



**“Peace-building from the ground-up:  
A case study of the UNDP’s  
CARERE programme in Cambodia”  
1991-2000**

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***ACRONYMS***

ADB	Asian Development Bank
ADS	Area Development Scheme
AIT	Asian Institute of Technology
AusAid	Australian Agency for International Development
CARD	Committee for Agriculture and Rural Development
CARERE1	Cambodia Resettlement and Rehabilitation Programme
CARERE2	Cambodian Rehabilitation and Regeneration Programme
CDC	Commune Development Committee
CMAC	Cambodian Mine Action Center
DDC	District Development Committee
DFID	Department for International Development
WB	World Bank
FAO	Food and Agriculture Organisation
FUNCIPEC	Unified Front for an Independent, Neutral, Peaceful and Cooperative Cambodia.
HQ	Headquarters
ICORC	International Conference on the Reconstruction of Cambodia
IDP	Internally Displaced Persons
IFAD	International Fund for Agricultural Development
IFI	International Financial Institution
IGFT	Inter Governmental Fiscal Transfers
ILO	International Labour Office
IMF	International Monetary Fund
IO	International Organization
IPF	Indicative Planning Force
JTMC	Joint Technical Management Committee
JTMU	Joint Technical Management Unit
KR	Khmer Rouge
LBAT	Labour-based Appropriate Technologies

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LDF	Local Development Fund
LPU	Local Planning Unit
MIT	Massachusetts Institute of Technology
MOU	Memorandum of Understanding
MOWA	Ministry of Women Affairs
MRD	Ministry of Rural Development
NGO	Non-Governmental Organization
NPPs	National Professional Personnel
NPRDC	National Programme to Rehabilitate and Develop Cambodia
OPS	Office of Project Services (now UNOPS)
PDOP	Provincial Department of Planning
PDRD	Provincial Department for Rural Development
PM	Programme Manager
PPP	Province Planning Process
PRA	Participatory Rural Analysis
PRDC	Provincial Rural Development Committee
PRODERE	Development Programme for Displaced Persons, Refugees and Returnees in Central America
PRODOC	Project Document
PSO	Province Support Office
PSU	Provincial Support Unit
QIPs	Quick Impact Projects
RESS	UNOPS Rehabilitation and Social Sustainability Division
RGC	Royal Government of Cambodia
RR	Resident Representative
SEDP	Socio-Economic Development Plan
SIDA	Swedish International Development Agency
STF	SEILA Task Force
SWOT	Strengths, Weaknesses, Opportunities and Treats analysis
TA	Technical Assistance
TSS	Technical Support Staff
UNBRO	United Nations Border Relief Operation

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UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children Fund
UNOPS	United Nations Office for Project Services
UNTAC	United Nations Transitional Authority for Cambodia
VDC	Village-Development Community
VDP	Village Development Plan
WFP	World Food Program

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## INTRODUCTION

UNDP's work in crisis and post-conflict countries in recent years challenged the organisation to develop new and innovative approaches to eradicate poverty, build national capacities, promote political, social and economic inclusion, consolidate peace and support sustainable livelihoods within complex development emergencies. As a field based organisation, UNDP's institutional knowledge and corporate practices are best seen through the lens of the country programmes. It is within the country context where peace building occurs, the tangible results of reconciliation are witnessed, the reintegration of displaced populations emerges and local initiatives are transformed into broader policy reforms.

In order to bring these practices to a wider audience within and outside of UNDP, the Emergency Response Division (ERD) has launched a series of *Lessons Learned Studies* that document specific approaches to these challenges. *Peace-building from the ground up: A Case Study of UNDP's CARERE Programme in Cambodia* looks at a decade long programme that started in 1991 as a joint UNDP/UNHCR response to repatriation and reintegration and developed into a UNDP area-based programme of social and economic recovery, reconciliation and local empowerment. By 2000, the Royal Government of Cambodia assumed the leadership and ownership of a decentralisation process (SEILA) initiated through the programme.

The CARERE programme exemplifies the core approaches of UNDP to crisis and post-conflict situations: area development programmes; support to democratic governance, transitional strategies to bridge relief operations with development programmes with a focus on national capacity building at all phases and levels of the programme. In fact, CARERE is one of the experiences that significantly influenced and informed the development of what is now assumed as the UNDP role in crisis and post-conflict situations.<sup>1</sup>

Perhaps the most important overall lesson from the CARERE programme is that peace building requires a long-term approach. There is no quick fix. There may be rapid responses that are required, but they must be defined within a longer-term strategy and framework. The CARERE case is a testimony to the importance of this. Therefore, the study focuses on the evolution of CARERE, following the important phases by looking at both the *programme* and the *process*.

CARERE did not develop in a vacuum, but the UNDP Country Office looked at other UNDP experiences, especially in Central America (PRODERE), learnt from them and adapted them to the Cambodian context. But soon, CARERE through its understanding and experiences in the resettlement and repatriation phase (1991-1993), began to place the programme more firmly within a development framework, while maintaining a portion of its programme as emergency response. Village level participatory structures

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<sup>1</sup> See *Role of UNDP in crisis and post-conflict situations* (DP/2001/4), prepared for the Executive Board of United Nations Development Programme and the United Nations Population Fund, 20 November 2000, for First regular session, 19 January – 6 February 2001, New York.

were initiated in 1994, the first step to a multi-tiered rural development planning and financing system that has since been adopted by the government as policy.

Having suffered from decades of war and internal conflict, reconciliation was a critical element of peace consolidation. CARERE addressed this not only in terms of services delivery and confidence building, but the participatory local planning structures that emerged with CARERE support became an important vehicle for attracting the areas formerly under opposition control back into the Cambodian administrative structures.

None of this would have been possible without a major effort, through CARERE, in training, capacity-building and passing the “ownership” to Cambodians- at village, district, provincial or national level. CARERE proves that the process is an integral part of the programme. Again, that process was planned, yet responsive and adaptive to the Cambodian realities.

Though a UNDP programme, there were many partners in terms of implementation, technical assistance and financial support. Without those partners, whose varying roles and contributions are cited in the study, the programme would not have had the breadth and richness that it did.

It is hoped that by documenting such experiences, UNDP and its partners will continue to learn so as to develop and implement increasingly more responsive and effective peace-building and recovery programmes.



## **I. Recovery Begins: The Start-Up of CARERE(1991-1993)**

### ***I.1. Context***

In the early nineties, the United Nations Development Programme (UNDP) increasingly found itself facing new challenges in war-torn societies. Cambodia was a case in which not only had the country been ravaged by war and destruction for more than twenty years, but had also been completely isolated from the international community, including most UN agencies for over a decade. In order to recover, Cambodia would need massive humanitarian assistance while rebuilding the economic and social fabric of its society. More than 370,000 Cambodians who had fled to Thailand were supported by a UN initiative, the United Nations Border Relief Operation (UNBRO), set up in 1982, to provide humanitarian assistance to the displaced Khmer population along the Thai border. Since Thailand did not recognise these populations as refugees, the United Nations High Commission for Refugees (UNHCR) was not involved in supporting their care and maintenance. Initially UNBRO was under the World Food Programme (WFP), but later on UNDP assumed administrative responsibility for its operations. After the signing of the Paris Peace Accords in 1991, UNBRO fell under UNHCR to facilitate the organisation of the repatriation process.

Much of the population within the country had been internally displaced or forced to move through the series of dramatic political upheavals in the 1970's and 1980's. Cambodia suffered massive bombing by the United States in the Vietnam War period. Land mines were widely used by the United States, Vietnam, Khmer Rouge (KR), Hanoi-backed Cambodian Government as well as other resistance forces operating from the Thai border camps. Many areas along the Thai border were fortified with a "belt" of landmines one to two kilometres wide. The professional and civil servant class was decimated during the KR administration and the ensuing conflict, physical infrastructure was in ruins and the re-activation of the rural economy was a major challenge.

Return, resettlement and integration were going to be key to the peace process, but it would not necessarily follow a pattern of return to areas of origin. The process of resettlement, rehabilitation, reconciliation and political stabilisation would be complex - neither predictable nor linear. The UNDP programme would have to anticipate this, and build flexibility into its programming and mechanisms.

Since UNDP had no programme expenditure in Cambodia for 16 years (1975-1991), UNDP had "saved" \$50 million from unused allocations. This gave UNDP in Cambodia \$105 million from 1992-1996, an unusual occurrence, allowing for the development of a broad programming vision. UNDP's programme interventions are usually developed closely with national governments, but in the case of Cambodia, that was impossible as the country was administrated by UN Transitional Authority for Cambodia (UNTAC) during the initial design period of 1991-1993. UNDP, with its collaborators, had to determine the *vision* and the *focus* of its new programme in consultation with UNTAC in so far as possible. As in all cases, there are common threads and unique conditions.

Another important dimension was the presence of a large UN peacekeeping operation that included oversight of the entire public administration of Cambodia. UNTAC was essentially the government until the elections in May 1993. The timing of the elections became an important benchmark, as the refugees had to return to participate in the vote. At its peak, UNTAC had 22,000 international personnel (17,750 military) and a budget of \$1.8 billion- a dominating presence in this same period of time that UNDP was launching its programme.<sup>2</sup>

## ***1.2. Searching for Models***

In the late eighties, UNDP developed an ambitious regional programme in support of the Central American peace process – the Development Programme for Displaced Persons, Refugees and Returnees in Central America (PRODERE). PRODERE adopted geographic area-based targeting, with an integrated approach to reconstruction, peace building and reintegration of refugees, internally displaced persons and former combatants. So as to place the social and economic rehabilitation of war-affected communities in a development context, PRODERE utilised participatory mechanisms to identify and prioritise its interventions and promoted the re-establishment of local administrative structures within the weakened state apparatus.

PRODERE focussed its programs on communities that had large numbers of “target beneficiaries” rather than the beneficiaries themselves, as was typically the case for UNHCR and WFP. This focus on territorial areas rather than individual beneficiaries became an important distinction in UNDP’s effort to incorporate a development perspective in post-conflict programming and to bridge the gap in the transition from relief to recovery.

Staff from UNDP’s internal executing arm, the Office for Project Services(OPS),<sup>3</sup> the implementing body of PRODERE in mid 1991, were brought in discussion regarding Cambodia to determine the relevance and applicability of the PRODERE experience for the planning for Cambodia. Once the Peace Accords were signed in October 1991, the UNDP Resident Representative (RR) requested OPS to draft a proposal for the resettlement of uprooted populations, based on the PRODERE methodology.

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<sup>2</sup> This study does not examine the specific impact of the presence of UNTAC on UNDP programming and definition of strategy. Future studies looking at UNDP programming in varying types of peace-keeping operations could be instructive and useful for future programming.

<sup>3</sup>At the time of the start-up of CARERE, OPS was an integral part of UNDP. In response to a proposal of the Secretary General in 1992 to merge OPS with the Department of Technical Co-operation for Development (DTCD) within the UN Secretariat, UNDP’s Executive Board in 1994 proposed to the General Assembly that OPS become “a separate and identifiable entity”. The General Assembly approved the proposal and the United Nations Office of Project Services came into being on 1 January 1995. The agreements that OPS had signed for project implementation were assumed by UNOPS, as was the case with CARERE.

### ***Defining the Program: 1991***

The principles that emerged to guide the programme design were:

- Interventions aimed at specific geographic areas where the problems of resettlement and rehabilitation were to be most intense;
- Integrated and participatory approaches, covering a wide range of development activities, in accordance with the requirements identified by the communities themselves; and
- Coordination with UNHCR in resettlement and rehabilitation activities.

### ***1.3. UNDP - UNHCR Collaboration***

The link with UNHCR was critical to the original conception of the Cambodian Resettlement and Rehabilitation Programme (CARERE). Since a key dimension was the return and reintegration of the “Cambodian refugees” (displaced persons) in Thailand and internally displaced persons (IDPs) in the Northwest Provinces, the UNDP/UNHCR collaboration in the start-up and first phase of CARERE provided the linkages and continuity between short term support for the refugee resettlement and longer term economic and social recovery in the resettlement areas. UNHCR would support quick impact projects (QIPs) within a medium and longer-term UNDP framework of area development schemes. An OPS strategy mission in late 1991, strongly recommended an agreement with UNHCR early on, to ensure a linkage and coordination between their shorter term support and UNDP’s longer term development programme. In 1991, UNHCR was still operating within its “traditional” mandate, and did therefore not attempt to prolong its involvement into the medium term re-integration or assume responsibilities for IDPs. Discussions were held between UNDP HQ and UNHCR HQ resulting in a Memorandum of Understanding (“MOU”) which was signed by the two organisations in January of 1992.

### **UNDP and UNHCR MOU: January 1992**

#### ***Guiding Principles***

- 1) To promote, strengthen and support the processes of peace, reconciliation and the reintegration of displaced populations into the national life of Cambodia.
- 2) To create, over the short term, viable sustainable mechanisms to facilitate access by the target communities to basic services such as health, education, water supply and sanitation.
- 3) To promote, over the medium and longer term, processes of economic reactivation and productive transformation by linking production centers with markets.

- 4) To advance popular participation, at the provincial and district levels, for sustainable human development.



Photo 1: Kok Wat reception camp (Banteay Meanchey): has received up to 3,000 returning persons

Photo 2: 9 years after, reintegration is still an ongoing process for Sam San in Kok Trai (Banteay Meanchey)

Photo 3: Thanks to job opportunities at Sisophon market place, Hun Sam Ean, Sop Te and Sop Nean has successfully resettled. Kok Wat, near Sisophon (Banteay Meanchey)

Learning from the experience in Central America, in which the collaboration between UNHCR and UNDP was considered too general, the MOU in Cambodia added further clarifications and refinement. The January 1992 MOU specified the following:

- the establishment of a mechanism to identify, implement and co-ordinate reintegration activities(Joint Technical Management Committee);
- the reintegration of returnees through the rehabilitation of essential infrastructure, increased agriculture and food production output, employment and income generation opportunities and improved quality of educational services, health care, water supply and sanitation facilities; and
- the development and application of a methodology for area-based community development.

The overall objective of the collaboration was rooted in support for the process of peace, reconciliation and the reintegration of displaced populations.

The UNDP and UNHCR field offices in Cambodia were not consulted on the specific details of the MOU. The Joint Technical Management Unit (JTMU) did not function as anticipated and essentially became a sub-projects approval committee. This tended to exacerbate the differences in UNDP and UNHCR perspectives by micro-managing the project to the extent of assuming responsibility for the approval of each sub-project of which there were more than 200 sub-projects by the end of 1994.

The QIPS were to be funded by UNHCR appeals, and the longer term area-development schemes through UNDP funds and voluntary contributions. UNHCR contributed \$2.6

million to CARERE for implementation of QIPS while \$4.1 was received from bilateral donors for rehabilitation sub-projects in the 1992/93 resettlement phase.<sup>4</sup> UNDP funded the administrative and operational start-up costs of \$4.7 million in this same period.

#### ***1.4. Selecting the Areas and Getting Started***

UNDP selected CARERE areas of intervention in terms of peace-building potential, anticipated concentration of resettling populations in rural areas, and need for immediate and medium term rehabilitation. UNDP and UNHCR agreed upon the launching of the CARERE programme in provinces in the Northwest, along the Thai/Cambodia border-Banteay Meanchey, Battambang, and Pursat. The returnees favoured these areas, in part due to the fact that if the peace process broke down, they could once again gain refuge in Thailand. These provinces were also the most severely mine-affected areas, which further complicated the return and resettlement process.

Within the provinces, the specific commune and village selection for CARERE activities was greatly influenced by security considerations. UNHCR utilised the number of returnees and access as its major criteria for inclusion in the program, while UNDP/CARERE recommended villages for inclusion which met a broader range of criteria, including socio-economic factors, numbers of Internally Displaced Persons (IDPs), war affected population, as well as returnees.

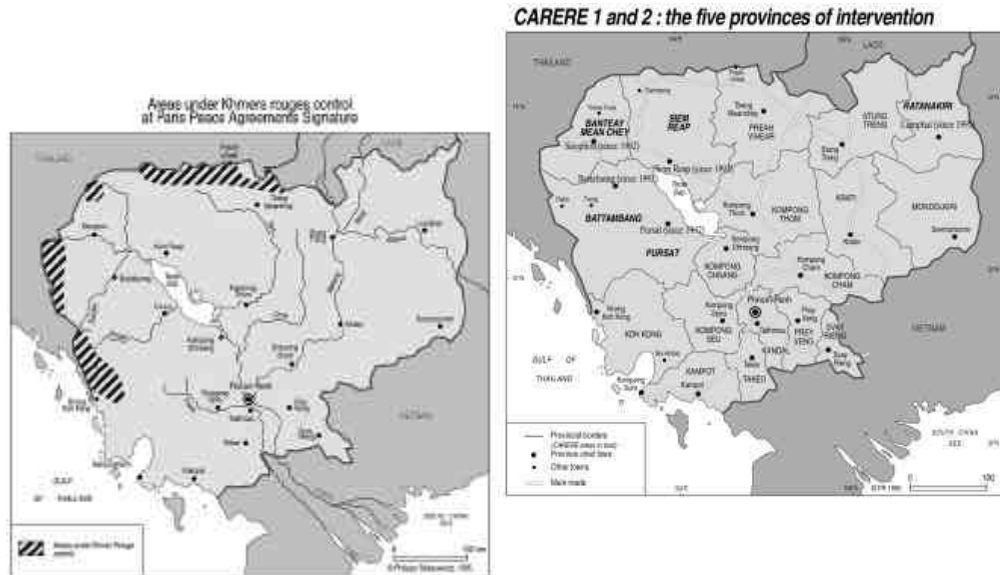
UNDP's field presence in the Northwest provinces encouraged other international organisations and NGOs to move into and/or expand their work to these zones, while also acting to "stabilise" the areas with a visible UN development presence. The project emphasis on field presence, with back-up in Phnom Penh, is an important characteristic of area-based schemes. It is precisely this presence that shifts the decision-making focus within the project to the local level. It allows for differences to develop in each province, in terms of how the methodologies are applied, and takes into account local conditions, opportunities, priorities and constraints, while maintaining a unifying overall vision.

