remaining leader, Ta Mok, who kept on escaping, finally surrendered. As this shows, political and military disputes have hindered development in Cambodia in the 1990s as well. Civil wars and mines continued to generate casualties in the 1990s, and weapons were found everywhere in the society. This was why violent infringements on human rights did not decrease. The failure to disarm each political power faction meant that there still remained armed groups belonging to these factions, such as the military, police, military police, and private armies. Accordingly, there existed no neutral military and police, thus inhibiting fair application of the rule of law. In other words, political and military disputes hindered reform towards the fairness and neutrality of the judiciary and administration.

Support for the prevention of a recurrence civil wars or intensification of civil conflicts is also required. The example of the elections at the commune level to be held in 2002 should be considered in this regard. Since the time of the socialist government, the leader of a county, commune, or village has been incorporated into the power structure of a certain political party. The conduct of the next election will hinge on this fact, which may lead to political strife accompanied by casualties in rural areas. When the election was held in 1998, political strife intensified, and armed groups killed unarmed farmers and citizens who supported the opposition party. After the election, a protest movement arose in urban areas, claiming that the election was not free and fair. Although the neutrality of the election administration commission was questionable, no improvement was made, and the problem has remained unresolved. Therefore, in the next commune election and the general election in 2003, political strife with violence is highly likely to recur. Some NGOs have already implemented activities toward the actualization of a 'culture of peace' and 'free and fair elections' through seminars on dispute settlement, education on human rights and elections, and disarmament measures. Support for these activities

is extremely important.

While providing support for these grassroots activities, donors should also cooperate in deepening the understanding of Cambodian government officials, including leader, to create an environment for a neutral and fair election administration commission and free and fair elections. For the realization of 'good governance,' it is important to bring about a change in awareness of the upper and middle echelons of the Government. It is essential to provide human resources training for 'good governance.' However, it is more important to provide support for the structural reform so that such trained human resources can display their abilities. The progress in reinforcing individual expertise and technical skills may be of little effect without a radical change in the upper echelons, superiors, and social customs. This is obvious from many cases, including the following example: Even though a young man returning from Australia with a master's degree has a position in a government agency, he cannot use his abilities fully. Another example of a lack in neutrality is found in the judiciary system where personnel assigned by one political party still remain. Thus, practical and specific measures based on an analysis of the present state of Cambodia are required for structural reform.

## **2. Development of agriculture and rural areas**

### **(1) Introduction**

When Japanese people discuss agriculture and rural development in Cambodia, first of all, they should look back on Japan's own history of agriculture, and focus on the negative aspects resulting from enhanced agricultural productivity and commercialized agriculture. Only then should there be discussion of the measures to be taken for solving issues in agriculture and rural development in Cambodia and the support to be provided.

### **(2) Various problems with Japan's agricultural modernization policy**

The three major pillars of Japan's agricultural policy in the 1960s, i) productivity improvement, ii) promotion of farm retirement, and iii) selective expansion of agri-

cultural production, were established with a view to adapting Japanese agriculture to its economic growth. In those years, various laws and systems were established in order to promote the implementation of this policy. Though this policy seems to have been implemented smoothly for the past forty years, some negative aspects have arisen, such as the vulnerability of Japan's food security that is heavily dependent on imports, and damage to humans and environmental disruption due to the application of substantial quantities of agrochemicals. The separation of agriculture from the natural environment, including ecosystems, has caused a loss of diversity and cyclical systems that had been created through the harmonious coexistence of man and nature.<sup>2</sup> Serious problems, such as the shortage of successors to farm households, are mostly caused by modern agricultural technologies and systems, as farmers have been deprived of the freedom to devise and decide on individual farming methods based on traditional forms of farming and their accumulated wisdom. It is doubtful whether the next generation will be attracted to a debt-laden agriculture exclusively devoted to profit. When discussing support for agriculture and rural development in Cambodia, these negative aspects as observed in Japan should be taken into account, in order to suggest appropriate policies to support sustainable agricultural development.