The final approval and release of funds for CARERE by UNDP was a drawn out process. An Area Development Scheme (ADS) formulation mission produced a first draft of the CARERE project document in March 1992. In June 1992, UNDP's "Action Committee" approved a \$30 million umbrella rehabilitation package. The final Project Document was only signed in June 1993 however, after the elections and, after 10 months of fieldwork and 9 months after the first projects were initiated in the field. To start up CARERE without a signed PRODOC, the UNDP Country Office had to seek ways to support the programme through a Humanitarian Assistance and Rehabilitation project (June 1992), an advance authorisation of \$7.2 million for CARERE (January 1993) and various project agreements for different components of the project. This ensured that UNDP funds were available for specific activities while the overall CARERE project awaited NY approval.

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<sup>4</sup> The funding received by CARERE from UNHCR for QIPS represented 1.3% of the total repatriation costs, reported by UNHCR at \$193 million. (CARERE Evaluation Mission: 11/10/93)

The UNHCR support for QIPS provided critical funds in this start-up phase for sub-projects before UNDP or additional donor funds were available or released.



Recognising the necessity to respond to the pressure of repatriation and the timetable for the elections, UNDP started up CAREERE in Phnom Penh, in June 1992, while the first Provincial Support Unit (PSU) was established in Banteay Meanchey in July 1992<sup>5</sup>. In September 1992, PSU's in Pursat and Battambang were set up. UNHCR quickly started using the CAREERE mechanism to identify and deliver QIPs. The Joint Technical Management Unit(JTMU) approved all sub-projects, including QIPs, developed in the provinces through the PSUs. The JTMU only existed for one year and was phased out when the UNHCR supported sub-projects were completed after the elections (mid 1993).

### ***1.5. Emergency versus Development: A Cultural Dimension***

A significant portion of the initial staff for CAREERE came from UNBRO (international staff) or were returning refugees (national staff)<sup>6</sup>. On the one hand, this had a positive impact, as they understood the refugee experience and were immediately “operational”. On the other hand, they were “relief” oriented, with little experience in substantive development. In addition, many national staff had grown up in the refugee camps<sup>7</sup> and had weak links or affinities with the poor Cambodian peasant realities and constraints.

<sup>5</sup> The first two CAREERE Programme Managers (PM) were “contributed” by the European Union and received a salary of \$1 per year from UNDP so as to be UN staff. This was critical to getting the programme started up.

<sup>6</sup> Many Cambodians in the refugee camps learned English and had worked for UNBRO or NGOs. These were privileged in the initial phases of recruitment.

<sup>7</sup> There were two main surges of Khmer movements into Thailand. Many fled the Khmer Rouge regime in the mid-seventies, but larger numbers fled in late '78/ '79 in wake of the Vietnamese invasion. Therefore many had been in the camps for 15 to 20 years.

This resulted in misunderstandings during planning and preparation for the return of refugees, leading to mismanagement of the resettlement process in some cases.

Conversely, many Cambodians returning from Thailand had difficulty being accepted by those who had remained inside Cambodia. These, as CARERE staff, tended to emphasise refugee return as the key resettlement and re-integration issue, while given the massive internal movements generated by the civil conflict in Cambodia, return and resettlement issues were much more complex and varied. CARERE senior staff were aware of this issue, and worked to combat any bias that might have arisen

### ***1.6. Determining Priorities***

The start-up phase was driven by the need to respond quickly and support the return of the refugees and resettlement of other displaced populations. The process was unpredictable and complicated by many factors, including the shortage of land, land mines in return areas and continuing security constraints. In addition, UNHCR did not understand the gravity of the land issue when it defined the terms, conditions and options for return programme, which led to reintegration difficulties after selecting a resettlement area. CARERE was required to be flexible, demonstrate quick decision-making and delivery. As a United Nations project, CARERE demonstrated neutrality and impartiality in making contact with various factions in the planning for resettlement and rehabilitation, crucial for the peace-building and reconciliation process. The projects were concrete investments in rehabilitation of infrastructures (roads, bridges), re-establishment of basic services (health, education, water and sanitation), and support for economic livelihoods (agriculture, micro enterprises).

#### ***CARERE Investment Priorities: Resettlement Phase (1992-93)***

- Local economic development- including support for agricultural inputs, irrigation systems, credit, vocational training and skills development;
- Education and culture- rehabilitation of schools, formal and non-formal education, promoting cultural development, rebuilding temples;
- Infrastructure and resource management: rehabilitation of roads, physical infrastructure, managing natural resources;
- Health, water and sanitation- rehabilitation for village level primary health care.

Consultation and participation is an important feature of the area-based approach, but mechanisms in the 1992/93 phase were informal and ad-hoc. They varied from informal community meetings, rapid rural assessments, to discussions with local authorities. By mid-1993, after the national elections, and the installation of the coalition government, CARERE examined more systematically how participation in development planning could emerge in their target areas. However the delivery of projects in support of the massive rehabilitation needs continued to drive the programme.

The first task of field operation staff was to conduct surveys and work with local leaders of each political faction in the selection of program target zones and target groups. This was a two-step procedure. The first step involved the listing of all potential target areas. Recognising that alienation of any one (or more) political faction(s) could jeopardise the entire program, an initial selection of potential target zones was made using the simple criteria that each of the regions controlled by the four factions should benefit from program resources. Thus, faction leaders were given the task of developing lists of areas (i.e., communes, or sub-districts) that they felt should be targeted for program resources. Guidance given in the initial development of these lists included the following criteria: size of population, relative isolation, and perceived poverty level of the area. Loose selection criteria enabled the full participation of each faction in the early stages of program development, helping to ensure their commitment to, and political investment in overall program goals and objectives.

The second-step of this procedure—the selection of final target zones—also involved the participation of faction leadership. Criteria used to narrow the original list to areas most in need of assistance included standard indicators of poverty, such as average land holdings and land quality, access to markets, percent of women-headed households, and number of disabled in the population. The overriding selection criteria used was the proportion to the indigenous population of returnees and internally displaced persons to be settled in the proposed target zone (a high percentage of returnees or internally displaced persons in the post-resettlement population increased the likelihood that an area would become a target zone). This criterion was used in recognition of the overall goals of the program—reintegration and reconciliation. Demobilised soldiers were not included initially in the selection criteria as it was thought that they would receive support through the United Nations Transitional Authority in Cambodia (UNTAC).

An informal committee of representatives of the faction and the international organisations working in the region assisted in the final selection of target areas. Participants *agreed* that these areas were particularly in need of assistance, and should benefit directly from UNDP/CARERE program resources. With this agreement in hand, UNDP/CARERE initiated activities in the region.

Without hard socio-economic data, and given the politically charged atmosphere of the time (and pressure by local leaders and funding agencies to quickly initiate activities), the selection of final target zones was not an easy task to complete, nor one that could be done without error. Rapid appraisal techniques were employed, meetings held with local leaders, and intense discussion held with various national and international relief authorities that led to the selection of the final group of target areas. In recognition of the fragile peace-building process, immediate political considerations were given precedence over long-term poverty, or development related concerns.

**CARERE : Projects in Resettlement Phase by Sector in USD (1992-93)**

Province	No.	Agric.	Educ.	Infrastrre	Health	Credit	Wat/San	ComDev	US\$ Total
Battambang	46	590,261	471,366	219,167	276,402	48,900	127,815	59,583	1,793,494
Pusat	9	216,290							216,290



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Banteay Meanchey	146	860,297	817,860	853,499	298,176		602,959	159,600	3,592,391
Total	201	1,666,848	1,289,226	1,072,666	574,578	48,900	730,774	219,183	5,602,175

(Source: CARERE 1: 1992-1995)

The sub-projects were implemented by a variety of partners. In the resettlement phase, provincial departments had low capacity and village or commune structures were non-existent. Therefore, CARERE looked to NGO's or direct execution by the project itself, in many cases.

***Good Practices:***

**Use of models and lessons from UNDP programmes worldwide in similar contexts is of paramount important in the design phase.** Though each context has unique characteristics, there are methodological approaches that cut across borders. UNDP built on its experiences in Central America (PRODERE) to develop its approach for CARERE. The UNDP RR in 1991 examined several approaches in discussions with OPS based on UNDP work in several countries.

**Operational collaboration with UNHCR in early stages is essential to linkage between shorter-term resettlement support and longer-term recovery and rehabilitation.** UNDP and UNHCR signed an MOU immediately after the Paris Peace Accord and before the refugee return commenced. The geographic areas for CARERE were jointly agreed upon by UNDP and UNHCR and UNHCR funded sub-projects through CARERE.

**Area-based integrated and participatory development schemes provide a framework for flexible programming to support peace, reconciliation and reintegration of war affected and resettling populations and a sound platform for sustainability.** UNDP applied an area-based approach from the start, selecting provinces in the Northwest along the Thai/Cambodia border with a peace-building potential, anticipated concentration of resettling populations and need for immediate rehabilitation.

***Lessons Learned:***

**Early inventories and assessments of development losses are essential for planning and design of appropriate interventions .** Due to the fact that UNDP had not been present in Cambodia for eight years, there was no base of information upon which to plan and prioritise sub-projects. Mistakes were made, resettlement took place in inappropriate areas, and some sub-projects were poorly designed and implemented. CARERE instituted village and

commune surveys to build the data that the emerging state would need for development planning.

**In immediate post-conflict period, quick operational start up is necessary to build confidence in the peace and to position UNDP on the terrain.** UNDP supported the institutional development of CARERE while UNHCR provided the initial funds for project delivery. Since CARERE UNDP has instituted more flexible mechanisms to allow quick start up and transfer of funds.

**In the start-up phase, attention must be paid to national capacity building and support for participatory mechanisms.** In the 1991-93 phase, CARERE focussed almost exclusively on delivery of physical rehabilitation with little focus on the participatory mechanisms for defining development and promotion reconciliation. This ever present tension between short-term delivery and longer-term development should be explicit drive the interventions within the transitional period.

## **II. From Emergency to Development (1993-1995)**

### ***II.1. Uneasy transition***

Pressing time constraints, pressure from donors, headquarters and local people to “get things done” are frequently cited as explanations for delays in applying a development (forward-looking) approach to rehabilitation and reintegration activities. This was undoubtedly the case in Cambodia prior to the April 1993 elections, though the UNDP vision and commitment to an area-based development programme was maintained and served as an important point of reference for the first evaluation of CARERE carried out in October 1993.

From the Resident Representative's mission to New York in October 1991, it took over 18 months for the project document to be signed by the Cambodian Supreme National Council, UNDP and OPS, the executing entity. During this period Cambodia underwent a political transformation, in which the United Nations played a crucial role. The entire repatriation process was completed. While UNHCR was designated as lead agency, CARERE played a key role in ensuring that UNDP's development concerns were clearly translated into concrete action in the most affected provinces. CARERE also was the most visible expression of the UNDP coordinating role for rehabilitation and longer-term reintegration.

The CARERE project document signed in June 1993, failed to clearly describe the program's design, strategy, methods and execution mechanisms, although it did identify objectives, broad priorities (agriculture), more specific priorities (eg veterinary skills training), and project beneficiaries. This weakness, coupled with the ad-hoc nature of the start-up, resulted in each of the PSU's developing different approaches and philosophies to implementation, driven by the experiences of individuals working in the unit. In addition, sectoral coordination within PSUs and coordination between PSU's could have been better. In moving from the “relief” mode of the repatriation to the area development schemes, it was increasingly important to develop a clear longer-term vision, strategy and programme, as well as a CARERE management structure with appropriate experience and staff to guide the evolving programme.

Immediately following an evaluation in late 1993, the CARERE team was reorganised and strengthened in order to transit progressively from an emergency towards a development orientation. In fact, this transition was not a smooth process. The divergence between the two orientations was evident within the program, until the end of CARERE 1 in December 1995.

In late 1993, OPS recruited several professionals as Provincial Programme Managers and sectoral advisers with experience in high level public civil service, as well as post-conflict settings. This enabled CARERE to engage in a development dialogue and partnership with provincial governors and provincial departments of line ministries. At the same time, this further moved the strategic discussion within CARERE towards the development realm. It is important to note that the general elections did not significantly

alter the higher level officials in the north west provinces where CARERE was operating. However, given the political situation in the pre-election period, it would have compromised the integrity of CARERE to ally with the government during that period.

In 1994, when security conditions suddenly deteriorated in Battambang and Banteay Meanchey, due to an upsurge of violence between governmental and Khmer Rouge (KR) forces, CARERE was positioned to handle emergency support, within an area-based context and in a more comprehensive manner. In addition, improved co-operation and relationships with governmental institutions, at the local levels, resulted in more effective support to those displaced by the wave of violence at a lower cost. CARERE supported provincial authorities to run reception centres for IDPs. Provided agricultural assistance packages, food, aid, emergency health assistance, set up temporary schools for IDP children and supported the Cambodian Red Cross with training and equipment. By the end of 1995, 17,000 IDPs had received support through CARERE supported sub-projects.

## ***II.2. 1994/95 : CARERE 's move towards local ownership***

Due to the nature and complexity of the Cambodian tragedy, the question of “ownership” of the support provided by the international community has been extremely difficult to clarify. CARERE began to tackle this issue by mid-1993. Indeed, according to the key protagonists of this period, a central question raised was that of which Cambodian institution should retain the ownership of CARERE and CARERE’s output. Minimising “undemocratic” governmental institutions’ right to “own” or decide on CARERE priorities did not produce automatically, as some advocated, an instant and following empowerment of villagers and “civil society” over their reintegration process. On the contrary, many infrastructure assets, delivered by CARERE (and other international agencies) in resettlement sites at the village level in 1992/93, were lost due to lack of maintenance, because their ownership was unclear and management capacity was poor.

As a response to this issue, in 1994 CARERE initiated, on an experimental basis in Banteay Meanchey province, the establishment of a rural development structure, designed to link the village and province levels into the decision making process. At the time, the driving assumption was that increased participation would lead to community empowerment. An essential feature was the availability of resources through CARERE which village level committee could direct. The communities would decide on how to best use available external resources and mobilise their own resources to more efficiently provide basic services and increase local production.

In order to build on the enthusiasm generated by the recent election experience, the concept of *elected* Village Development Committee (VDC’s) was introduced in the Province of Bantay Meanchey where CARERE was working in close collaboration with provincial authorities. The VDCs provided a structure and a framework for broadening participation in decision-making regarding village priorities, which previously was

limited to the appointed village chief. A certain minimum number of seats on the committee were reserved for women.

The Governors and Provincial Directors of Rural Development from the most war-torn provinces of the country, i.e. Banteay Meanchey and Battambang, despite their political past and diverse experiences, were strong advocates of this innovative model.<sup>8</sup> CAREERE facilitated the establishment of linkages between the VDCs and the Provincial Departments of Rural development, so as to make line departments more responsive and aware of local priorities. The national level of line ministries became aware of the participatory planning experiment that was taking place in the two northern provinces, through their provincial department heads and CAREERE national office. . In September 1994, the Minister of Rural Development chaired the first “pilot” Provincial Rural Development Committee (PRDC) meeting in Banteay Meanchey. This new rural development structure, establishing PRDC’s and elected VDC’s was formalised by a Royal Decree no.164 in January 1995.

The close attention paid by CAREERE to “institutionalising” the rural development structures within an accepted national institutional framework is testimony to its priority to ensure ownership and sustainability of its experiment. If the experiment was to work, it had to be a Cambodian experiment. To be a Cambodian experiment, it had to be within Cambodian legal and government frameworks. As the experiment was happening at the provincial level and village level, support was garnered from the Governors. However, at the same time UNDP and CAREERE in Phnom Penh, were working with the appropriate Ministries, which led to the Royal Decree “legitimising” the experiment so that it could be expanded and refined as CAREERE continued its programme, underscoring the importance of working at all administrative levels at the same time.

### ***II.3. 1994/1995 CAREERE Investment***

The 1994 workplan was the first CAREERE annual plan attempting “area based development” as a principle of intervention for CAREERE target areas. The plan was prepared in consultation with line or sectoral departments of the province. Some initiatives were included after discussion with women’s groups, parent and teacher associations and other local entities. The main portion of the plan was geared to support provincial departments and thus sector inputs. There were informal discussions with the provincial administration during the preparation of the plan, to inform them of CAREERE’s activities and to gain support of newly appointed provincial authorities, after the formation of the Royal Government of Cambodia.

For 1995, the work plan was prepared in consultation with the line departments and the Department of Rural Development as well as through the new rural development structure. The plan was presented to the Provincial Rural Development Committees in the

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<sup>8</sup> MRD was re-established for the first time since 1975, in July 1993, in the context of the Provisional National Government of Cambodia. In October 1993, when the RGC was established, MRD fell into FUNCINPEC portfolio of Ministries. The rural community development role and functions were for the first time separated from the Ministry of Agriculture in October 1973.

provinces where CARERE was operating, even though the government had not yet officially set up the committees. The plans were then submitted to UNDP for final approval.

#### ***II.4. From Community Development to a Local Governance Approach***

In early 1995, CARERE found itself at another important crossroad; how to best approach social sustainability given the serious economic/budget constraints faced by Cambodia. Even with a relatively high level of external assistance, Cambodia's national budget could not afford to apply country-wide, the intensive rural community development approach that characterised the CARERE assistance to reintegration since early 1992. In the most optimistic scenario of economic recovery, the Cambodian Government would need to concentrate resources available for rural development in a strategic, and therefore selective, manner.

One approach was to concentrate investment in limited areas where better conditions for development could be found and rebuild the technical assistance capacity of provincial departments. Alternatively, it was found appropriate in the 1995 context, to focus investment on essential basic infrastructure assets, which are items that any community is entitled to expect from the State. These assets (schools, health centers and posts, village and commune access roads, clean water, and basic sanitation) are considered preconditions for activating a rural development process.

The Cambodian Government was far from being able to ensure such minimum public investment on its own. International cooperation, at that time, was not engaged in supporting such activities to any large extent. In addition, the recently established rural development structure, designed to favour grass-roots participation in decision-making, would not last if there were no concrete and tangible project opportunities to decide on. Taking this into account, UNDP and CARERE worked with the United Nations Capital Development Fund (UNCDF) to develop, on a pilot basis, a medium-term mechanism through which the Cambodian Government could finance municipal/communal investments by providing them with budget allocations, rather than directly executing projects. This proposal was particularly attractive in the context of the political uncertainty that was prevailing at the national level. In technical terms, no significant constraints were expected from the type of projects envisaged. Therefore, the proposal of establishing a commune specific Local Development Fund (LDF), financed initially by UNCDF within CARERE, was well received by the Cambodian authorities.

Two difficulties and tensions arose in defining the approach. First, allocating an Indicative Planning Figure to each village that the VDC could decide on, was considered an inefficient investment approach from an LDF point of view. On the other hand, the commune level of governance, though preferred in terms of development planning, was an artificial entity for most villagers/VDC members. The second tension was the relationship and competition for budgetary support and technical assistance between the sectoral basic community services - such as education, health or agriculture, better managed at province level - and the LDF- to be determined by the VDC or the CDC.

CARERE wanted to support the LDF, while at the same time maintain technical support to the provincial sectoral departments. The discussion surrounding these issues continued through 1995 and became an important dimension of the CARERE II approach. The actual UNCDF supported LDFs only started in two communes in each of Battambang and Banteay Meanchey provinces in mid 1996, under a special UNCDF Pilot Project Agreement, as part of CARERE 2.

### ***II.5. The Creation of SEILA***

Based on the promising experiment of the VDCs in Banteay Meanchay and Battambang, the establishment of a coherent and integrated rural development structure became the main strategic objective for the development of a new phase for CARERE. CARERE 2 would support Cambodian society to build the necessary capacity to become self-reliant. UNDP and CARERE emphasized the need for Cambodia to adopt the 1995 Social Summit recommendations on poverty reduction and social inclusion at the local level, as a means to support peace consolidation and enforce good governance. While maintaining reduced CARERE support for direct assistance, the new phase was to concentrate on capacity building. CARERE 2 would be designed as a financial and technical resource project in support of a genuine national initiative for sustainable social and economic development.

In October 1995, the national programme took the name of SEILA, (a Khmer word meaning “foundation stone”), and was defined as a policy experiment in decentralised local development planning, financing and management. This national programme was, in large part, built on the initiatives taken by provincial authorities in Banteay Meanchey province and assisted by CARERE 1. The Government had adopted, on a national scale, the participatory rural development structure aiming at encouraging communities to become actively involved in the decisions affecting their own development. It included a hierarchical network of local bodies comprising Village Development Committees (VDC's), and Provincial Rural Development Committees (PRDC) which grew out of the experiment carried out in Banteay Meanchey in 1994/95.

The structure was designed to facilitate a bottom-up planning process that begins with the definition of development needs and priorities at the village level which are then progressively consolidated upward into Commune, District, Provincial, and eventually National, plans for development. CARERE was to be the principle support for the RGC to carry out the programme. Accordingly, a new UNDP CARERE 2 project document was formulated and approved for four years (1996-2000).

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A lost QIP investment: Keo Mony dam (Pursat) - July 92



Successful early development project: Chum Tei private nursery (Banteay Meanchey) -  
Established since Oct 1993



### CARERE Projects by Sector: 1994/95 (USD)

Province	Total Sub-projects	Agriculture	Capacity Building	Community Development	Education	Emergency Assistance	Provincial Rural Devt Dept	Engineering	Health	In. & EG	Credit	WatSan	Total
Battambang	90	613,415	55,236	345,519	521,336	17,000	75,347	399,176	179,642	55,815	102,950	90,000	2,455,43
Pursat	61	1,993,589	10,675	258,461	352,486				191,461	281,131		227,634	3,315,43
Banteay Meanchey	62	816,007	29,200	178,500	258,145	123,480	29,200		236,868	62,782		296,880	2,031,06
Siem Reap	31	231,800	81,910				69,457	23,764	89,774		99,200	20,643	616,54
Ratanakiri	10		377,784		56,518		70,440		35,600				540,34
Multi-province	13	27,132	84,224		29,848						16,590	2,700	160,49
Technical Assistance													
Total	267	3,681,943	639,029	782,480	1,218,333	140,480	244,444	422,940	733,345	399,728	218,740	637,857	9,119,31

Source: CARERE 1 Report- Annexes

### ***Good Practices:***

In order to optimise its contribution to a smooth transition, **area-based rehabilitation programmes require flexible programming** while steering the process from emergency to development. Consistent with design and structure, the programme must be granted as much programming flexibility as possible in regard to sector, thematic or micro-geographic barriers and constraints. A clear developmental approach and a firm methodology are needed to ensure sustainability of QIPs.

**Close participation of the UNDP country team, as well as other key players, in the programme's strategic management**, through frequent field visits and participation in key programme events, is of key importance. This participation must not, however, result in micro-management or second guessing programme management, but foster close understanding of constraints and opportunities existing at the field level and up-stream them to the governmental central-decision making level.

During the process of transiting from emergency to development, it is **key to have clear benchmarks in the area-based rehabilitation programme process through forward looking substantive reviews**, performed by highly experienced professionals with institutional responsibilities, including key donors.

### ***Lessons learned:***

Smooth **transition from emergency to development rationale is a difficult process** to manage in part due to institutional and cultural inertia that oppose field logic with Country Office perspective as well as emergency orientation versus development vision. There must be a development perspective and strategy from the outset, even in a "relief" context.

The **establishment of a development structure** that integrates the participation of civil society and government at local/village, intermediate/commune and/or district, regional/province and national levels within a single coherent framework, is of paramount importance to help countries to capitalise, in policy terms, on experience gained at the community level and to institutionalise grass-root participation to decision-making.

**Clear conceptual and managerial distinction between a "nationally-owned programme" – i.e. SEILA - and "international technical assistance" - CARERE 2 - components of an area-based rehabilitation programme**, has proven to be conducive to pave the way towards institutional and social sustainability of the rehabilitation effort.

Integrating development work within a local governance approach is essential in the process of transiting from emergency to development. Strategic decisions made while selecting the local governance approach and model to apply have proved to be irreversible. Therefore, **it is sound to identify and assess in a participatory manner relevant approaches to improved governance at the outset and take decisions through consensus among all stakeholders.** CARERE 2 and SEILA: Policy Experiment in Decentralized Governance: (1996-2000)

## ***II.6. Context of SEILA***

At the macroeconomic level, fiscal and monetary reforms were underway in Cambodia with the assistance of the International Monetary Fund (IMF), the World Bank, the Asian Development Bank (ADB), and UNDP. Efforts were being made to improve the coverage and reliability of statistical data, and a major programme to reform the public administration and civil service, (reduce its size and improve its efficiency) was being implemented with UNDP support.

The Cambodian Government was exploring options in moving from a centralised command-type of governance approach to a more decentralized system. A major component of the National Public Administration Reform package was the decentralisation component which focused on both de-concentration of the civil service, as well as decision-making, planning and financial functions, from center to province to local levels. The local administrative structure was (and is still) filled by appointed officials, from the Provincial Governor to the District, Commune, and Village Chiefs.

## ***II.7. CARERE 2 and SEILA Take Off***

Formally approved by the Government in January 1996, CARERE 2 was designed to provide technical and financial assistance to the SEILA program, systems and structures. In 1996, major rural development programmes were already operating, initiated by various donor agencies and NGO's in response to the priority placed on rural development. The Government directed donor programmes to distinct geographic areas, in an effort to reach the maximum numbers possible. However, this approach led to a dispersion of effort, an absence of consolidation and reinforcement, and varying approaches that reflected significant differences in philosophy of the donor parties regarding capacity-building of governing institutions and involvement of local populations. CARERE 2 was designed to address the need for intensive capacity building of those institutions that would be responsible for carrying out the development process once the donors departed.

The Government agreed to conduct the SEILA experiment in order to address many of the pending questions with regard to local participation, social inclusion of dispossessed populations, bottom-up planning, decentralisation, and effective delivery of services to those most in need. The national bodies and the approach to be supported in the experiment were referred to as *SEILA*, to clearly draw the distinction between the national process being established, on the one hand, and the project (CARERE 2) which will support it, on the

other. The experiment was initiated in the five provinces where CARERE I had programmes: Pursat, Battambang, Banteay Meanchey, Siem Reap and Ratanakiri.

In order to follow the SEILA experiment and determine its applicability as a model for future national policy, the Government, in December 1997, established a high-level SEILA Task Force (STF) to appraise the policy implications of the SEILA experience and develop the national policy framework required for decentralised, participatory rural development. The STF was meant to ensure that strong links would be maintained with national planning, decentralisation, financing, and rural development programmes and policies as they evolved. It had been anticipated that the STF would have begun earlier, but political issues at the national level delayed the decree establishing it. This however, gave time to the provincial SEILA structures to develop and consolidate, so as to be more of the driving force in the subsequent policy discussions. The dynamic interplay between the provincial and national structures is a critical component of such decentralisation experiments.

### ***II.8. SEILA links to the National Development Plan***

At the same time as CARERE 2 was approved, the Cambodian Government was finalising its first Socio-Economic Development Plan (SEDP), covering the 1996-2000 period. Prepared with ADB support to the Ministry of Planning, the SEDP was approved in April 1996. This Plan focussed on accelerating the transformation to a market economy, a reorganisation and reduction in the civil service and a priority on development in rural areas. The Plan foresaw measures to “strengthen provincial administration and inter-ministerial ties in the provinces”. It also endorsed the policy of decentralised, participatory rural development in which “the new rural development structure comprising VDCs, CDCs, DDCs, and PRDCs (...) will be extended and developed”.

Therefore the SEDP, strongly underscored that the CARERE/SEILA initiative was not only coherent with the National Development Plan, but was at the heart of the implementation of the Government of Cambodia’s strategy for decentralisation, rural development and a new relationship between State and Civil Society. CARERE 2 was said to be playing a critical pioneering role. For the 1996 to 2001 period, more than US\$75million went into the SEILA experiment. The target area expanded from the CARERE1 period. By the end of CARERE2, the programme included 320 communes (22% of the total), 2,830 villages (23 % of the total), 11 Provinces (out of 22) and 1 municipality (Pailin). The SEILA program reaches 22% of the total rural population in Cambodia.

### ***II.9. CARERE2 / SEILA Investment Programs***

Despite the fact that the underlying objective of CARERE2 was capacity building, the mechanisms being developed and supported were also disbursing investment funds to

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reduce poverty and promote reconciliation in the CARERE target areas. The direct investment in the targeted communes, recorded by CARERE between 1996 to 1999, totalled close to \$25 million. This figure does not include technical assistance nor operating costs.

**Funding disbursements by CARERE/SEILA: 1996-1999**

Area of funding	1996	1997	1998	1999	Total	Percent
LPP/EXCOM	\$1 042 114	\$1 174 615	\$888 001	\$593 991	\$3 698 721	14,9%
LDF	\$811 021	\$839 783	\$1 206 234	\$1 261 237	\$4 118 275	16,6%
Agriculture	\$1 277 481	\$1 078 885	\$890 317	\$593 941	\$3 840 624	15,5%
Infrastructure	\$1 350 119	\$496 172	\$228 597	\$115 688	\$2 190 576	8,8%
Environment	\$45 243	\$53 054	\$277 106	\$47 336	\$422 739	1,7%
Education	\$314 874	\$386 105	\$387 669	\$210 811	\$1 299 459	5,2%
Culture	\$25 585	\$78 541	\$136 428	\$55 370	\$295 924	1,2%
Health	\$340 770	\$594 339	\$506 106	\$199 094	\$1 640 309	6,6%
Water and sanitation	\$165 991	\$365 237	\$415 773	\$195 961	\$1 142 962	4,6%
Planning	\$166 592	\$265 777	\$138 745	\$43 416	\$614 530	2,5%
Capacity building	\$0	\$0	\$29 316	\$18 000	\$47 316	0,2%
Gender	\$177 764	\$135 609	\$232 456	\$97 113	\$642 942	2,6%
Land use planning	\$0	\$13 801	\$0	\$35 000	\$48 801	0,2%
Commerce			\$151 259		\$151 259	0,6%
Credit		\$623 674	\$398 857		\$1 022 531	4,1%
Reconciliation	\$1 956	\$1 069 852	\$1 336 177	\$1 185 179	\$3 593 164	14,5%
<b>Total</b>	<b>\$5 719 510</b>	<b>\$7 175 444</b>	<b>\$7 223 041</b>	<b>\$4 652 137</b>	<b>\$24 770 132</b>	<b>100,0%</b>
<b>Cumulative percentage</b>	<b>23,1%</b>	<b>52,1%</b>	<b>81,2%</b>	<b>100,0%</b>		

*Source: CARERE database – [CARERE2 Indicators report]*

2 distinct planning processes were applied, namely the Local Planning Process (LPP) and Province Planning Process (PPP). Though functioning as separate processes, there are points in which they are reviewed jointly so that geographic planning priorities and sectoral and commune planning priorities can be integrated at the district level.

Inspired by and adapted from the methods learnt from UNCDF and its LDF, the LPP resulted in the formulation of village and commune development plans that identified project priorities and implementation modalities. The LPP brought all villages within target communes through the identification and decisions of priority actions to respond to village problems. The PRDC assigns a standard commune Indicative Planning Figure (IPF) based on poverty and population criteria. In turn the CDCs allocated funds to projects.

The whole planning process at the local level is organized in eleven steps and is carried out over a six-month period, from start to project approval, fund allocation and implementation. The village-level activities flow from the VDC workshop on VDP

preparation to the village PRA (participatory rural analysis) to problem analysis, prioritization and goal setting; to VDP formulation and ending in VDP approval and validation. Since its launching in 1996 to date, the LPP has evolved through annual reflection and analysis (both internal and external). Initiated as a very intensive PRA approach village level which could not be sustained at the scale of a province, the LPP has evolved towards a commune level representative participation approach which is sustainable, utilises key PRA tools (but not the whole package) and is consistent with the decentralisation policy at commune level.

### **Local Planning and Implementation Process As it is today (2001)**

<b>Step 1:</b> CDC understands clearly the LPP and are able to prepare the activities to work in the villages	<b>Objective</b> CDC understand the LPP Process clearly and are able to prepare the activities to work in the village  <b>Output</b> LPP process agreed to by the CDC
<b>Step 2:</b> Identify 3-year village Priorities	<b>Objective</b> Identify priority needs of village and verify data  <b>Output</b> Village needs prioritized for three years and secondary data verified
<b>Step 3:</b> Commune Development Plan (CDP) Formulation	<b>Objective</b> CDC formulates a 3-year development plan  <b>Output</b> 3-year CDP formulated by the CDC
<b>Step 4:</b> District Integration Workshop	<b>Objective</b> To give opportunity to CDC, Sectors and NGOs to debate and agree on the support to CDCs' one-year activity plan.  <b>Output</b> Temporary agreements from line departments and NGOs for services and/or fund allocation to the commune
<b>Step 5:</b> Commune Investment Plan (CIP) Formulation	<b>Objective</b> CDC identifies the investment activities for 1 year  <b>Output</b> CIP formulated
<b>Step 6:</b> Project Proposal Preparation	<b>Objective</b> Project proposals ready for submission to PRDC  <b>Output</b> Validated project proposal with clear cost estimation, workplan and local Contribution
<b>Step 7:</b> Project Appraisal	<b>Objective</b> Technically feasible and allowable projects approved  <b>Output</b> Letter of Intent from the PRDC ExCom to authorise the commune to proceed with bidding
<b>Step 8:</b> Bidding and Project Agreement Preparation	<b>Objective</b> Award of contracts through open competition resulting in competitive prices  <b>Output</b> Project Agreement
<b>Step 9:</b> Project Agreement Approval	<b>Objective</b> Clear agreements between PRDC, CDC and Contractors  <b>Output</b> Signed Project Agreement and Project Contract

<b>Step 10:</b> Project Implementation	<p><b>Objective</b> Projects implemented efficiently using financial procedures, regular monitoring and technical standards</p> <p><b>Output</b> Project completed at good technical standard as per Agreement</p>
<b>Step 11:</b> CDC Reflection Workshop	<p><b>Objective</b> Continuous improvement of the LPP</p> <p><b>Output:</b> SWOT analysis of the LPP and CDC performance</p>

To facilitate the planning process and to provide technical support for implementation, the SEILA organised a Local Planning Unit (LPU) within the PRDC Secretariat (financed by the governmental budget) in each of the target provinces composed of department personnel at the provincial and district levels. In 1997, there were 233 civil servants (184 men and 49 women) in the 5 LPUs, facilitating the process (through the Provincial Facilitation Teams and the District Facilitation Teams) and providing technical support as the Technical Support Staff. Since 1998, taking stock of the experience gained, the Secretariat with a Local Planning Unit was changed to an Executive Committee(ExCom) with a Local Capacity Building Unit.

The facilitating teams were trained on such topics as overall concept and approach of SEILA but with specific emphasis on the LPP including methods of PRA, facilitation skills, CDP preparation, gender sensitisation, and facilitating goal-oriented planning processes for both the old areas and the expansion areas. The TSS members received training in using design templates and maintaining consistent standards for the construction of local infrastructure.

The LPP bottom-up planning process identifies a broad spectrum of priorities and project concepts, some pertaining directly to local and rural development and some to middle level infrastructure and service delivery systems. In the vast majority of cases the process focuses on relatively short-term interventions, which have a direct impact on the livelihood of the target population, such as small repairs of irrigation structures, local road improvement, small water supply and sanitation schemes.

The responsible line department staff and TSS review assistance requests. In general, these type of interventions (average cost US\$4,000) have a very high social return and do not warrant extensive socio-economic analysis, so project appraisal is limited to purely engineering aspects. Sector sub-projects are identified by the respective department staff on the basis of the LPP process and/or of available baseline and field survey data (in non-LPP areas).

The Provincial Planning Process started in 1996 as an annual work planning exercise by the departments in the key sectors of agriculture, health, water/sanitation and education. By 1997, it also consisted of the formulation of sub-project proposals for funding. The 1998 annual provincial plans, prepared in 1997, contained lists of proposed projects of both the line departments and the communes and villages.