### **(3) Present state of agriculture and rural areas in Cambodia**

The most conspicuous characteristics of agriculture and rural areas are discussed below.

First of all, it is necessary to focus on the increase in the number of migrant workers. In small-scale farming, the number of migrant workers is increasing due to the need to earn a living during the agricultural off-season. More than 100,000 workers in rural areas, especially young women, work in sewing factories.<sup>3</sup> Agricultural technologies and agricultural infrastructure have caused various problems, including the recent land problems, for small-scale farmers whose production does not correspond to the demand from population growth. When these workers have health problems, they may have further problems, such as debts resulting from medical

<sup>2</sup> Misako Iwasaki and Kazutaka Ohno (1998).

<sup>3</sup> CCC, MEDICAM, NGO Forum on Cambodia (2000)

treatment. The recent wave of commercialization has resulted in an increase in the growing of commercial crops in rural areas. In order to start commercialized farming, farmers have to raise funds, though most of them have limited access to proper financial services. Consequently, besides relatives and friends, they have no one to rely on except for loan sharks and merchants, thus aggravating their debt burden. In spite of the wide use of agricultural chemicals and fertilizers in rural areas, farmers have hardly been informed of the toxicity and proper use of these chemicals. As a result, the improper use of pesticides has impaired the health of many farmers.

While showing a keen interest in agriculture as a means of obtaining cash income, farmers are still concerned about securing rice for self-sustenance. On a national basis, the total yield from rice cultivation in Cambodia has been stable for the past five years, reaching a level of self-sufficiency. However, on an individual basis, it varies widely according to the region and the farmer. In fact, the number of farmers whose rice production is insufficient for self-sustenance is increasing due to the above-mentioned problems. Above all, the following two problems are serious: i) damage caused by rats, and ii) unaddressed technical improvements in rain-fed rice growing during the rainy season.

Damage caused by rats, leading to a decrease in production, has been increasing year by year because the natural enemies of rats have been poached and their habitats have been destroyed. Rain-fed rice growing, on which most farmers in Cambodia rely to gain their livelihood, is a rational farming method suited to unstable natural environmental conditions.<sup>4</sup> However, in large-scale rural development projects, focus is placed on rice growing by irrigation in the dry season, not on rain-fed rice growing or floating cultivation.

As activities such as research, education, and propagation in the agricultural field will lead to technical improvements, the Government has initiated these activities in rural areas. However, under the current circumstances, the related institutions are not ready for people to use or to give their opinions freely. Moreover, in Cambodia, there is no public training center that farmers can use.

Quite a few people in rural areas are engaged both in farming and fishing. Community fisheries can support

people's life through the efficient management and utilization of local natural resources. However, due to the lack of an effective legal framework, rural people have faced various disruptions. For example, people with fishing rights catch excessive quantities of fish using illegal fishing methods, and these people and armed groups have taken over community fishing areas. As a result, the prospects for benefits are uncertain for rural people, who have invested their labor, time, and resources into the management of community fisheries.

Another important factor in rural areas is the close relationship between forests and the people's daily life. For Cambodian people, forests are indispensable for their daily life, as forests provide certain necessities of life, such as firewood for cooking, materials for houses and household utensils, food, traditional medicines, animal feed, and a means of transportation. Moreover, forests provide cultural and environmental benefits.

However, the privatization of forest resources is now in progress, while ignoring the communities. Forest resources managed by communities for sustainable use have been decreasing sharply due to this privatization. This has resulted in civil strife and emigration, thus aggravating poverty.

Under these circumstances of rapid changes in forestry management, people in cooperation with NGOs are actively involved in implementing 'community forestry' (forest resources management by communities including villages), and preparing laws and policies to support it. However, the Government has not disclosed the amount of progress on preparing drafts of laws and policies on forestry, as well as the application of such laws, and people's opinions have not been fully reflected in the revised drafts. Such inadequate transparency has incurred the distrust of people and NGOs.