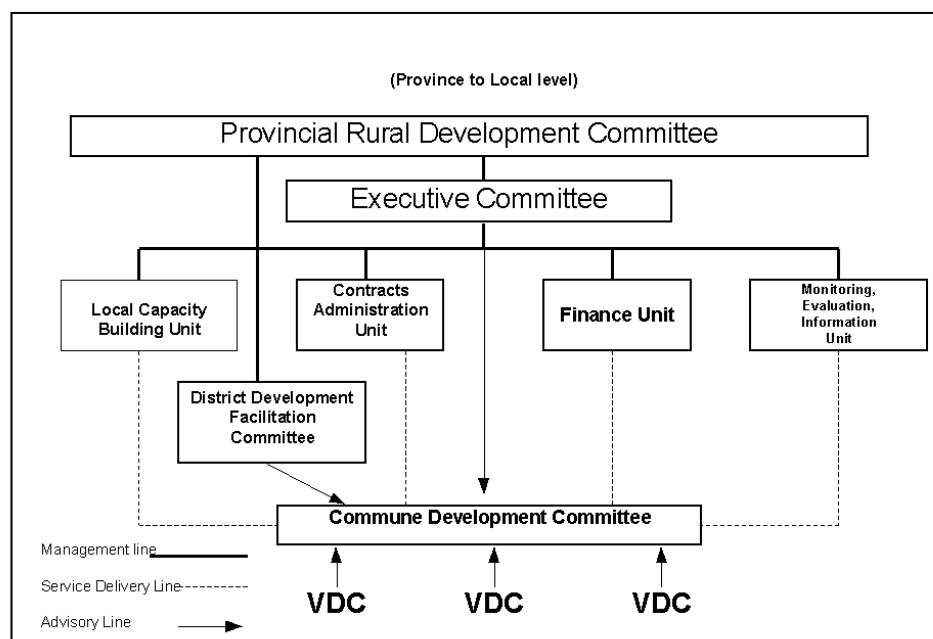
For the 1998 planning cycle, the process was refocused to an objective-oriented planning process leading to the formulation of:

- a strategic Provincial Development Plan establishing the provincial vision, mission and development principles and strategies,
- a three-year Provincial Development Investment Plan for 1999-2001, and
- annual sector plans from which subproject proposals for the ensuing year were prepared.

The process was coordinated by the PRDC but managed by the Provincial Department of Planning (PDoP), drawing on the support of sector planning focal points - organized into Provincial Working Groups - who were responsible for providing the planning inputs needed from their respective departments. The approach to capacity building for the process had shifted from a sectoral content of technical orientation to one on general planning processes, project development, evaluation and appraisal.

Both processes, (LPP and PPP) were reconciled and merged, but the local sector integration process varied by province. In Battambang, the integration included horizontal (target and non-target communes) and sector dimensions as well as integration with NGOs and IOs working in the districts. In Siem Reap, the approach favored the concentration of CARERE sector resources in the LPP areas. Both had “integration dialogues” between the communes and the sector departments occurring at the district level.

**SEILA: Functional Chart of the Rural Development Structure**  
**As it stands today (since late 1998)**





The Local Development Fund, for the period 1996-1999, amounted to US\$4,250,000 which represented for each targeted commune a direct budgetary support for infrastructure projects of US\$ 20,000 per year (\$12/inhabitant). However, applying a commune/village targeting system established in the framework of their Commune Development Plan has a 3 years Indicative Planning Figure (IPF) of around US\$ 60,000 on average. This encouraged villages within the same commune to join forces, in order to implement one or two strategic rural infrastructure projects that responded to common pressing constraints (i.e. the rehabilitation of an access road, repair of an irrigation scheme).

In addition, the communities themselves were required to make a contribution (cash and in-kind). The SEILA approach stressed the necessity of local contributions to finance projects to develop a sense of community responsibility for the implementation and sustainability of projects. Since the LDF has been established, as the local communities have to provide a substantial contribution for any project, the sense of ownership increased and, as a result, asset maintenance has improved and therefore project sustainability. The local cash contribution reached \$400,000 in the 1996 to 98 period and has grown to \$920,000 in 1999-2001.

In 1999, the Government contributed national budget resources in support to the LDF at commune level for the first time. This has been a major success in the moving SEILA from an experiment to a mainstreamed decentralisation policy. Indeed it was the first national budget allocation made directly to communes (i.e. forerunner of decentralized fiscal transfer system); it was unsolicited and represented a milestone in the growing commitment of the government towards decentralisation and SEILA. The annual allocation tripled each year since reaching \$1.4 million by 2001.

Another important element in the CARERE supported SEILA programme was the introduction of transparent bidding procedures and contracting for the awarding of sub-contracts to private operators (or contractors). A bidding process was in place, in accordance with rules and regulation of UNOPS concerning procurement from the initial stage of project implementation. CARERE prepared a manual for the local planning processes and private sector involvement in the implementation of village activities and LDF projects. A format was developed for the purpose of local bidding processes and technical support provided by trained VD facilitators and PDRD. The bids were approved by the CDC and a significant increase was observed in the provision of goods and services by the private sector at the local level. All these elements worked together to encourage the communities and communes that the State could be a useful and trusted partner in their quest for community self-improvement. At the same time, it re-enforced with governmental authorities, that community participation and contributions could increase the impact and effectiveness of their investments.

In addition to the investment, it is unanimously acknowledged that financial and technical support provided by CARERE2 strengthened provincial technical/sector specific departments under the SEILA experiment. Because SEILA developed a province-wide,

cross-sectoral, rural development-focused strategic framework, CARERE2 support succeeded in making the SEILA provincial administrations – those that were most affected by the conflict - the “national leaders” in decentralised rural development planning, financing and management.

This visibility of a different planning process in CARERE2/SEILA provinces has underscored SEILA as a policy experiment. However, it must be noted that whilst the SEILA process may be a fundamental precondition for a more equitable rural development program, it is but a resource for development, rather than a development achievement per se. The reconciliation process has benefited from this capacity in that development-related structures of the State were established in a non-conflictive manner in the newly (re)integrated former KR territories starting in 1997.



Photo 1: Meeting with CDC of Doun Keo (Siem Reap), a successful age and gender balanced decision-making body.

Photo 2: Village chief Khoun Khoeun from Trao Bey (Banteay Meanchey) participate in LPP but would like to see agricultural extensionists more frequently

Photo 3: Rum Chey returnees fully participate in Sambok Ak (Battambang) Commune Development Committee since 1995

### ***CARERE Gender Strategy***

Gender issues and the promotion of the inclusion of women in all levels of the CARERE programmes has always been a priority. Starting with informal consultation of women in the earlier phases of sub-project definition, to the requirement that women be part of the first VDCs; the CARERE support for SEILA has an important element of gender mainstreaming and the promotion of gender equity.

The current objectives are to:

- develop capacity for gender mainstreaming (integration) within CARERE;
- develop capacity for gender mainstreaming within the SEILA programme;
- strengthen the capacity of Cambodian women to participate fully as equal partners in sustainable development in Cambodia, and
- provide opportunities for their equitable participation in CARERE supported programmes and projects.

The Ministry of Women's Affairs (MOWA) is CARERE's counterpart in implementing the gender strategy and is represented in the SEILA Task Force with special responsibility of promoting the participation of women at all levels.

The Gender Strategy is implemented by taking into consideration the gender element in the preparation of each sub-project and by submitting each proposal to a Gender sensitivity analysis. In addition, local level participatory appraisals include gender mapping and the training of women to carry out such appraisals.

## ***II.10. CARERE2 Staffing***

The SEILA experiment required from CARERE2 major inputs in technical assistance in both quantitative and qualitative terms. So as to underscore the shift in focus from delivery to capacity-building, all terms of reference for CARERE staff were rewritten and re-advertised in 1995. In early 1996, the primary recruitment of CARERE 2 staff, meaning the selection of candidates from the actual CARERE professional staff, took place. By April 1996, 35 new national professional personnel (NPPPs) joined CARERE2, and in July, 11 new international experts arrived to upgrade planning support with one senior professional in each province. The Department of Monitoring and Evaluation expanded from one to four professionals. It is important to note that many former Community Development national officers became Local Capacity Building Assistants. By mid 1996, the transformation of the CARERE team was completed and CARERE was in capacity-building mode. Staffing reached its peak in mid-1998, with 27 international professionals, 119 NPPPs and 122 support staff. Starting in 1999, there were staff reductions, as capacity was built within the provincial departments. CARERE was based in six different offices at this time: Phnom Penh, Siem Reap, Banteay Meanchey, Battambang, Pursat and Ratanakiri.

### ***II.11. CARERE itself Receives Technical Assistance***

CARERE2 continued to receive important technical support from UN agencies as well as donor partners. UNOPS (no longer an implementation unit inside UNDP, but a separate entity), especially its Rehabilitation and Social Sustainability Unit (RESS), continued to follow and support CARERE at key stages in its development and reformulation. As a UNOPS-implemented UNDP project, the UNOPS Asia Office backstopped the implementation and administration of CARERE. A UNOPS liaison office was set up in Phnom Penh to facilitate procurement and administrative support.

Other donor partners have generously provided substantial inputs through high level core staff, consulting contractors and fellows (up to 40 persons in 1997-98). In this regard, special mention is due to the United Nations Capital Development Fund (UNCDF) and their associates from the Massachusetts Institute of Technology (MIT) and the Asian Institute of Technology (AIT) which supported the development of CARERE's interventions in decentralised local governance financing management. The Swedish International Development Agency (SIDA) and their partners from SPM and Biddulph & Co were key in the areas of overall programme management and local planning. The Australian Agency for International Development (AusAID), the Food and Agriculture Organisation (FAO) and International Fund for Agricultural Development (IFAD) contributed substantively in the field of agriculture. The substantive inputs received from the UNDP Country Office and Headquarters (Bureau and Special programmes) as well as from the executing agency core capacity (UNOPS Senior management, decentralised office and specialised division) contributed to the success of the SEILA experiment in its pilot phase.

### ***II.12. SEILA and CARERE in the Future***

The SEILA programme is now an institutionalized decentralized system to plan and direct investment to provinces and communes. Its underlying objective remains poverty alleviation through the promotion of good governance. SEILA will progressively increase its territorial coverage from 12 provinces and 320 communes in 2001, to 17 provinces and 1216 communes in 2005.

The SEILA 2001-2005 programme requires a budget of US\$95 million of which 75% will be dedicated to direct investments (\$72 million). Two-thirds of these direct investments will be planned at the commune level and one third at the province level. The remaining 25% (US\$13M) will cover technical assistance for capacity building.

### **SEILA Program 2001-2005:**

The SEILA program institutes decentralized systems and strategies for poverty alleviation through good governance. It contributes to national efforts to address resource, institutional and policy constraints facing the Government in implementing decentralization and de-concentration. The SEILA program provides technical and financial resources and delivers outputs in support of three purposes:

- Definition and institutionalization of decentralized financing, planning and management systems for service delivery and local development;
- Providing discretionary budget support to province and commune authorities for investment in services and infrastructures; and
- Providing practically-tested lessons for national-level policy and regulations for decentralization and de-concentration.

Government's view is that while rural poverty is caused by many factors, the accessibility, affordability and equity, with which public services and infrastructures are delivered and sustained, is of fundamental importance to poverty alleviation. Furthermore, the Government is committed to decentralising the planning, financing and delivery of these services in the belief that this will result in more efficient and effective allocation of scarce resources, mobilise greater local commitment and accountability, and help sustain the quality of these investments over time.

The SEILA Programme will contribute to defining national regulations and systems for decentralisation. This will include the definition of an enabling legal and regulatory framework for decentralisation and de-concentration which should create the basis for local democracy and set the conditions for the emergence of accountable, efficient and effective province, district and commune authorities for local development. However, neither local democracy nor local development will be achieved through legislative changes alone.

In the period 2001-2004, UNDP and its partners will continue to provide, through a new support programme currently under formulation, technical assistance for capacity building in regulations and policy drafting, creation and maintenance of information systems, advanced planning, monitoring and evaluation, financial control and audit, and thereby consolidate and strengthen the systems and reforms that CARERE has supported over the years.

### ***II.13. Continuing Issues: Strengthening the Development Dialogue***

Besides the important achievements of CARERE and the SEILA Program, rural development continues to lag and attention must continue to be placed on promoting a policy dialogue on rural development options and the reduction of poverty. The mechanisms for planning are in place at the local level. Improved food security, with decreasing reliance on external food aid, reintegration of displaced persons into the rural economy, integration of KR zones into the national administration and improved rural infrastructure and social facilities constitute an important peace dividend for the rural poor. However, major challenges continue to be faced by Cambodia to achieve its goal of sustainable rural development.

The improvement and progress that can be observed at the village level in the CARERE2/SEILA areas calls for a broader application of the rural development concept. At all levels (village, commune, district, province and national) investment planning exercises require integrating a more comprehensive and broader strategic development scope. The consensus-building network of structures established under SEILA at village, commune, district, province and national levels (VDC, CDC, DRDR, PRDC and STF) could become an enlarged forum for a developmental dialogue. The commune elections planned for late 2001 or early 2002 will also have an impact on the mandates and functions of the CDC's. The SEILA participatory mechanisms for planning and investment have been tested and institutionalized in a large portion of the country. However these mechanisms, though a necessary foundation, do not ensure sustainable rural development strategies in and of themselves.

#### ***Good Practices:***

If soundly managed, **re-advertising all posts at the beginning of a new phase** can be assumed as a good practice. It indeed allows the programme to incorporate technical skills that are required to carry out development-oriented capacity building activities, through hiring expertise on the international market.

Organising in-house **training, upgrading and updating retraining opportunities for local staff** at both professional and general category is a sound practice to retain knowledge and experience gained during the emergency phase.

**Adequate levels of technical expertise and training** must be programmed and timely and flexibly deployed in order to achieve decentralised governance objectives. Frequent reviews carried out from different perspectives are essential to policy experimentation.

The **transparent allocation of investment funds** to be programmed by the local development committees at village and commune levels is a powerful tool to restore the State's credibility among civil society at the grassroots level. It contributes directly to the strengthening of direct democratic practices at the local level.

### ***Lessons Learned***

Focusing development work on basic rural infrastructure at the micro-level and on the strengthening of public administration capacity at the regional level proved to be a relevant and effective strategy. It attracted and mainstreamed the **national government on the path towards decentralisation and legitimised a participatory approach as an effective and relevant governance system** for rural development.

**The introduction of policy reforms in governance, requires interventions at all governing levels at the same time (village, district, province, national) if it is to be consolidated and sustainable.** Mechanisms are introduced and built up at the lower levels, which can then service the national policy reforms as they emerge.

**Local economic development** requires wider mobilisation of civil society beyond its rural components and increased investment in institutions, knowledge and know-how, market research and networking.

**The early differentiation between the national SEILA programme and its internationally supported technical assistance programme eased the affirmation of national ownership over the post-conflict rehabilitation and development process.** It also contributed to promote SEILA as an operational platform for multi-donor co-ordinated and integrated action. UNDP presence and leadership was effective in providing credibility to the programme

### **III. Reconciliation: (1996-2000)**

#### ***III.1. An outstanding CARERE legacy***

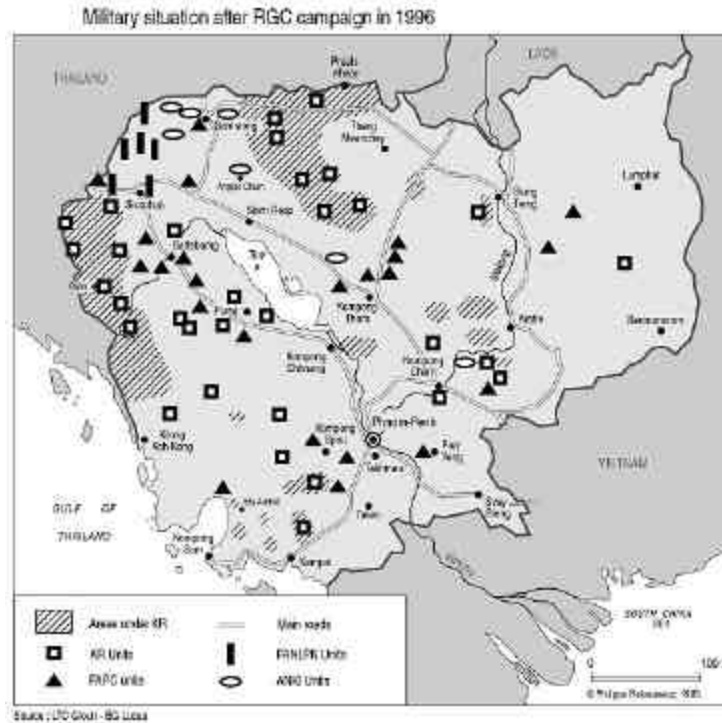
The clearest and most important legacy of CARERE is, without a doubt, its fundamental contribution to the reconciliation process. This multifaceted contribution underscores what can be achieved through well-conceived and long-term UNDP programmes in war torn societies.

An analysis of CARERE support for reconciliation must recall the nature of the Cambodian conflict and its impact on Cambodian society. In a large part, the conflict was a result of the geo-political positioning in South East Asia by major international and sub-regional powers. The start of the conflict is generally accepted as 1965, coinciding with when Cambodia cut diplomatic relations with the USA after US troops were sent to Vietnam. Nevertheless, a review of Cambodian history shows that internal conflicts were ever present, though heavily conditioned and influenced by internal positioning in relation to external factors.

The Khmer identity is deeply shared by Cambodians and clearly linked to a territory, a religion, a civilisation, a language, traditions and a social system. This wide consensus about fundamental values and the “external” nature of the conflict provided a favourable ground for reconciliation among Cambodian people. Another element that encouraged the reconciliation process was the exhaustion of both the armed forces and the population in general after such a long and brutal turmoil. Since 1999, once the remaining fighting parties effectively disengaged, confidence in the future has rapidly been restored, especially in the Northwest provinces where UNDP has been operating through CARERE since 1992.