Though the Government launched a campaign against illegal deforestation somewhat successfully, illegal deforestation with the alleged involvement of politicians, the military, or large capital has continued to increase. This campaign had a negative impact on the poor in rural areas, as it targeted community-based small-scale dealers. Besides, this campaign put particular emphasis on law enforcement, not on the sustainable use and management of forest resources. Companies with concession rights are contributing to deforestation, as their concession rights extend beyond the reservation

<sup>4</sup> Asian Population and Development Association (1999)

areas of more than 4 million hectares. Therefore, most of these companies have not been affected by this campaign. On the contrary, though these companies, by not complying with the law, have actually violated the rights of local people who depend on local forest resources, they have not been subject to any legal punishment, thus they continue to threaten communities and forest resources. Moreover, in places where these companies are infringing on the rights of indigenous groups, the Cambodian Government also violates the international treaty on the rights of indigenous peoples.

The last important focus should be on increasing land problems. Land is the basis for sustaining the livelihood of rural people. Eight out of ten Cambodian people live in rural areas, and one out of six households has never owned land or recently lost their land. About half of the poor households own less than one fourth of the total arable land. Thus, land problems regarding land distribution have emerged.

The Government still owns 80% of national land, however, the boundaries of these public domains have not been determined. Moreover, these domains have not been mapped, registered or managed properly. Accordingly, there has been constant trouble over land with no specific ownership. One out of thirty local households has joined in land disputes with the military or government officials over large-scale enclosure of unregistered land. However, the courts that should be the last resort for local people cannot arbitrate these land disputes. In addition, provincial agencies are not sufficiently capable of arbitrating and preventing land disputes. In recent years, high officials in the government have bought up unregistered land, such as pastures, ponds, and marshes, which should be for the use of any local resident. As a result, herds of cattle, having nowhere to go, have reportedly encroached on villages.

Land speculation is rampant in urban areas along the major roads. This has led to the underutilization of productive land by absentee landlords. Similarly, valuable national land has been sold for private profit. Under these circumstances, land ownership, publicly registered or legally protected, accounts for less than 15% of the total land area of Cambodia.

### **III. Issues and points to be noted in assistance to Cambodia suggested by the People's Forum on Cambodia, Japan (Sector-specific remarks)**

#### **1. Agriculture**

- Land use planning should form the core of assistance for agricultural development, giving priority to instituting land ownership for farmers.
- In land use planning, certain areas should be secured to absorb the increasing number of small-scale farmers.
- Local communities should be allowed the right to manage and use natural resources. Moreover, these communities should be allowed the right to own pastures, ponds, marshes, and secondary forests that are jointly managed and used by communities.
- In order to establish an effective and sustainable system to spread agricultural techniques and public services, public facilities should be decentralized. Besides, farmers should participate in the spreading of techniques and services.
- A system should be established to provide support for an organization formed jointly by farmers and reliable private sector enterprises, such as small-scale companies in the fields of agricultural materials, processing, and marketing.
- In order to respond to the national demand for personnel training in the agricultural sector, institutions for agricultural education and research should be privatized to ensure independent administration.
- In order to provide farmers with various types of training, training facilities should be established according to the characteristics of the region, and support for farmer training should be provided.
- In order to protect the health of small-scale farmers, minimize environmental disruption, and establish standards for agricultural materials, effective laws should be introduced and enforced.
- Education regarding hazardous agricultural chemicals should be implemented widely as well as the promotion of alternative pest control methods and the Integrated Pest Management (IPM).
- Support for agricultural development should be focused on rain-fed crop cultivation. In particular, emphasis should be placed on the development of multiple cropping and diversified farming in rain-fed

paddy fields, and the conservation of farm soils and water.