CARERE has contributed to the reconciliation process during different phases, in different ways and at different levels, both directly and indirectly. The first direct input to reconciliation related to the reintegration of returnees in rural areas (1992-94,98-99). The second reconciliation contribution embraces the relationship between governmental authorities and returnees, including dimensions relating to the reconciliation between the different factions of the political constituencies of the post-Paris agreement coalition and the link between local and national levels of governance (1992-2000). The third instance which CARERE made the most formal and critical contribution to the reconciliation process was when the Khmer Rouge groups first decided to integrate within Cambodian governmental administrative structures in August 1996.





### ***III.2. Repatriation and Reintegration***

The reintegration of refugees in Cambodia was an extremely complex and difficult process. As mentioned earlier in this document, the repatriation began shortly after the Paris Peace Agreement was signed. The repatriation was massive (350,000 persons) and there was little advanced preparation in the return areas with the resident population. It was driven by the urgency of repatriating all the people hosted in the camps located at the Thai border, so as to participate in the general elections scheduled. Since 1981, due to the international isolation of Cambodia, limited relief assistance was provided to the poor within Cambodia. As a result, many fled to the Thai border in search of food. But rations were more easily granted to women, children and elderly, as the camps did not want to be seen as harbouring fighters. Men often had no other options than to join the resistance and fight against the State of Cambodia and the Vietnamese Forces.

In the camps at the Thai Border, international humanitarian assistance was important and generous. There were opportunities to acquire highly valuable professional skills, and many learned English. After the Peace Agreement was signed, massive international humanitarian assistance followed the repatriation, prioritising returnees and suspicious of local authorities and villagers. From many villagers' point of view, including internally displaced persons, the repatriation appeared to be a new and rather hostile - or at least discriminatory - invasion.

The North West Provinces was where the civil war had been fought during the past decade, leaving local infrastructure destroyed and production well below its potential.

Heavy, continuous fighting made it impossible for central government development and welfare programs to operate in the region during the preceding two decades. These and other crippling effects of the war left the regional population in need of development assistance, and infrastructure in great need of reconstruction. At the same time the area had the largest percentage of returnees and IDPs. In addition, the Northwest region was the area where zones remaining under control of the three guerrilla factions that fought the Phnom Penh government during the civil war were located. All these factors emphasized the necessity of reconciliation and peace-building as key elements to the success of CARERE.

An additional factor, that promoted conflict, was the competition for land. Land was scarce for several reasons. First, was the heavy presence of landmines. Most strategic points of military interest in Cambodia are located in open, flat wetlands. Therefore, the most effective and cheapest method to secure these positions was by placing land mines. As it is difficult to maintain these positions, the front lines were extremely mobile throughout the conflict, resulting in large numbers of landmines in the Northwest. Initially it was thought that much of the arable agricultural land had been mined, but after a survey by the IRRI/CMAC, it was confirmed that only 2% of the potential rice land in the Northwest was mined.

An additional reason for land scarcity was the frequent refusal of local village authorities to “give up” some of their larger holdings for the returning refugees and IDPs. In addition, land that was provided was not secured by land titles and thus was often confiscated by local elites after UNHCR’s mandate was finished and they closed their offices in the area..

Another factor affecting the land issue was the government policy and international insistence that the returning families had the right to select where they wanted to return. However, as part of the oppression during the Pol Pot regime, massive forced displacement took place, uprooting most of the society as far as territorial identity was concerned. On the other hand, all Cambodians knew that the best rice lands of the country were located in the provinces of Banteay Meanchey and Battambang, so 80% of the returnees selected these areas as their chosen place of return, regardless of area of origin.

The fourth complicating factor was that shortly after the signature of the Peace Agreement, the Khmer Rouge, taking advantage of the withdrawal of the Vietnamese Armed Forces, withdrew from the Peace Agreement commitments, resumed hostilities and extended the territory under their control. Therefore, the pressure on the limited land available was very intense. The limited knowledge of both international organisations and returnees about the local conditions of resettlement, in particular regarding the quality of land for farming and the availability of groundwater in the dry season, opened wide opportunities for disparities leading to conflicts, misunderstandings, corruption and abuses.

CARERE could not resolve the land conflict, but did contribute significantly to mitigate the problems. UNDP was not engaged in planning the repatriation and an assessment of the impact of re-integration on critical resources and social equilibrium, was not undertaken early enough in the planning process. If such an approach had been applied, some of the eventual negative aspects of humanitarian activities on the reconciliation process could have been avoided.

CARERE contributed to re-integration related reconciliation by actively promoting from September 1993 onward, the establishment of elected village development councils (VDC), as part of an official rural development structure. In February 1994, the security situation dramatically deteriorated. Ironically this contributed to a “natural” reconciliation based on a common experience, as many villagers, including returnees, became IDPS. The CARERE vision to foster reconciliation at the local level was, in part, tied to the creation of this officially recognised, transparent, consensus-building mechanism in each village.

CARERE employed program targeting and delivery mechanisms during the period 1992-94 (and beyond) that were designed to assist in rebuilding community cohesiveness, thereby promoting reconciliation. For example, non-returnee households were included as targets for program resources, thus minimising potential conflict between local and returnee groups. When possible, interventions were employed that benefited entire communities, rather than identifiable sub-groups (returnees, IDPs, etc.). Road construction and co-operative agriculture enterprises (e.g., rice banks and duck raising groups) are two examples of such interventions aimed at the good of the entire community. As the VDCs developed, these requirements of community participation and co-operation, promoted the development of an environment of mutual support and assistance in war-affected areas.

An additional mechanism employed was the use and strengthening of existing sources of structural support, such as family, religious, or local networks when possible. For example, religious ceremonies were held to open reconstructed roads, and the input of village elders was solicited throughout program implementation. These activities emphasise indigenous understandings and community based support in meeting the psychosocial needs of war affected communities.

Once the VDC structure was accepted in early 1995, CARERE was able to assist in establishing 111 VDCs in 2 months, prioritising the villages where reconciliation between local and returning population was most needed. The elections utilised a secret ballot and were monitored by external observers. This enabled the returning population to have a fair chance to gain representation in the councils. Three of the seven positions on the VDCs were reserved for women. As soon as elected, the VDC was empowered with the responsibility of selecting and implementing small-scale rehabilitation projects. Later on in 1996, these communities were among the first beneficiaries of the pilot phase of UNCDF-funded and supported Local Development Funds that became a keystone mechanism of SEILA, as an experiment of decentralised financing and management in rural areas.

With the project selection by a VDC, it was hoped that the relevance, quality and sustainability of investment would improve, since the communities were represented in the decision-making process. Though the process may have promoted broader consensus in selection of priorities, the actual content of the projects selected by VDCs or the village headman (in the earlier phase) remained essentially the same. With the support of the Provincial structures the projects were better-appraised and technical design and feasibility studies took place in a more peaceful environment. Based on CARERE's experience, the move from the quick implementation approach (QIP) to area-based development consensus-building approach was important; not only to improve technical capacity but to bring together divergent parts of a community so as to consolidate the peace process.

### ***III.3. Post-conflict Institutional Reconciliation***

Another important dimension of CARERE's contribution to reconciliation is its link to the process of readjustment within the governmental institutions as a result of the Peace Agreement. There was a high level of mistrust and tension between most international humanitarian organisations' national staff and the provincial and district civil servants. Allegations of incompetence and corruption against civil servants were, at the early stages of the repatriation operation, often used as a justification for direct execution by international organisations and an excuse to keep coordination with the local authorities to a minimum. The fact that UNTAC concentrated its efforts at the national level, left many United Nations field workers unclear as to whether cooperation with the authorities in charge at the local level would compromise the UN mandate of neutrality. Regardless of the reasons, the limited interaction with local public civil servant before the 1993 elections was unfortunate, according to persons from both sides that experienced that period.

CARERE changed its relations with the local governmental institutions at the end of 1993, in its move towards capacity building and governance. Assuming that the government and population should assume "ownership" of the investments realised in the villages, CARERE initiated a new strategy aiming at supporting public institutions to become "capable" of managing rural development projects. This strategy was revolutionary in the Cambodian context, as most international organisations were promoting a greater role for national NGOs as an "alternative" structure that many international NGOs, at the time, considered it their duty to help establish.

For CARERE's strategy to be effective, reconciliation between persons working in the national institutions was a prerequisite. As a consequence of the 1993 general elections that gave a slight majority to FUNCINPEC, a number of important ministries changed direction and many local level civil servants felt at risk of losing their jobs. As is common after a civil war, mistrust between individuals is high. In the case of Cambodia, most civil servants survived the Pol Pot regime by hiding their identity, skills, opinions to such an extreme level that mistrust became almost a way of life.

Even if never fully explicit, CARERE carried out a patient and important task of confidence-building within provincial sector departments, between the different departments and between the commune, district and province level. Progressively, tensions and mistrust reduced, including between civil servants and NGO national staff members. As they became involved within the same initiatives, and shared responsibilities in rehabilitation projects, tensions reduced, and a shared vision for building a peaceful future emerged.

Based on the progress made in reconciliation between 1993 and 1995, and despite the fact that the security situation dramatically deteriorated throughout 1994, a new phase of CARERE as a “capacity-building” programme was launched. With the creation of SEILA as a policy experiment of decentralised rural development financing and management, CARERE2 became an active partner in the complex field of political reconciliation. The political equilibrium that resulted from the 1993 elections and the two-headed government that emerged was extremely fragile. If the centralist culture would not have been balanced by willingness from both sides to move forward with decentralisation and increased participation of the rural poor, the peace process could have been further endangered. Despite increasing tension at the national level between the two main political forces, a minimal rehabilitation agenda has been pushed forward in the Northwest provinces, mainly under the SEILA/CARERE2 framework. CARERE was a critical actor in this process.

At the national level, the SEILA Task Force (STF) reached an impasse in 1997. However, as soon as the 1998 General Elections brought a stronger political majority to the Government, the STF was strengthened under the chairmanship of the Ministry of Finance, the vice-chairmanship by the Ministry of Interior, and the active participation of the Ministries of Rural Development, Planning, Women Affairs and Agriculture.

In 2000, under the STF, the Cambodian Government, assuming the dictum “development brings peace,” decided to progressively expand the SEILA experiment between 2001 and 2005 to more than two thirds of the national territory. These decentralised rural development structures were now moving from reconciliation to real peace consolidation.

### ***III.4. Khmer Rouge re-integration***

Since the end of 1992 CARERE maintained contact with at least one group of Khmer Rouge operating in the Province of Banteay Meanchey. However, only in December 1996, were civil relations formally authorised following the military integration agreements signed on 15 August between the Cambodian Government and KR Ieng Sary followers, in Otdar Meanchey, Malay, Sampov Loun, Kamreing, Phnom Proek, Veal Veng and Samlot. CARERE then engaged in a full-scale assistance programme in support of the reconciliation process between former Khmer Rouge controlled areas and Cambodian governmental entities and society.

To fully appreciate the significance of the reconciliation effort by CARERE, it is important to understand the nature of the Khmer Rouge (KR) controlled areas in the provinces of the North West (Banteay Meanchey, Siem Reap, Battambang and Pursat) and its isolation from the rest of Cambodia. Until 1979, most of these mountainous areas were almost uninhabited and covered with tropical rainforest. No urban centres or roads were existing. When the Khmer Rouge army fled from the Vietnamese army in 1979, they brought with them people that were convinced that staying behind would be fatal. Dense forest cover was much easier to defend from inside through guerrilla fighting methods. So in early 1980, the military positions were firmly established and the front lines more or less stabilised. The Government forces would shell the KR populated strip, mobile KR units would attack centres inside government territory, populations would flee temporarily to four UNBRO border camps to get assistance, while food security was maintained within the KR areas in Cambodia through a supply system tied to gem stones and log trading with Thailand.



Photo 1: Phon Phen, former KR commander, and Saw Saroeun, seconded from Battambang PDRD, are jointly administrating Sampov Loun District (Battambang Province)

Photo 2: Economic boom at the Tai Border, in Malai District (Banteay Meanchey)

Photo 3: In Malai, land suitable for rice is scarce but corn production is extremely important

Except when in the border camps, where relations with humanitarian workers and organisations could take place, the population lived in complete isolation from the rest of Cambodia. From the KR point of view, they felt they lived in the only portion of Cambodia free of occupation by foreign forces. Their areas were administered as military zones. In the few schools that existed, the map of Cambodia was of “Democratic Kampuchea”, the state that prevailed from 1975 to 1979. The KR signed the Paris Peace Agreement but then pulled out and boycotted the 1993 elections. However, after the signature of the Paris Peace Agreement, most villagers in former KR areas said they were unaware that the international community was assisting the Government controlled territory in rehabilitation or that elections had taken place. They lived under a total blackout. Conflict persisted while the KR continued to control autonomous zones in all the Northwest provinces, where CARERE had built a strong base of experience and the decentralised structures were taking root. These could be built upon for reconciliation purposes.

In August 1996, some KR groups agreed to integrate into the Cambodian State. A timeframe was negotiated between the militaries from both sides and some administrative borders were reshaped and an administration plan defined. These KR forces, during an

official act, gave up their KR uniforms and took government army uniforms to their camps, entrusted with a national defence mandate. Only in December 1996, once the process of military integration was completed, did the process of civil integration begin in Banteay Meanchey province.

Following a number of assessments by UN agencies, international organisations and NGOs carried out under the leadership of the Banteay Meanchey Governor, in his capacity as Chairperson of the Provincial Rural Development Committee (PRDC), an explicit Reconciliation Program was approved. This Programme had two phases: (1) confidence and building trust through providing agricultural and infrastructure support; (2) civil integration. SEILA and CARERE were uniquely positioned to expand into these areas to provide support and momentum to the reconciliation process. The provincial authorities recognised the technical expertise and experience of CARERE, had built up trust in CARERE and saw the opportunity the SEILA structures offered for reconciliation and integration of ex-KR areas into the governmental administration.

During the First Phase of the CARERE2/SEILA reconciliation component<sup>9</sup>, concrete benefits were brought to the former KR areas so as to build trust and contact with the population. During the first half of 1997, the project supplied access roads, agricultural inputs, drinking water systems, supported the health facilities with basic equipment and medicine (malaria was endemic), established schools and provided cultural equipment. Starting in late-1997 in Banteay Meanchey, the second phase was dedicated to extend the SEILA structures and programme in these communities. So elected VDCs were established, CDCs appointed as well as DDCs. The first LPP was conducted and the first cycle of projects under the LDF financing modality was implemented. CARERE supported the rapid expansion of the SEILA structures in these areas.

The same processes were carried out in Battambang in mid-1998 (except in Pailin, which was granted with the status of an autonomous municipality)<sup>10</sup>. In Siem Reap and Pursat, the process was initiated in 1998 after the general election and followed a similar pattern as in Banteay Meanchey and Battambang.

In addition to the on-going integration of reconciliation objectives in CARERE's vision and programme at many levels, CARERE formalised the reconciliation component in

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<sup>9</sup> The reconciliation component started in May 1997 with special funding from UNDP TRAC 1.1.3. The sub-project was signed between CARERE and the Banteay Meanchey provincial governor as chair of the PRDC who implemented activities either through provincial departments or contracting NGOs and the Cambodian Red Cross. CARERE provided technical assistance and supervised implementation. In Banteay Meanchey, project funds were used in 1997 to fund the reconciliation sub-projects in ex-Khmer Rouge areas. The discussion of intervention in ex-Khmer Rouge areas started in 1996 to prepare the 1997 work plan in Banteay Meanchey. In Siem Reap, the reconciliation component was not part of the 1997 work but a sub-project was prepared to address the pressing issue when the opportunity arose. A special EU contribution was used for demining in ex-Khmer Rouge areas in Siem Reap with Halo Trust as the implementing partner. This fund was administered by CARERE. The programme continued after the disturbance of July 1997 and was marginally affected by the political uncertainty.

<sup>10</sup> The province of Battambang, with the financial support from AusAID, commenced the Seila program in Pailin in July 2000.

amendment to the PRODOC. Finally, in December 1998, the last group of KR in Anglong Veng (Siem Reap province), in Samlot (Battambang province) and Veal Veng (Pursat Province) reached an agreement with the Government. The CARERE Program, at the request of the national and provincial governments, designed a program in these newly integrated areas to promote a secure environment conducive to reconciliation between Government and the affected communities.

**CARERE Reconciliation Component:1998-2000**

- Establishing dialogue and coordination between groups previously in conflict
- Addressing immediate rehabilitation needs
- Establishing the SELA rural development structure in the reconciliation areas

Demining and road rehabilitation were critical to open up these previously isolated areas. CARERE funded the demining of 170 hectares of land, often in places where demining was a precondition to road repair. Fifty five kilometres of access roads were upgraded in 1999, while another 296 would be undertaken in 2000. The early phase of the reconciliation prioritised immediate rehabilitation needs: similar to the early phases of CARERE I. However, the SEILA participatory structures were immediately introduced in these areas, thereby ensuring that communities defined their own priorities from the start. By the end of 1999, 382 VDCs and 48 CDCs and 6 DDCs had been established.

Approximately 75% of the SEILA expansion in 2000 focused on reconciliation areas defined as communes previously inaccessible due to conflict. Expansion included the new Province of Oudar Meanchey and the Municipality of Pailin, entire Districts in Battambang (4) and Pursat (1), and 20 communes across 6 Districts of Siem Reap. In 2000, assistance through Seila was being provided to a total of 59 communes with a combined total of 493 villages and approximately 315,000 people who prior to 1997 had been out of reach of development programmes and isolated from government.

As a UNDP project, the CARERE presence brought the UN into critical areas for peace-building. CARERE's work drew other UN agencies as well as NGOs to these previously isolated communities. By the end of 1999, CARERE itself had supported the construction of seven schools and the repair of two; 64 wells, 23 community ponds, three reservoirs dug, one district hospital and three health centres constructed; 1400 hectares of land prepared for planting; and the distribution of 2,800 household kits and 5,000 shelter kits.