## **2. Fisheries**

- The local people's right to live around the fishing areas where they earn their livelihood should be protected. Fishing areas for common use by communities should be authorized in order to ensure the sustainable use of fishery resources and avoid a conflict of interests.
- In order to formulate a clearer and more practical fishery bill, local communities, NGOs, and related institutions should be approved to participate in the deliberations during the formulation process.
- When providing assistance to the fishery sector, aid agencies should focus on improvements in the welfare of local communities that are likely to be affected by the development of the fishery sector. A narrow view aimed at a rise in the nation's revenue through fishery must be avoided, as this may lead to the depletion of limited natural resources.

## **3. Forestry**

### **3-1 Policies and laws**

- For the implementation of 'community forestry' and concession management, appropriate laws and government ordinances regarding forests and land should be enacted or enforced. The drafting process should be participatory and transparent, and secure community participation in forest resources management.
- The process of formulating forestry policies should be open and participatory, and provide information to the public. When deciding policies that may affect local communities, due consideration must be given to listening to the opinions of local communities. Without community participation and transparency in decision-making, these laws and policies will have little significance for Cambodian people.

### **3-2 'Community forestry' (Forest resources management by communities including villages)**

- In order to apply 'community forestry' to any local community that depends on local forests for its cul-

ture and livelihood, basic legal and administrative systems should be established, such as laws, government ordinances, and guidelines for 'community forestry.'

- 'Community forestry' should be given much higher priority, to provide additional support for development.
- By raising awareness and educating local communities, the international community should acknowledge local communities more. Thus, rural people can gain more funds for sustainable forestry management.

### **3-3 Regulations on illegal deforestation**

- It is necessary to regulate the involvement of politicians, military officers, and capitalist entrepreneurs to avoid negative impacts on rural people due to the appropriation of their land, and to stop illegal activities that threaten rural people.
- In order to put an end to the custom in Cambodia whereby people with power are never punished and the poor may be falsely charged, regulations should be focused on large-scale illegal deforestation.
- It is possible to reduce illegal deforestation through 'community forestry,' that is, a strategy to secure livelihoods that are dependent on forestry.

### **3-4 Sustainable forestry management and the development of income sources**

- Prior to resuming commercial logging, appropriate forestry policies should be formulated with sufficient capacity for forestry management.
- Revenues from forestry management should be allocated more to local communities for rural development.

### **3-5 Management and evaluation of concession rights**

- Until concession management, forestry policies, and forestry management capacity are proved to be adequate, transfers and trading of concession rights should be halted.
- Concession contracts should be terminated for the following concession holders: those who have had a record that indicates illegal operations, those who have infringed on the concession rights of native resi-

dents, those who have not been able to ensure the rights of local residents to use forest resources, and those who have not consulted with local residents about management planning and implementation. (In the sustainable forestry management project funded by the Asian Development Bank, NGOs have requested the termination of concession contracts, by identifying concession holders who have threatened local residents by imposing restrictions on the use of forest resources.)

- More aggressive measures should be implemented in order that concession holders may become responsible for the social, environmental, financial, and cultural standards. Communities within each concession area should be able to have consultations regarding forestry management planning, monitoring, and evaluation, prior to the classification of concession rights.
- Surveys should be conducted on the impact of concession rights on local communities, such as the number of affected communities, social, cultural and economic impacts, mechanisms and processes of deciding the areas for logging and for community use, mechanisms for solving conflicts, and established priorities.
- It is necessary to evaluate whether concession rights are being managed properly, and whether the industrial use of forest resources in Cambodia is consistent with well-balanced social and economic development.

#### 4. Small-scale financing

- *It is necessary to have clear understanding and awareness regarding the responsibilities of the lenders.* Excessive emphasis is being placed on the lenders to maintain financial sustainability in rural financing. Lenders have continuously acted in their own way with no regard for the situation of the borrowers. Consequently, this has allowed financial businesses to make large profits by squeezing money out of farmers. When public financial institutions lend money backed by governmental aid, standards for their public responsibility must be clearly established.
- *Criteria should be improved to include social impacts on the borrowers' life.* There is no balanced criterion for judging between profitability for the lender and the public interest. For example, the World Bank

evaluates the outcomes of rural financing projects based on 'outreach' and 'financial sustainability.' In order to evaluate the public interest, it is necessary to fully understand the impact on the life of the borrowers, such as farmers and the poor, at the microscopic level.