Building on both the positive and negative lessons of CARERE1, SEILA/CARERE2 was able to avoid unnecessary antagonism between government civil servants and KR local authorities and population. The KR administrators and technicians were given the opportunity to continue carrying out their duties, absorbing the SEILA principles of grass-roots participation, good governance, democratic structures and decentralised decision-making with great facility. The mobilisation of rural communities was very



successful. More than 110 meetings had been organised between Government officials and groups formerly in conflict by the end of 1999, to discuss development issues in the context of the CARERE Reconciliation Programme.

Many observers and CARERE staff referred to villagers as “thirsty for peace and development”. The population in these areas had not been reduced to passivity or dependency by years of international assistance. The growth of literacy courses in many villages, with limited supervision from the Ministry of Education, is an example of the dynamism in these areas. Another important indicator, in terms of freedom of expression, was the rapid and widespread return to religion. Temples were built everywhere and today dominate the rural landscape. Examples of former KR leaders adopting a way of life consistent with Buddhist principles has become extremely common. CARERE2 has been praised for its facilitation and moderating role in the reconciliation of the former opposing groups and institutions. This process of reconciliation was so effective that the population and authorities themselves facilitated the arrest of the last leaders of the Pol Pot regime.



According to Pay Puon, Malai Deputy District Administration and former KR commander, the integrated protection plan of the remaining tropical forest is essential for the country and could ensure economic future of the District, through promoting ecotourism.

Today the villages, communes and districts of the former “KR strongholds” are hosting a population that is 3 times higher than in 1996 and are looking to regional development issues, and in particular ways of ensuring sustainable economic growth leveraging their proximity to the Thai market. They also express concern about the need to balance economic and social priorities, including gender balance and protection of an unique environment: the last remaining islands of tropical rainforest in Cambodia that are key to insure the correct functioning of the watershed on which depend the subsistence of 70 % of the country’s population.

Even if the “peace dividend” taking place after more than 30 years of suffering, death and isolation, is probably *the* key factor explaining why the reconciliation process has been so fast and so deep, CARERE’s application of non-discriminatory principles further deepened that process. CARERE, as a UNDP project, demonstrated the importance of impartiality when undertaking peace-building.

### ***Good Practices:***

**The establishment of development committees** at the village, commune and district levels at the earliest stages of intervening in reconciliation areas provided an appropriate framework for restoring state authority in formerly war-torn areas and facilitated the integration of former opposition leadership in official governance structures.

**A structured participatory approach** to rehabilitation and reintegration boosted the reconciliation process and rapid establishment and consolidation of democracy in the areas which were, until recently, controlled by the Khmer Rouge.

### ***Lessons Learned:***

**The reconciliation programme successfully integrated emergency response and development** through the establishment of rural development structures while at the same time providing emergency humanitarian assistance.

CARERE approach to reconciliation demonstrates the importance of **non-discrimination among different categories of “beneficiaries”** and advocates the need for a holistic approach to rehabilitation to positively impact on reconciliation.

While managing the reconciliation component of the programme, the CARERE team demonstrated the value of putting in practice the **Universal Declaration of Human Rights and the UN Charter’s Principles of fairness and neutrality as regard** to historical events.

## **IV. Where does the money come from: Resource Mobilisation and its impact on Programming**

### ***IV.1. Overall picture***

The CARERE program has been one of UNDP's more effective programs in resource mobilisation – donors have contributed almost \$70 million on top of the \$35 million invested by UNDP from its own resources for the period 1992-2001. UNDP had exceptional CORE resources for the first four years due to funds held for Cambodia throughout the eighties when there was no UNDP program in the country. In addition, ten bilateral and multilateral aid agencies provided \$46 million or 44%, UN agencies provided close to 10% (\$9.9 million) and IFIs 9.4% (\$9.7 million). Since 1998, domestic resources (national budget and local contributions) amounted to \$3.5 million or 3.4 % of the ten-year budget. This has increased significantly over recent years, i.e. in 1999/2001 the national contribution is almost 10% of the CARERE /SEILA program.

There have been difficult periods when funds came in slowly, in part due to external factors, and resource mobilization strategies that were more effective than others. In addition, some strategies that were considered opportune in the short-term, created resource gaps down the line. Therefore, it is useful to examine resource flows in terms of (1) the strategies and source of funds for technical assistance and operations versus investment (i.e. sub-projects); (2) flows in relation to external events; (3) the UNDP commitment and its importance in leveraging other funds; (4) national resources; and (5) resource mobilization links to building partnerships.

**Financial Support to CARERE and SEILA: 1992-2001**

	<b>1992-93</b>	<b>1994-95</b>	<b>1996-98</b>	<b>1999-2001</b>	<b>TOTAL</b>	<b>%</b>
<b>UN SYSTEM</b>						
<b>UNDP</b>	4,744,279	7,084,798	17,809,674	4,861,889	34,500,640	33.3%
<b>UNCDF</b>			1,987,760	2,042,240	4,030,000	3.9%
<b>WFP</b>				2,860,000	2,860,000	2.8%
<b>UNHCR</b>	2,647,392			340,485	2,987,877	2.9%
<b>Subtotal</b>	7,391,671	7,084,798	19,797,434	10,104,614	44,378,517	42.8%
<b>BILATERALS and MULTILATERALS</b>						
<b>Australia</b>		476,145		819,923	1,296,068	1.2%
<b>Canada/IDRC</b>			225,977	99,898	325,875	0.3%
<b>Caisse Francaise</b>		790,575			790,575	0.8%
<b>European Union</b>			2,892,585		2,892,585	2.8%
<b>Finland</b>	449,221				449,221	0.4%
<b>Netherlands</b>	1,767,738	3,421,243	6,050,208	4,463,247	15,702,436	15.1%
<b>Norway</b>		914,993			914,993	0.9%
<b>Sweden</b>		1,459,478	13,435,847	5,652,920	20,548,245	19.8%
<b>UK/DFID</b>	124,571		235,849	950,250	1,310,670	1.3%
<b>USA</b>	1,779,598				1,779,598	1.7%
<b>Subtotal</b>	4,121,128	7,062,434	22,840,466	11,986,238	46,010,266	44.4%
<b>IFIs</b>						
<b>IFAD</b>				5,700,000	5,700,000	5.5%
<b>World Bank</b>				4,099,440	4,099,440	4.0%
<b>Subtotal</b>	0	0	0	9,799,440	9,799,440	9.4%
<b>DOMESTIC RESOURCES</b>						
<b>Local Contribution</b>			400,000	920,000	1,320,000	1.3%
<b>National Budget</b>				2,191,000	2,191,000	2.1%
<b>Subtotal</b>	0	0	400,000	3,111,000	3,511,000	3.4%
<b>GRAND TOTAL</b>	<b>11,512,799</b>	<b>14,147,232</b>	<b>43,037,900</b>	<b>35,001,292</b>	<b>103,699,223</b>	

Source: CARERE, 11/2000

## ***IV.2. Funds for Technical Assistance versus Investment***

The start-up of CARERE, the resettlement phase (1992-93) received \$11.5 million (11% of total) of which 40% was from UNDP. UNDP funds supported core operations and technical assistance component of the project. This pattern of UNDP assuming main financial responsibility for core operations and technical assistance in the start-up can be feature, and at times a problem, of area based programs.

The support for technical assistance and capacity building is consistent with UNDP's mandate, and should be supported by UNDP and cost sharing arrangements with bilateral agencies. However, the inability of UNDP with CARERE to cost and present to donors "operations" as an integral part of sub-projects investments, created an initial assumption by donors that UNDP would pay all the "core office costs", while the donors would buy into the investment portion- cheap investment from the donor point of view. The UNHCR funding approach established this pattern when they "contracted" CARERE to implement

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QIPS, without paying for implementation costs. This pattern was then adopted by UNDP as its strategy to gain additional donor support for investment.

**Resource Flows to CARERE/SEILA : By Phase and Allocation**

PHASES	CARERE TA/OPS		CARERE INVESTMENT	RELATED SUPPORT		TOTAL
<b>1. Resettlement (1992-1993)</b>						
UNDP	4,744,279					4,744,279
UNHCR			2,647,392			2,647,392
Netherlands			1,767,738			1,767,738
USA			1,779,598			1,779,598
Finland			449,221			449,221
United Kingdom			124,571			124,571
<b>Subtotal</b>	<b>4,744,279</b>	<b>0</b>	<b>6,768,520</b>	<b>0</b>	<b>0</b>	<b>11,512,799</b>
<b>2. Institutional Strengthening (1994- 95)</b>						
UNDP	7,084,798					7,084,798
Sweden			1,459,478			1,459,478
Netherlands			3,421,243			3,421,243
CFD				790,575		790,575
Norway			914,993			914,993
Australia			376,145			476,145
<b>Subtotal</b>	<b>7,184,798</b>	<b>0</b>	<b>6,171,859</b>	<b>790,575</b>	<b>0</b>	<b>14,147,232</b>
<b>3. Decentralisation Experiment (1996- 1998)</b>	<b>CARERE TA</b>	<b>CARERE OPS</b>	<b>CARERE INVESTMENT</b>	<b>RELATED SUPPORT</b>	<b>Seila</b>	<b>TOTAL</b>
UNDP	11,924,228	4,182,619	1,702,827			17,809,674
UNCDF	216,823		1,770,937			1,987,760
Sweden	837,635		10,038,277			10,875,912
Sweden/ILO			2,559,935			2,559,935
Netherlands	102,543		3,660,649			3,763,192
Netherlands/ILO			2,287,016			2,287,016
European Union	92,537		2,800,048			2,892,585
UK/DFID			235,849			235,849
Canada/IDRC	225,977					225,977
Local Contribution					400,000	400,000
<b>Subtotal</b>	<b>13,399,743</b>	<b>4,182,619</b>	<b>25,055,538</b>	<b>0</b>	<b>400,000</b>	<b>43,037,900</b>
<b>4. Policy (1999-2001)</b>						
UNDP	3,066,226	1,795,663				4,861,889
UNCDF	250,000		1,792,240			2,042,240
WFP			2,860,000			2,860,000
UNHCR			340,485			340,485
Sweden	3,089,552		2,563,368			5,652,920
Netherlands	800,000		3,613,247			4,463,247
IFAD					5,700,000	5,700,000
World Bank/Post Conflict	193,242		306,198		1,600,000	2,099,440
World Bank/Social Fund				2,000,000		2,000,000
Australia	30,000		689,923	100,000		819,923
UK/DFID	58,100		892,150			950,250
Canada/IDRC	99,898					99,898
Local Contribution					920,000	920,000
National Budget					2,191,000	2,191,000
<b>Subtotal</b>	<b>7,587,018</b>	<b>1,845,663</b>	<b>13,057,611</b>	<b>2,100,000</b>	<b>10,411,000</b>	<b>35,001,292</b>
<b>GRAND TOTAL</b>	<b>32,915,838</b>	<b>6,028,282</b>	<b>51,053,528</b>	<b>2,890,575</b>	<b>10,811,000</b>	<b>103,699,223</b>

UNDP has been able to shift more than 50% of the technical assistance financing in CARERE2 (1996-2001) to bilateral donors and IFIs. This coincided with the emphasis on decentralization, capacity building in local governance and administration and the reconciliation program in the former KR areas. However, operational costs have not been tied to the corresponding investment programs so as to be passed on to donors, and therefore UNDP had to assume exclusive responsibility for these areas.

**Funding of technical Assistance/ operations and investment**

Phase	TA/Operations		CARERE Investment
<b>I. Resettlement: 92/93</b>			
UNDP	\$4,744,279		0
Donors	0		\$6,768,520
<b>II. Institutional Strengthening: 94-95</b>			
UNDP	\$7,084,798		0
Donors	0		\$6,962,434
<b>III: Decentralisation Experiment: 96-98</b>	<b>Technical Asst.</b>	<b>Operations</b>	<b>CARERE Investment</b>
UNDP	\$11,924,228	\$4,182,619	1,702,827
Donors	1,475,515	0	23,352,711
<b>IV: Policy Change: 1999-01</b>			
UNDP	\$3,066,226	\$1,795,663	0
Donors	\$4,520,792	\$50,000	\$13,057,611

***IV.3. Impact of Political Context on Resource Mobilisation***

In the case of Cambodia, there have been ebbs and flows in the availability of funds in relation to donor perceptions of political events. There were two particular periods when resource mobilisation was very difficult: after the withdrawal of UNTAC when security deteriorated and after the political instability at the national level in July 1997. Donors reduced support, cut funds or in the latter case actually stopped some projects mid stream. CARERE, though impacted by this, managed to involve its donors in the CARERE process and thus maintained key support throughout, though at times reduced.

In both of these periods, UNDP viewed the continuation of CARERE activities in the key Northwest provinces as critical to peace consolidation and social and economic stabilisation. The fact that UNDP funds were available, allowed the project to expand its focus to the more long term priorities of poverty alleviation and capacity building for decentralised governance. In the 1994/95 period, donor funds for investment were

relatively stable- with an important increase from bi-lateral agencies (as UNHCR had ended its support for resettlement).

After agreements were reached between the Royal Government of Cambodia and important KR leaders in August 1996 and the former KR areas were to be integrated into the national administrative structures, CARERE added on a Reconciliation component to expand its work into these areas. Some donors were keen to support this providing both investment and technical assistance. An opportunity was again missed to include more of the operations costs in the investment support for the former KR areas.

#### ***IV.4. Importance of UNDP Commitment to leverage other funds***

UNDP made a strong political statement in its support and financial commitment to decentralised peace consolidation through the CARERE program from its inception. The UNDP funding was critical to leveraging funds from bilateral donors and IFIs. But, the UNDP contribution was more substantive than merely seed money to leverage other funds. Without the UNDP technical support along with the substantive core funds, the program would not have been able to be developed and implemented. In the current phase, UNDP support has reduced to 13.8%, but it is still a significant contribution.

UNDP Support for CARERE

Phase	UNDP Support	Total Funds	Percentage of total
1992-93	\$4,744,279	\$11,512,799	41.2%
1994-95	\$7,084,798	\$14,147,232	50.1%
1996-98	\$17,809,674	\$43,037,900	41.3%
1999-01	\$4,861,889	\$35,001,292	13.8%

Source: CARERE, 11/00

#### ***IV.5. National Resource Mobilisation***

National resource mobilisation was introduced in CARERE2, as a local contribution to the investment projects of the Local Development Funds. This was initially set at a minimum of 10% of the total value of the LDF of the project and could be in-kind contribution or in cash. From 1998 onwards, at least 3% of the total 10% had to be contributed in cash. In the 1999/01 period, the national government allocated funds to the LDFs from the national budget. This is an important indication of government's commitment to using the SEILA program as a mechanism to attribute investment funds at the commune and district levels.

#### ***IV.6. CARERE Vision: Resource Mobilisation as Building Partnerships***

In the context of CARERE/SEILA program, some of the donors were partner UN agencies, local communities and national government. These “buy-ins” were in large part attributed to the *CARERE VISION – a key resource mobilisation tool-* and were important steps to operational partnerships. In fact, as the CARERE programme evolved it was decided to keep the name CARERE, but it was changed from Cambodian Resettlement and Rehabilitation Programme to the Cambodian Area Rehabilitation and Regeneration Programme. The CARERE name had become known and was respected by local authorities and communities, while donors also wanted to support the continuation of a successful idea.

##### ***Good Practices:***

**Promotion of cost sharing and building a multi-donor base in large long term peace-building projects is critical to get the projects through the “downtimes”.** CARERE was able to be present at all times, even when others pulled back for security or political reasons. This was possible due to the long-term commitment of UNDP and founders. In terms of peace building, staying on the ground promoted peace. By the end of the program, 50% of TA costs and 100% of the investment were picked up through third-party cost sharing.

**UNDP long term financial commitment leveraged donor funds.** Since CARERE was a centrepiece for UNDP in terms of programme and financial commitment for a period of 10 years, bilateral donors, UN agencies and IFIs saw it as an important and reliable delivery mechanism for their assistance.

**Partnerships with national governmental entities and local beneficiaries in financing promotes ‘ownership’ of the outputs.** CARERE/SEILA promoted local contributions from benefiting communities as well as and support from the national budget. This has been critical to the ‘national’ ownership of the CARERE/SEILA programme.

##### ***Lessons Learned:***

**UNDP projects, such as CARERE, should include the direct and indirect ‘operations’ costs as part of ‘implementation’ cost of sub-projects, so as to ensure the operational base for effective project implementation.** Initially all core ‘operations’ costs were picked up by UNDP. This resulted in a resource mobilisation strategy in which donors could support ‘investment’ costs of rehabilitation projects without supporting the full ‘implementation’ costs. The accounting structure used was such that it was difficult to cost these ‘implementation’ costs, resulting in lost opportunities for resource mobilisation and undue burden on UNDP for sustaining the ‘operations’ costs.



## **V. Technical Assistance and Capacity Building: The Backbone of CARERE2/SEILA**

### ***V.1. Overview***

Once there was some breathing space after the 1993 elections and the return of most of the refugees from Cambodia, CARERE began to reflect on what was going to be necessary to sustain the rehabilitation work undertaken by the project. In the start-up phase, CARERE was more concerned about rapid delivery than capacity building. The international and national staff focussed on operations. As CARERE re-oriented towards a longer-term vision to support the development of local planning institutions for rural development and foster an active role for civil society technical assistance and capacity-building entered as the centrepiece of the strategy.

In 1994, CARERE undertook its first efforts at capacity-building and technical assistance. Initially tied to the development of the Village Development Committees in Banteay Meanchey, CARERE supported villagers in carrying out rapid assessments, putting together village data bases, prioritising problems and setting up and managing VDCs . By the end of CARERE1 (December 1995), 223 VDCs in four provinces had been established as a new link between government (provincial and commune authorities) and civil society.

At the same time (mid 1994), technical assistance was being given on a pilot basis to the Governor's offices to establish and operationalise a Provincial Department of Rural Development (PDRD) and the Provincial Rural Development Committee (PRDC) in the province of Banteay Meanchey. In 1995 these structures were extended to all CARERE provinces. There were over 20 capacity-building projects implemented in 1995 from increasing the computer skills of government employees to the introduction of new budget arrangements or procedures. This was an important initiative to ensure that the PDRC and provincial government departments could become implementing partners for CARERE investment projects- moving towards national ownership and sustainability.