- *Information disparities in the lending process should be corrected.* In most cases where borrowers are farmers and the poor who have not been educated, lenders do not give sufficient explanation to the borrowers, and continuously finance them without confirming how much the borrowers understand. This is mainly because the lenders are under pressure to secure profits. Negotiations between the lenders and borrowers should be conducted on an equal basis.
- *The absolute difference in risk between the farmers and financial institutions should be eliminated.* The risk borne by farmers differs from that of financial institutions both in quality and degree. Farmers take the risk of using borrowed money as capital to improve their income, whereas financial institutions take the risk of lending money with no guarantee of repayment. Financial institutions can deal with their risk, for example, by reflecting a loan-loss reserve on interest or securing repayment through an improved portfolio. However, when farmers use the borrowed money in agriculture, they may be faced with an uncontrollable risk, such as effects from natural environmental conditions and market prices. If both lenders and borrowers want to enjoy the benefits from the financing process, a mechanism for both to share the risk should be established. Without such a mechanism to eliminate this qualitative and quantitative disparity in risk, debt-laden farmers and the poor will be forced to unilaterally take most of the risk.
- *Misinterpretation of self-made decisions and society's lack of understanding should be corrected.* In general, it is assumed that responsibility for the debt rests with the borrowers. In other words, the borrowers are responsible for their own decisions in the utilization of the borrowed money. In developing countries where people are strongly conscious of the responsibility of communities, self-made decisions are the key to saving face. Therefore, the fact that borrowers get into debt due to inappropriate lending never comes to the surface. In most cases, lenders, including public financial institutions, overlook this fact and continue financing. Moreover, due to a lack of

proper understanding of what is actually happening at the grassroots level, the society tends to be sympathetic to the lenders. Therefore, it is important for public financial institutions to investigate the actual situation in detail and to correct society's understanding through a disclosure of the results of such an investigation. In a word, transparency and accountability may be the key factors.

- *Rural financing should contribute to the revitalization of the local economy, not serve as a bridge to the macroeconomy.* Rural financing will expose farmers to the market economy. However, farmers can control only a few economic factors, such as market prices and natural environmental costs. In order to provide a 'stable life' to people through credit, it is necessary to reduce dependence on external assistance. The size of the economy should be small enough for farmers to control and absorb the various impacts. In this regard, rural financing should contribute to the revitalization of the local economy. For this purpose, it is necessary to decentralize public financial institutions, encourage farmers and staff members of financial institutions to learn mutually, and strengthen the mechanism of judgment and supervision for appropriate financing. Flexibility is required to solve as many debt problems as possible within the local area.

## 5. Public health

### 5-1 HIV/AIDS

- Currently in Cambodia, it is estimated that about 2% of the total population, or 3.75% of people in the sexually active age range, are HIV positive, presenting the most serious situation in Southeast Asia. Any increase in the number of people who are HIV positive will not only lead to a decline in the productive population but also to the aggravation of poverty, as medical care requires a tremendous amount of social resources. Moreover, poverty makes it difficult to prevent infection, thereby forming a vicious circle. When discussing the development of Cambodia as a whole, the issue of HIV infection is a social problem that must be addressed. AIDS is spreading not only in urban areas but also in rural areas where the medical infrastructure has not been fully established. As the number of infected people increases in rural ar-

reas, productivity will drop, and the number of orphans will increase. This will lead to a setback for community development that has just started to occur.

- Rural areas with financial difficulties are faced with a shortage of hospitals and other medical facilities. Therefore, in order to deal with an increase in the number of infected people, local communities must accept these infected people to provide medical care at home.