Training and capacity building was not only about organisational development. Cross-cutting issues such as gender, HIV/AIDS awareness and human rights were addressed. Technical skill development in sectoral areas was a critical part of ensuring sustainability of investment projects. The training and skills development support was vast. It included support for Cambodian training institutions as well as specific training in such areas as: seed multiplication, fish farming, vegetable and fruit production, teacher training, upgrading health workers, capacity building for the Cambodian Red Cross Provincial Delegations, irrigation system repair and maintenance, water system maintenance, community development and the organisation of self- help groups.

## ***V.2. CARERE 2: Introduction of Planning and Operations Systems***

CARERE2 as a governance and development project in the Cambodian setting, had to include technical assistance and training as a major output. To undertake this effort, CARERE2 dramatically increased its international and national staffing dedicated to technical assistance. Consistent with its decentralised approach, the bulk of the resources were concentrated in the Provincial Support Offices (PSOs). In 1996, each PSO had an Area Development Manager with a team of four long-term international advisers (planning, community development/capacity building, shared sectoral advisers-agricultural, rural infrastructure, or social development). This was supported by approximately 20 National professionals in each province, who were tasked with capacity building functions with their governmental, commune, district and village counterparts in planning, gender issues, agriculture, education, health, infrastructure, local economic development, monitoring and evaluation and finance.

Issues in defining technical assistance for projects such as CARERE centre around the balance between the international and national staff (numbers and authority); gender, phasing out, and costs.

At its peak, CARERE2 had 35 international staff working at central level and in five provinces in 1997. The exit strategy was an integral part of CARERE2. Increasingly operational functions were passed to provincial authorities while CARERE programme management at the provincial level was assumed by national professional staff, thereby reducing the numbers of international staff. There were year by year reductions, consistent with the increased capacity that were rigorously respected by CARERE. These reductions of technical staff reflected the confidence in the technical assistance in preparing the national counterparts to implement the SEILA program.

By the end of 1998, the expatriate sectoral technical staff of CARERE were phased out, leaving sector NPPPs to provide the technical assistance and training to provincial departments. CARERE facilitated agreements in which UN agencies would provide technical backstopping to the provincial departments in the elaboration and implementation of the annual plans. This was most effective in the health area in which UNICEF and WHO signed such agreements for the SEILA provinces and in agriculture as a part of the IFAD loan with AusAID and FAO providing expatriate technical assistance.

The numbers of people trained by the project was impressive and the content covered a wide range of technical, thematic and organisational areas. However, an equally important feature was the change in the mindset that resulted from day to day contact with the CARERE/SEILA approach. The approach to capacity building was very much based on the “learning by doing” which consolidates the learning in practice.

***Organizational Development and Practices: Training 1996-2000***

Area	Indicative Topics	Types of Participants	Numbers of Participants
Provincial and Local Planning	<ul style="list-style-type: none"> <li>Logframe/OOPP</li> <li>Data collection and analysis</li> <li>Facilitation skills</li> <li>Local planning methods</li> </ul>	<ul style="list-style-type: none"> <li>Department of Planning staff</li> <li>Line department planning focal points</li> <li>Provincial and District Facilitators</li> <li>Commune and Village Development Committee members</li> </ul>	9,700 (Women- 1,160)
Financial Management	<ul style="list-style-type: none"> <li>Government/SEILA finance system</li> <li>Financial reporting and record keeping</li> </ul>	<ul style="list-style-type: none"> <li>Department of Finance staff</li> <li>Line department finance officers</li> <li>CDC and VDC members</li> </ul>	4,300 (Women- 676)
Monitoring and evaluation	<ul style="list-style-type: none"> <li>Basic monitoring and evaluation concepts</li> <li>Indicators and means of verification</li> <li>Data collection</li> <li>Report writing</li> <li>Planning for monitoring and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Staff of the PRDC Monitoring and Evaluation and Information Unit</li> <li>Line department monitoring and evaluation focal points</li> </ul>	268 (women- 75)
Governance	<ul style="list-style-type: none"> <li>Management</li> <li>Good governance</li> <li>Human Rights and Buddhism</li> <li>Democracy and elections</li> <li>Constitution and rule of law</li> <li>Conflict resolution</li> </ul>	<ul style="list-style-type: none"> <li>Directors and staff members of the provincial administration</li> <li>CDC members</li> </ul>	2,468 (Women-264)
Gender	<ul style="list-style-type: none"> <li>Basic gender concepts and awareness raising</li> <li>Gender analysis for planning in key sectors</li> <li>Awareness raising on domestic violence</li> </ul>	<ul style="list-style-type: none"> <li>Members of the PRDC</li> <li>Line department gender focal points</li> <li>CDC and VDC gender focal points</li> <li>CDC and VDC members</li> </ul>	11,505 (Women-5,773)

Technical assistance funding was reduced to \$7.5 million 1999/01 period; half of the 1996-98 phase when it reached \$11.9 million. This a testimony to the transfer of ownership and capacity to Cambodian institutions.

By 2000, systems supported by CARERE technical assistance were functioning within the SEILA program:

- Provincial Planning:** Each province produced annual plans in 1997 and 1998 and multi-year plans for 1999-2000. In 2000, following national guidelines issued by the Ministry of Planning, Five-year (2000-2005) Provincial Development Plans, three-year rolling Provincial Development Investment Plans were updated and one-year (2001) Provincial Seila Investment Programmes were prepared in all provinces with CARERE support. Three-year Commune Development Plans and annual Commune Investment Plans were prepared in 217 communes. District Integration Workshops, to align provincial sector plans, commune plans and the activities of a wide range of international and national agencies, were carried out in 51 Districts in 6 provinces and 1 municipality.
- Local Planning:** Following the annual review of the 1999/2000 cycle of the Local Planning Process (LPP), a comprehensive Manual of LPP Guidelines was prepared for the 2000/2001 cycle. The **Local Development Fund Database**, which enables the

monitoring and evaluation of the LDF projects in all provinces is in both English and Kymer languages has been installed in all provinces with training provided to government and CARERE staff. A database, with sector, census and socio-economic data on all villages within the province aggregated by district, commune and village, is updated in the five original SEILA provinces and has been established in the additional province and municipality in the North-west. Provincial committees and Planning Departments utilise the database for planning, resource allocation, analysis and evaluation.

- *Finance*: CARERE assisted the government in the design of a decentralised finance system for the SEILA program that is compatible with the government's standard procedures. This system, implemented in the SEILA provinces since August 1999, includes procedures for fund transfer to provincial and local levels as well as accounting and reporting on expenditures. The manual for the SEILA finance system is complete and has been authorised by the SEILA Task Force.
- *Program Management Systems*: CARERE assisted the government in devising systems for the management of the SEILA program. Guidelines exist for contracting using government funds, competitive bidding, monitoring and evaluating contract implementation, reporting, and managing personnel. These guidelines make up the SEILA Program Operations Manual that was published in early 2000.

### ***Good Practices:***

**The initial phases of recovery projects in transitional environments need significant technical assistance combined with sufficient infusion of development investments, but with a clear plan for shifts from international to national technical staff and hand-over to government counterparts.**

CARERE had a very large number of international and national professions with TA functions. But this was balanced with an intense TA program of training and support to counterpart departments at the provincial level. In the 1996-2000, there were reductions in TA staff of 20% each year.

### ***Lessons Learned:***

**Technical assistance should be targeted on institutions that are key to the development process.** CARERE/SEILA developed a four year programme of intense training and support so that the rural development institutions at the provincial and local level could implement the decentralised planning processes initiated by CARERE.

## **VI. Policy impact, Co-ordination, Partnerships and Collaboration**

Throughout the life of CARERE, there have been continuing debates within UNDP on the balance between the “downstream” focus of integrated area-based development schemes on investments to reduce poverty (health, education, roads, water supply, agricultural inputs) and the “upstream” policy reforms. Unfortunately, the debates too often get framed as either/or, while both are necessary to have a significant impact on poverty reduction.

In the CARERE case, policy experimentation has been in the areas of public administration, governance and decentralisation of public investment financing mechanisms that are seen as the necessary underpinnings for sustainable development. The “contribution” of CARERE is clear in these areas, as CARERE/SEILA mechanisms been assumed and adopted by the Cambodian Government and are now in place in significant portions of the country. The lessons of CARERE have been integrated into the Commune Administration Law. The policy of deconcentration and decentralisation of government functions and resources has been nurtured and supported by CARERE /SEILA. The models, processes and procedures have been part of an active experiment on the ground, which led to significant reforms.

The framework for development planning is in place; now the challenge is how that local development framework will develop programmes and policies to reduce poverty and promote development. CARERE was weaker in initiating policy dialogue and experimentation in some of the substantive technical areas in which it was working. Technical advisers in substantive areas like, health, education, agriculture, local economic development, natural resource management were phased out in 1998. There were some arrangements made with UN agencies to assume an expanded TA role in their areas of competency. There have been significant resources going to support agricultural production in both CARERE 1 and CARERE 2. However, the focus has been essentially on support for subsistence agriculture- a minimalist approach- as can be seen in the current IFAD project that will provide credit for pre-defined inputs to the family sector.

There have been several UNDP/ILO projects linked to CARERE. Initially, it was hoped that ILO could be a major CARERE partner, not only in rehabilitation of the road network, but as the main reference for economic development related issues. The co-operation initiated as soon as CARERE was launched in 1992, with ILO taking the lead with labour-based appropriate technologies (LBAT) applied to rural infrastructure rehabilitation activities. LBAT was an effective approach to generate employment and improve and maintain essential rural infrastructures.

As soon as other approaches to road rehabilitation were possible, such as contracting public and private firms that used heavy machinery, some controversies developed. Despite impact obtained on the ground, during the preparation of the second phase of

CARERE no suitable management agreement could be reached with ILO and CARERE. Since then, the ILO labour-based rural infrastructure program has evolved at its own pace, in parallel as a merely sector-specific project.

Meanwhile and since 1994, CARERE incorporated a substantial substantive input from another ILO project, aiming at providing technical assistance to the Association of Cambodian Local Economic Development Agencies (ACLEDA). Constituted in the refugee camps, ACLEDA became the main provider of micro-finance services in Cambodia. The partnership established in the framework of CARERE allowed ACLEDA to extend its network of decentralised branches (established at district level) throughout the Northern provinces while permitting rural communities covered by CARERE to benefit from a smooth access to credit. ACLEDA is today a full-fledged licensed bank that remains the main provider of micro-credit for the less advantaged social groups. In general terms, stronger partnership with ILO could have been established within CARERE for the best benefit of Cambodia rural communities.

The District Integration Workshop, introduced by SEILA in 1999, was an effective mechanism to co-ordinate both internal and external resources within a given geographic area. If this mechanism had existed in earlier phases, it would have been a forum in which greater collaboration and co-ordination could have happened between local officials, CARERE and other players. For example, WFP is a strong supporter of this mechanism that allows optimal use of WFP input (essentially food) within broader area-based comprehensive development plans.

In the areas of health and education, there was some improvement in recent years as collaborative agreements have been worked out with UNICEF and WHO to provide technical support to provincial departments. Natural resource management, a key area for Cambodia in terms of long term development planning, has been only scantily dealt with by CARERE.

CARERE, as a UNDP Programme, owes much of its success to adopting an approach of collaboration and partnerships from the start. In area-based development schemes, these partnerships ensured support to the integrated nature of the interventions and build various external as well as local capacities in working towards a common vision. In addition to the collaboration with various UN agencies in the implementation, the actual mechanisms developed by CARERE/SEILA serve as delivery mechanisms for external financing as well as for organisations and agencies outside CARERE.

The CARERE/SEILA program became a mechanism for national and local structures as well as UN agencies to support the development and operationalisation of decentralised participatory development planning. It also provided an opportunity for the UN system to operate as a team and support a common mechanism to provide guidance for their various programs in the CARERE target provinces.

### ***Good Practices:***

**Policy experimentation is most effective when it includes the delivery of projects at the same time.** CARERE/SEILA combined the institutional policy experiment with the actual delivery of projects through decentralised financing mechanisms, that illustrated in practice the positive impact of these policies.

### ***Lessons Learned:***

**Poverty reduction and policy reform should go hand in hand within a single project.** UNDP in the CARERE programme started out with peace building as the driving force and moved to poverty reduction and policy reform in governance and decentralisation. In this process, the TA resources shifted to decentralised planning and management. TA to the content of the planning process was reduced and subsequently suffered. Although extremely cost-effective if compared to approaches that differentiate poverty reduction and policy reform, area-based approach implies substantial technical and investment resources to be available throughout the process of reintegration, rehabilitation, reconciliation and development.







## **ANNEXES**

# Annex 1

## BRIEF CHRONOLOGY OF THE CAMBODIAN CONFLICT (1965-1999)

### 1965

USA sends ground troops to Vietnam; Cambodia cuts diplomatic relations with USA

USA starts bombing Cambodia Parrot's Beak Region (Svay Rieng Province)

### 1969

Nixon approves requests for airstrikes in Cambodia (secret bombing campaign)

### 1970

#### *March*

Lon Nol overthrows "Non-aligned" government by military coup; destituted Prince SIHANOUK sets up government in Beijing (FUNK); Khmer Rouge extend strongholds. USA intensifies bombing against Vietcong in Cambodia (B-52 "Menu" campaign).

#### *October*

Lon Nol proclaims republic: Khmer Republic is born

### 1973

#### *January*

Agreement on cease-fire is signed in Paris by USA and North Vietnam; FUNK refuses to join, USA continues intensified bombing.

### 1975

#### *April*

Khmer Rouge march into Phnom Penh, establishes a terror regime, evacuates cities and massively displace population to the rural areas in forced collectivisation settings.

### 1976

Democratic Kampuchea comes into existence

### 1975 – 1979

Khmer rouge led by Pol Pot implements auto-genocide , killing 1 to 3 million persons. Large-scale physical elimination of intellectuals and supposed opponents. Tension rises between Vietnam and Cambodia. Some KR leaders defect and flee to Vietnam and form with Vietnamese common armed forces (FUNSK) in order to fight Khmer Rouge.

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**1979**

*January*

FUNSK takes Phnom Penh and establishes “People’s Republic of Kampuchea”; Pol Pot and the remaining KR withdraw to the BORDER TO Thailand, starting guerrilla warfare with support from China (among others).

*August*

Prince Sihanouk organises his own resistance movement (MLNK) that will become ANS (FUNCINPEC?) in 1985 (?).

*September*

DK secure UN seat

*October*

An anticommunist nationalist resistance movement (FNLPK KPNLF) is formed; International humanitarian assistance to Cambodia starts; ONU does not recognise new PRK government. USA imposes economic sanctions on Vietnam (and therefore Cambodia).

*November*

Opening of the first “reception center” at the Thai border. In December, 650,000 (?) “refugees” in 13 camps.

**1980**

*December*

End of international emergency relief operation in Cambodia; all UN agencies except WFP and UNICEF leave the country; massive support restricted to reception centres at the Thai border, under UNBRO.

**1981**

*March*

Prince Sihanouk creates FUNCINPEC. The existing three resistance movements form a coalition which is supported by the ASEAN Countries; they establish their bases in the refugee camps along the Thai border ; a defence trench is built along the border on Cambodian territory.

**1982**

*June*

Prince Sihanouk takes the lead of the coalition government in exile.

**1985**

Hun Sen becomes Prime Minister in Phnom Penh. Massive offensive of the Phnom Penh Government resulting in the elimination of most resistance strongholds within the Cambodian territory. 160,000 additional persons flee to the refugee camps along the Thai border.

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**1987-89**

Prince Sihanouk and Hun Sen hold unofficial talks aiming at establishing a government of national unity. In 1988, Prince Sihanouk proposes a 5 points plan of peace (international force, return of the 375,000 refugees, recognition of Cambodian territorial integrity, free elections and international support to economic reconstruction).

**1990**

Formal negotiation between the four Cambodian parties. Creation of the Supreme National Council. As outcome of direct negotiations, Vietnam retreats its forces from Cambodia (done in 1989). Several cease-fires are signed between Cambodian factions that are further broken.

**1991**

*October*

International Peace Conference on Cambodia takes place in Paris in presence of the members of the UN Security Council, the following agreements – proposed by Australia (“Namibian solution”) are reached:

- SNC is the only legitimate body until the 1993 elections are held;
- Up to the elections, the country will be under UN administration that will help organise the elections;
- General disarmament and demobilization will be carried out.

*November*

A two party coalition government comprising the Sihanoukist and Hun Sen factions is set up. UNAMIC established in Phnom Penh

*December*

Discovery of the magnitude of the landmine problem.

**1992**

The peace process is disrupted by continuous political and military disturbances; return of refugees intensifies with support from UNHCR and camps are starting to be closed accordingly. Despite UN forces, KR increases their territorial control up to comprising 2/3 of the 4 northwestern provinces where most returnees choose to resettle, provoking struggles.

UNTAC established in Phnom Penh

**1993**

Despite political tension and economic and social crisis, elections are held as scheduled on 23-25 May with 20 parties competing. KR boycott elections. 60% of voters want return of Monarchy (they did not vote for a “monarchy”—they voted for FUNCINPEC candidates). A coalition government of FUNCINPEC and CPP with double leadership of Prince Ranaridh and Hun Sen as respectively first and second Prime Ministers is set up. UNTAC ends in September.

**1994**

375,000 refugees have returned in precarious conditions due to lack of security, autonomous livelihood and freedom of movement.

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**1996**

Intensive military campaign of Governmental forces against KR strongholds in the northwestern provinces. Integration of KR leaders and followers to governmental forces intensifies. Security in rural area improves significantly.

**1997**

After rising political tension between coalition partners, Hun Sen evicts Prince Ranaridh and becomes the de facto ruler; more than 100 people die in clashes; the center of Phnom Penh is looted, 40,000 FUNCINPEC followers flee and cross the Thai border and resume armed resistance. Most KR units remain neutral.

**1998**

Repatriation of refugees supported by UNHCR (repat 2). Elections bring clear majority to CPP; Hun Sen become the sole Prime Minister; Prince Ranaridh is appointed Chairman of Parliament; Reconciliation with remaining Khmer Rouge units continues.

**1999**

Last KR hard-liner leader Tal Mok arrested. Integration of KR completed. Demobilisation take place progressively. Former KR territories integrated. HCR completes repat2. Freedom of movement throughout Cambodia. End of Conflict.

## **Annex 2**

### **CARERE**

#### **SUMMARY CHRONOLOGICAL RECORD (1991 – 2000)**

##### **1991**

###### **September**

Following signature of Peace Agreement, UNDP hands over UNBRO administration to UNHCR; Humanitarian Assistance and Rehabilitation Operation project (HARO-CMB 91/002) approved by UNDP and the SNC.

###### **October**

UNDP Resident Co-ordinator visits OPS in New York to appraise available intervention models and selected the PRODERE approach, applied in Central America; OPS fields a fact-finding and appraisal mission in Cambodia and sets basis for UNDP/UNHCR partnership for CARERE.

###### **November**

UNHCR and WFP jointly appeal for support to returnees re-integration.

##### **1992**

###### **January**

Signature of the UNDP/UNHCR Memorandum of Understanding that entrusts implementation of UNHC projects to UNDP; establishment of the Joint UNHCR/UNDP Support Unit (JTU), modelled on CIREFCA.

###### **February**

Comprehensive approval of HCR/WFP appeal. Joint UNDP and UNHCR field mission prioritized a list of quick impact projects for a total value of US\$63 millions.

###### **March**

UNDP led inter-agency inter-sector mission develop a comprehensive area-based programme proposal providing guidelines to link reintegration, rehabilitation and further development in the selected target provinces, under the name of Cambodia Resettlement and Reintegration Programme (CARERE).

###### **June**

UNDP Action Committee approves a US\$ 30,000,000 umbrella rehabilitation package comprising CARERE and 3 ILO-executed projects: rural infrastructure, local economic development agencies and vocational training; appointment of the first CARERE programme coordinator.

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**July**

ADS activities initiated in July 1992 under the CMB/91/002 HARO project: opening of the first Province Support Office (PSO) in Sisophon, Province of Banteay Meanchay. Starting implementation of UNCHR funded QIPs in support to returnees that have selected BMC as their place of resettlement.

**August**

Opening the Province Support Office (PSO) in Battambang, Province of Battambang and the Province Support Office (PSO) in Pursat, Province of Pursat. Starting implementation of UNCHR funded QIPs in support to returnees that have selected Battambang and Pursat as their place of resettlement.

**September-December**

PSO teams fully dedicated to deliver UNHCR funded quick impact projects targeting exclusively groups of returnees under direct executing modality.

**1993**

**January**

Approval by UNDP of an advance authorization (US\$7.3 millions) for CARERE, 6 months after operations initiated in the provinces.

**February-March**

UNDP Gender In Development visits CARERE PSOs in Pursat, Battambang and Banteay Meanchay and strongly recommends proper gender strategy to be designed and implemented.

**May**

Last meeting of the Joint Technical Management Unit (former UNHCR/UNDP JSU)

**June**

First change of Programme Coordinator.

**September**

First CARERE external evaluation that played a major role in reorienting CARERE from QIP-based to ADS approach; Change of Area manager in Banteay Meanchay and appliance of area-based approach initiates; First capacity building activities directed to Governmental Institution take place in the agricultural sector.

**October**

Preparation of a development oriented CARERE work plan for CARERE 1994 initiates in the 3 PSUs.

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**December**

Following recommendations of the evaluation mission and through CARERE's technical and financial support, agricultural extension services resumes in a basic scale in Bantey Meanchey and Battambang.

**1994**

**January**

International Conference On the Reconstruction of Cambodia (ICORC) held in Tokyo pledging 630 Millions; Establishment by the Government of Cambodia of the NPRDC (National Programme to Rehabilitate and Develop Cambodia) and of the inter-institutional Committee for Agriculture and Rural Development (CARD) under the chairmanship of the Second Prime Minister. Signature of the CARERE project document.

**February**

Deterioration of security situation frustrates full implementation of development activities foreseen in CARERE 1994 Work plan. As a result, direct execution reduces and planning and capacity building support to line-ministries provincial departments increases.

**March**

UNDP 1991-1993 review mission highlights CARERE as the "center piece" of UNDP's activity in Cambodia.

**July**

Opening of Province Support Office in Siem Reap; Establishment of the first pilot Provincial Department for Rural Development (PDRD) and Provincial Rural Development Committee (PRDC) in Sisophon, Province of Bantey Meanchey. CARERE proposes the concept and supports the elaboration of the Rural Development Structure, composed of province-wide network of local development committees established at village (VDC, members are elected), commune (CDC) and district (DDC) levels.

**September**

Second change of Programme Coordinator. Appointment of the first Deputy Programme Coordinator. First PRDC meeting in presence of the Minister for Rural Development takes place in Sisophon.

**October**

UNDP Executive Board approves the first country programme for Cambodia for the period October 1994 – December 1996, as a transition towards the forthcoming programming cycle (1997-1999).

**November-December**

All line-ministries participate in the formulation of the CARERE 1995 Work Plan in the framework of the newly established PRDC, in Bantey Meanchey, Battambang and Pursat.



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**December**

Establishment of Provincial Rural Development Committees in Cambodia. CARERE assists in drafting corresponding Royal Decree.

**1995**

**January**

Royal Decree n°136 establishes formally the Provincial Rural Development Committees; first VDC formed in Bantey Meanchey.

**February**

Evaluation of Swedish support to emergency aid to Cambodia; 111 VDC have been formed at the end of the month.

**March**

Initial identification mission by UNCDF: propose a swift between Community Development approach to Governance approach through the establishment of a LDF.

**May**

Internal workshop on projects for second phase of CARERE (Mekong River workshop).

**June**

In support to UNDP Country Programme in the field of support RGC in environment management, CARERE extends operations to the Province of Ratanakiri.

**June-July**

Prospective evaluation carried out by UNDP, UNCDF and Representative of the Netherlands updates on progress and weaknesses since 1993 and sets fundamental elements for eventual CARERE 2.

**July**

Changes of PSO Managers in 3 out of 4 provinces

**August-October**

Based on recommendations on the prospective evaluation, UNDP develops programme document for CARERE2, the acronym remains unchanged by the Cambodia Resettlement and Reintegration programme becomes the Cambodia Rehabilitation and Regeneration programme.

**October**

The genuine policy experiment of decentralized local development financing and management CAREER2 will support RGC to carry out takes the name of SEILA (Founding Stone in Khmer).

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**November**

SEILA inauguration event in Ratanakiri: decision is taken to re-advertise all the posts, in order to enforce CARERE 2 orientation towards support a RGC's genuine programme.

**November - December**

Formulation by UNDCF and AIT of CARERE2 Local Development Fund.

**December**

UNDP HQ approves CARERE 2 for 4 years (1996-1999); implementation of micro-projects prioritized by elected VDC's initiates.

**1996**

**January-March**

Primary recruitment of CARERE 2 staff.

**February**

RGC signs CARERE 2 project document; RGC releases its Socio-Economic Development Plan 1996-2000.

**February-March**

Following February 95 evaluation mission, SIDA Sweden carries out appraisal mission results in funding support to SEILA/CARERE 2.

**April**

35 new national professional staff join CARERE 2

**May**

Pilot phase of UNCDF funded LDF commences in Banteay Meanchey and Battambang.

**June**

RGC formally establishes the SEILA Task Force (STF) to be chaired by Ministry of Finance, vice-chaired by Ministry of Interior, under CDC secretariat with Ministries of Rural Development, Planning, Women Affairs and Agriculture.

**July**

11 new international staff join CARERE 2; design of the CARERE 2 M&E system starts; first CARERE 2 planning and orientation workshop; SEILA is conceptually framed within the RGC 5years Socio-Economic Development Plan 1996-2000.

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**August**

UNCDF formulates LDF main phase project document. Change of Deputy Programme Coordinator.

**September**

First SEILA planning workshop held in Sisophon; Local Planning Process facilitation training workshop.

**October**

SEILA Education Planning workshops in the 5 provinces; SEILA Agricultural Planning workshops in the 4 northwestern provinces; SEILA Health Planning workshops in the 5 provinces.

**December**

Implementation of the main phase of the UNCDF-funded Local Development Fund initiates; RGC's 5years Socio-Economic Development Plan 1996-2000 is approved by the National Assembly. Following agreement between Government and Khmer Rouge strongholds leadership of Pailin and Malai on 16 august 96, CARERE can access with PDRDs delegation the newly re-integrated regions of Battambang and Bantey Meanchay: Reconciliation Programme starts in Bantey Meanchey and Battambang.

**1997**

**January**

Training in Technical Support Services by AIT in the framework of LDF; Gender Mainstreaming mission; in-house developed M&E software training and implementation for 96 sub-projects; design of LDF M&E system by UNCDF.

**February**

UNDP-WHO evaluation of Health and Water and Sanitation activities carried out under CARERE.

**March**

Strengthening interaction and collaboration with UN agencies: UNDP-FAO agriculture sector evaluation, ILO-UNIDO small enterprise mission, UNICEF-CARERE memorandum of collaboration; UNCDF evaluates LDF; LDF independent assessment; internal training in project design and formulation.

**May**

Tripartite review involving SEILA task Force, UNDP, SIDA (Sweden), UNOPS and PDRDs representatives.

**June**

CARERE supports study tour by Cambodian delegates to Indonesia to examine ASEAN countries experience in decentralized planning and management of public investment.

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**June – September**

Ministry of Interior governance training (1 month) for province-based officials carried in all provinces.

**July**

Internal impact assessment of July unusual violent events” is carried out in SEILA/CARERE 2 target areas and concludes that no strategic changes are needed but Human Rights awareness is required.

**August**

Environment training workshop in Ratanakiri.

**September**

LDF finance workshop for all 5 provinces; good governance training in Battambang by Cambodian Institute of Human Rights.

**October**

UNDCF review mission of LDF; National Planning Meeting on Province Development Planning: presentation of SEILA procedures and manuals; Study Tour in Philippines on gender mainstreaming approaches; EU visits SEILA/CARERE 2.

**November**

First SIDA Technical Assistance Team mission reviews progress and impact of July events; first official contact with Ministry of Finance (foreseen as STF chair).

**December**

RGC issues Decree establishing SEILA Task Force; first meeting with the STF Secretary (Council for Development of Cambodia - CDC); first CARERE 2 congress attended by 120 staff.

**1998**

**January**

Water and Sanitation strategy agreed; UNICEF/SEILA integration workshop; Monks in Development workshop; Gender in Planning workshop.

First STF meeting; IFAD identification mission.

**February**

FAO mission explores provision of TA to SEILA/CARERE 2; AusAID identification mission; AIT mission to clarify data systems for the Local Planning Process; National Workshop on Rural Development attended by 300 persons.

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**March**

EU evaluation mission; SIDA country programming mission; Second STF meeting; UNCDF mission on IGFT (financially sustainable LDF) by MIT; UNCDF mission to observe CDC integration process by AIT.

**April**

Annual independent LPP/LDF evaluation; CARERE 2 Mid-Term Evaluation.

**May**

Tripartite Review of CARERE 2

**June**

Agreement for testing Village Data Sheets in Battambang; Study tours from Bougainville and Peru visits SEILA/CARERE 2 Reconciliation Programme.

**August**

UNCDF mission to review LPP with participation of UNCDF, MIT and AIT.

**September**

Meeting with Ministry of Interior about prospects of establishing elected Commune Councils. AusAID agrees in principle support to Agriculture Sector (A\$15M) using SEILA process; confirmation by IFAD of loan to RGC in support of SEILA.

**October**

World Bank post-conflict unit mission to SEILA/CARERE2; Ministry of Economy and Finance allocates contribution from National Budget to SEILA; Approval of Amendment to the CARERE 2 Programme Document that extends programme's duration towards end of 2000.

**November**

IFAD formulation mission; Battambang VDC congress attended by 450 elected VDC representatives.

**December**

CARERE 2 provides TA to the Ministry of Interior to help draft Commune Administration Law; Second CARERE staff congress.

**1999**

**January**

SIDA Country Strategy Mission; UNCDF Mission; World Bank PCU Mission.

**February**

CARERE meets World Bank Social Fund to discuss collaboration; Evaluation of UNCDF in Cambodia; Ministry of Interior workshop on Commune Administrative Law attended by 5 ministries and 10 provinces; Consultative Group meets in Tokyo (and examines a US\$22M for SEILA for 1999-2001).

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**March**

Workshop on Medium-Term Vision for SEILA 2000-2003 attended by 6 Ministers, CARERE, UNDCF, SIDA; CDC Congress in Sisophon attended by 1000 elected delegates; gender mainstreaming evaluation.

**April**

WFP-CARERE agreement for reconciliation areas; IFAD appraisal mission and workshop at MAFF; Oddar Meanchey province is created;

**May**

Second SIDA TA Team mission; First meeting of reconstituted STF; Commune Elections Workshop; 20 members of RGC visit SEILA, SEILA national meeting at CDC attended by 60 delegates from donors, UN, NGO.

Tripartite Review Meeting authorizes preparation of a new programme in support of SEILA 2001-2003, with focus on Commune Councils.

**June**

AusAID funding for reconciliation; AUSAID and Asia Foundation support “save” CARERE 2 Private Sector Development initiative: an NGO EDC is set up as PSD Unit successor arrangement; CIDA explores support to SEILA/CARERE in Governance and in Reconciliation.

**July**

STF meets to clarify respective role of PDRD, PDOP and PDEF within PRDC Ex-com, Decree 1761 signed accordingly.

**August**

ILO evaluates positively LBAT and discussions for closer cooperation with SEILA remain inconclusive; IFAD-RGC negotiation for a US\$9M loan in support of SEILA MPP; final independent evaluation of LPP/LDF; UNCDF evaluation of LDF main phase (1997-1999)

**September**

Governors present PDP2000 at Ministry of Interior: SEILA-supported provinces stand out far above the others; arrival on the new UNDP RR; Memorandum of Understanding between CARERE and WB Social Fund allocating US\$2M in SEILA provinces; efforts developed for better integration UNICEF/SEILA in support of Ministry of Education.

**October**

SIDA, Netherlands, UNDP and WB agree on CARERE’s involvement in demobilization.

**November**

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EDC incorporated; STF approves 2000 SEILA Investment Plan; SEILA/CARERE2 supported Land Use Planning Unit presented to CMAC and demining community; Belgium programming mission visits SEILA/CARERE2.

**December**

At the occasion of RBA Director to Cambodia, Prime Minister thanks UNDP for CARERE; PRAC approves all 5 provincial contracts corresponding to 2000 investments; 2000 CARERE Workplan sent to UNDP for approval.

**2000**

**January**

AusAID first progress review in Samlot, the most-recently integrated district; IFAD start-up workshop; STF meets on 2001-2005 framework.

**February**

UK DFID mission visits SEILA/CARERE2; final review of SEILA Programme Framework 2001-2005 by STF.

**March**

SEILA strategic evaluation studies replication of approach, systems and procedures for new provinces; Commune Planning System Technical Review; SIDA Programme Advisory Group mission.

**April**

Support to preparation of SEILA paper to be presented at CG meeting.

**May**

WB identification mission of a US\$30M loan to Rural Infrastructure through SEILA; 13 persons UNDP Executive Board delegation visiting Cambodia is exposed to SEILA/CARERE2; EDC organizes the 2<sup>nd</sup> Annual Meeting of Cambodian Rice Millers Associations.

Consultative Group Meeting held in Paris: SEILA seen as model of partnership approach called by donor community.

**June**

CDC Congress is held in Siem Reap; 4<sup>th</sup> Tripartite Review Meeting approves extension for 6 additional months (end June 2001) and expansion from 5 to 12 provinces; 3<sup>rd</sup> CARERE Staff Congress.

**July**

CARERE and UNICEF agree on joint-support to MRD in building capacity of Oddar Meanchey new province; External Audit of SEILA by Price, Waterhouse & Cooper; Ministry of Interior held 3days National Workshop on Deconcentration.

**August**

CARERE teams focus on expansion related issues.

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**September**

SEILA 2001-2005 Programme Document Formulation Mission; SIDA PAG mission.

**October**

WFP/CARERE evaluation of WFP/SEILA collaboration; final report on SEILA/CARERE support to reconciliation; SEILA M&E design mission initiates; SME workshop organized by EDC.

**November**

STF-Donor meeting on SEILA 2001-2005 Programme Document; UNDP initiates formulation of support programme to SEILA 2001-2005



## Annex 3

### KEY CARERE BIBLIOGRAPHY REVIEWED

- 1991 CARERE proposal
- 1992 Workplan formulation mission report
- 1992 CARERE First evaluation
- 1993 CARERE Project document
- 1993 CARERE Evaluation Report - Summary-
- 1993 RESETTLEMENT & REINTEGRATION: The CAMBODIA experience  
and its LESSONS
- 1995 CMB/95/006 - EU Contribution to CARERE
- 1995 CARERE PROSPECTIVE EVALUATION REPORT
- 1995 Note on CWBN? Higgins of 27/9/95 re: cARERE2 support costs
- 1995 UNCDF PROJECT AGREEMENT LDF Pilot phase
- 1996 CARERE2 PROJECT DOCUMENT
- 1996 Strategic planning and M&E
- 1997 Background note on ILO UNOPS co-operation in the framework of  
CARERE
- 1997 PROJECT PERFORMANCE EVALUATION REPORT SUMMARY  
SHEET
- 1997 CARERE 2 HAVE A LOOK HAVE A CHAT MISSION
- 1998 CARERE 2 MID-TERM EVALUATION REPORT
- 1998 AMENDMENT TO THE PROJECT DOCUMENT

1999 SEILA Investment Plan 2000

2000 REPORT AGAINST LOGFRAME INDICATORS 1996 – 1999

2000 Draft Report of the Joint Evaluation Mission

2000 SEILA DECENTRALISATION SUPPORT PROGRAM  
FORMULATION MISSION

2000 Interim Report of support from UNDP/CARERE to the pilot  
demobilisation

2000 Seila Program Document 2001 – 2005