In order to live together with infected people in local communities, it is essential not only to disseminate knowledge on how to prevent infection, but also to eliminate prejudice against infected people through educational activities. At the same time, medical care should be provided to the extent possible within the limited rural infrastructure. Thus, the reconstruction of the basic infrastructure for public health services in rural areas should be carried out expeditiously.

### 5-2 Maternal and child health

- In order to further promote cooperation in the field of maternal and child health, it is necessary to strengthen cooperation between midwives at hospitals and health centers and traditional midwives, and referral systems.

### 5-3 Health education at school

- Japan should provide support in the field of school health education, based on its own experience. Though this field is a priority area for the promotion of primary health care in Cambodia, specific policies and programs have not been established, and major donors have not provided assistance, either.

### 5-4 Extending cooperation to the provinces

- It is desirable to extend cooperation to rural areas, especially to the provinces in remote areas where substantial assistance has not yet been provided. There is a significant gap between the situation in the provinces and that in the central regions. Therefore, when providing assistance to provincial hospitals in rural areas, it is necessary to fully understand the actual situation of the counterparts, such as the quality and quantity of staff members and problems they are



faced with, as well as the situation in health centers.

- It is necessary to introduce equipment, technologies, and systems suited to the situation and level of each area, so that counterparts can control and maintain these by themselves even after the completion of co-operation projects.
- There is no question that human resources development is extremely important. Focus should be placed on providing practical training in Cambodia and adjacent Asian countries whose circumstances are similar to Cambodia, rather than in Japan. It is also necessary to provide follow-up assistance in order to create an environment where learning acquired from training can be utilized.

### **5-5 Cooperation with NGOs**

- Cooperation with NGOs, both at the central and local levels, should be actively promoted not only in the implementation phase, but from the preliminary survey and project planning phases to the evaluation phase as well.
- Joint evaluation of current cooperation programs with NGOs should be carried out.
- In the orientation prior to dispatching JICA specialists and Japan Overseas Cooperation Volunteers members, it is necessary to provide information on NGOs, in particular, on cooperation with NGOs.

### **5-6 Empowerment of local residents (Capacity-building for analyzing and solving problems on their own)**

- Desirably, assistance and cooperation should focus not only on the preparation and efficient provision of specific administrative programs and services, but also on the empowerment of local communities and residents.
- Cooperation and support should be actively provided to local NGOs that promote such grassroots activities with health as an entry point.

### **5-7 Support for vertically-divided programs**

- Major donors have persistently provided assistance to national programs and specific disease control programs, as these programs are easily implemented and evaluated. Consequently, both at the central and lo-

cal levels, in particular, in local areas with limited budgets, human resources and budgets have been allotted in a significantly unbalanced manner. Basic and steady activities, including those for public health education, that are not directly related to specific diseases have become depleted of personnel and resources. As activities are planned based on the vertically-divided programs to which budgets are allotted, Cambodian people working in such areas get demotivated to take initiatives.

- In order to promote comprehensive primary health care, it is necessary to provide support for utilizing resources in a more flexible way, in accordance with the capacity of the Cambodian counterpart.

### **5-8 Improvement of the health care sector as a whole**

- The health care sector as a whole should be improved from a long-term perspective, focusing not only on specific programs or facilities. For this purpose, co-operation is required to eliminate the following impediments to the development of the health care sector, including the extremely low salaries of public servants, budgetary allotment, administration, corruption, underdeveloped institutions for personnel training, and disproportionate allocation of human resources and facilities to central and urban areas.
- The user fee financing system for medical care expenses based on the benefit principle was introduced as part of the new health policy. It is quite doubtful whether this system is appropriate for the situation in Cambodia where civil wars have just ended. It is reported that the payment exemption system for the poor has not functioned efficiently. Even health centers that should be at the forefront of the protection of people's health are required to create a budget for maintenance, and to assume responsibility for compensating for low salaries. Under these circumstances, preventive and health education activities tend to be increasingly disregarded. It is essential for the government to be responsible for the provision of basic health care services. Therefore, it is desirable to cooperate in providing basic health care services based on Japan's post-war experience. It is also necessary to cooperate in conducting an interim evaluation and review of the new system.

## 6. Education

### Suggestions

- (1) Education should be regarded not only as a means of human resources development for the development of Cambodia, but also as a means of empowering people by liberating them as human beings.
- (2) In primary education, the graduation rate from elementary school is low, while the rate for remaining in the same grade is high. Primary education should therefore be regarded as a priority area when providing support for public education. In order to improve the low literacy rate of adults, it is necessary to provide support for education both formally and informally. Support for education in communities, such as the literacy classes for women conducted by UNICEF and the literacy classes for adults held at temples by UNESCO, should be promoted.
- (3) NGO projects, such as teacher training and school building construction with community participation, have been implemented in Cambodia based on its traditional local characteristics, and are accepted by communities in most cases. NGO activities range from pre-school education and official school education to vocational training. More specifically, NGO activities focus on the improvement of education through teacher training, improvement of the curricula, and the development of textbooks and teaching materials, as well as the provision of educational infrastructure through the construction and repair of school buildings. Thus, NGOs provide assistance from a closer level to the actual site of education. Taking into account the vulnerability in educational administration, assistance should be provided not only for the improvement of educational administration and the educational system, but also for participatory programs for community revitalization. It is necessary to support and promote such programs implemented by NGOs.

## 7. Support for mine clearance and the independence of demobilized soldiers

### 7-1 Support for mine clearance

#### Background

At the September 2000 Second Meeting of State Parties (SMSP) to the 1997 Mine Ban Treaty, the ICBL Mine Action Workshop got the approval of the State Parties to the following statement: mine clearance should be carried out focused on the social and economic impacts on communities, not on the clearance itself.

#### Suggestions

Japan's support for mine clearance should contribute to promoting mechanization in CMAC and improving the overall impact of the equipment provided. Moreover, Japan should help CMAC to ensure a significant benefit of mine clearance to social and economic development in the stricken areas. For this purpose, it is suggested that specialists in regional development and another specialist in management should be dispatched in order to cooperate with CMAC in medium- to long-term development planning and management.

It is reported that in the middle of the year 2000, CAMC will lay off 2,000 staff members out of a total of 2,900 due to a shortage of funds. However, Japan provided CMAC with mine clearance equipment equivalent to 0.47 billion yen in 1999, and 0.33 billion yen in 2000. In spite of such assistance, CMAC has to lay off staff members, which seems to be a somewhat inexplicable situation.

Mechanization is necessary to improve the efficiency of mine clearance. However, what is more important is that CMAC deminers, who are in charge of eliminating mines under CMAC, can be engaged in everyday mine clearance activities based on the use of their conventional mine clearance technology that they should be able to take pride in. Mechanization should be regarded as a supplementary means. Therefore, assistance for the mechanization of mine clearance should be reduced proportionally until local people can fully handle the equipment through technical transfer. Instead, assistance for local deminers should be increased in order for them to contribute to regional development through continu-

ously being engaged in everyday mine clearance activities without any lay-offs.

In Afghanistan, in the middle of the year 2000, deminers have been laid off due to a shortage of funds. ICBL, the international network of NGOs involved in mine eradication from all over of the world, states that a large amount of funds are flowing to companies in advanced countries engaged in the development of mine clearance technology, instead of flowing into the local mine clearance sites. It also claims that the high technology developed by these companies is not being efficiently utilized, despite the amount of funds they received. That is, an imbalance in funding for high technology has resulted in a shortage of funds for local mine clearance sites using conventional technology.

## **7-2 Assistance to victims, their reintegration, and vocational training**

### **Background**

At the September 2000 SMSP, the scope of assistance to mine victims was expanded as follows: assistance should be provided not only for individual bodily injury, but also for mental incapacity as well as damage to families and communities, basic human rights that have been lost, social and economic rural reconstruction, and sustainable development strategies.

### **Suggestions**

Based on the above definition, support for whole communities should be provided from a wider perspective targeted at the social and economic development of the local area, in order to offer workplaces for mine victims.

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### **<English>**

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### Appendix 3: Main Indicators of Cambodia and Neighboring Countries

		Year	Thailand	Lao PDR	Viet Nam	Cambodia
Economic Indicators	GDP (million US\$)	1999	123,887	1,373	28,567	3,117
	GNP per capita (US\$)	1999	1,960	280	370	260
	GDP annual growth rate	1999	4.1	4.0	4.4	5.0
	GDP real growth rate	1999	4.0	4.0	4.8	5.0
	ODA received per capita (US\$)	1998	11	57.0	15	29.0
	Industrial structure (as % of GDP)					
	Agriculture	1999	10.2	51.2	23.9	37.4
	Industry	1999	42.9	22.9	34.7	22.1
	Services	1999	46.9	25.9	41.4	35.5
	Growth rate					
	Agriculture	1999	0.5	3.2	5.0	2.4
	Industry	1999	8.3	10.5	7.0	12.9
	Services	1999	1.4	7.9	2.0	2.6
	Inflation rate	1999	0.3	86.7	0.1	4
	Fiscal balance (as % of GDP)	1998	-7.7	n.a.	-1.1	n.a.
	Growth rate of Export of goods and services	1999	7.4	2.9	22.3	21.8
	Growth rate of Import of goods and services	1999	17.7	-2.9	1.2	20.4
	Current Account balance (as % of GDP)	1999	9.1	-10.3	2.3	-8.4
	Net FDI flows (million \$)	1998	6,941	46	1,200	121
	Gross domestic investment (as % of GDP)	1999	26.8	23.7	19.7	13.1
	Gross domestic savings (as % of GDP)	1999	36.4	13.4	22.0	4.7
	External debt (as % of GDP)	1998	11.8	2.5	4.0	0.4
	Debt Service Ratio	1999	20.4	12	11.1	2.5
	Foreign reserves (as % of monthly imports)	1999	9.4	2.2		3.9
Social Indicators	Land area (1000km <sup>2</sup> )	(1999)	513	237	332	181
	Population (million)	(1999)	62	5	78	12
	Population density (person/km <sup>2</sup> )	(1999)	121	22	238	67
	Urban population ratio	(1998)	21	23	20	16
	Annual population growth rate	(1990-98)	1.0	2.7	1.9	2.7
	Life expectancy at birth (years)	(1998)	69	53	68	53
	Maternal mortality ratio reported (per 100,000 live births)	(1990-98)	44	650	160	470
	Infant mortality rate (per 1,000 live births)	(1998)	30	96	31	104
	Under-five mortality rate (per 1,000 live births)	(1998)	37	116	42	163
	Population with access to safe water	(1990-98)	81	44	45	30
	People living with HIV/AIDS adult rate	(1997)	2.23	0.04	0.22	2.40
	Human Development Index	(1998)	0.745	0.484	0.671	0.512
	Gender-related development index	(1998)	0.741	0.469	0.668	0.503
	Adult literacy rate	(1998)	95.0	46.1	92.9	65.0
	Adult literacy rate (female)	(1998)	93.2	30.2	90.6	80 (illiteracy rate)
	Adult literacy rate (male)	(1998)	96.9	61.9	95.3	43 (illiteracy rate)
	Primary school gross enrolment rate (90-96)	(1997)	89	112	114	113

Source: World Development Indicators 2000 / WB  
World Development Report 2000 / WB  
Human Development Report 2000 / UNDP  
The State of the World's Children 2000 / UNICEF  
International Financial Statistics Yearbook 1999 / IMF  
Asian Development Outlook 2000