

Joint Programme Document

A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number** *(leave blank / automatically populated in Atlas)*
- 3. Joint programme title:** Supporting the National Social Protection Policy Framework in Cambodia
- 4. Short title:** Social Protection Floors in Cambodia
- 5. Country and region:** Cambodia
- 6. Resident Coordinator:** Pauline Tamesis, pauline.tamesis@un.org
- 7. UN Joint programme focal point:** Koh Jie Yu, ILO, Social Protection Program Manager, koh@ilo.org
- 8. Government Joint Programme focal point:** Mr. Chan Narith, Secretary General of the National Social Protection Council (GS-NSPC), cnrchan@gmail.com

9. Short description:

This JP will contribute to the nation-wide rollout of the comprehensive National Social Protection Policy Framework (NSPPF). The goal of the framework, and this JP, is to lead to more people being covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system. By 2022, 200,000 pregnant women and children will benefit from a cash transfer programme, with an additional 1.5 million people to be covered by pension schemes. This JP forms part of a broader social protection programme co-funded 40% from UK, Sweden, Korea and 1.5 mil Euros from the EU Program on improving synergies between SP and PFM (one of 5 countries that received this funding). In addition to increased coverage, the activities under this UNJP aim to increase cross-governmental collaboration on social protection, improved analysis of who is being left behind, and increased fiscal space for social protection. These activities will be carried out in collaboration with United Nations partners such as the World Bank, GIZ and USAID.

10. Keywords: Social Protection, Child Grant, Systems Development, SDG, Cambodia, Delivery

11. Overview of budget

Joint SDG Fund contribution	USD 1,999,173
UNICEF	USD 695,000
ILO	USD 280,000
WHO	USD 225,000
TOTAL	USD 3,199,173

12. Timeframe:

Start date	End date	Duration (in months)
1 st January 2020	28 th February 2022	26

13. Gender Marker: 2

14. Target groups *(including groups left behind or at risk of being left behind)*

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Youth		X
Persons with disabilities	X	
Older persons	X	
Minorities (incl. ethnic, religious, linguistic...)		X
Indigenous peoples		X
Rural workers		X
Migrants		X

15. Human Rights Mechanisms related to the Joint Programme

The UNJP responds to recommendations from the following human rights mechanisms:

- Committee on the Elimination of Discrimination against Women (CEDAW)
- Committee on the Rights of the Child (CRC)

16. PUNO and Partners:

16.1 PUNO

- Convening agency:
 - o ILO: Buckley, Graeme, ILO DWT and CO Director for Thailand, Cambodia and Lao PDR, buckleyg@ilo.org, skype business (use email address); +6622881683
 - Other PUNO:
 - o UNICEF: Foyouzat, Foroogh, UNICEF Representative, Cambodia, ffoyouzat@unicef.org, +85523260200;ext=200
 - o WHO: Dr Ailan, Li, WHO Representative, Cambodia, lia@who.int

16.2 Partners

- National authorities:
 - o NSPC, Mr. Chan Narith, Secretary General of the National Social Protection Council (GS-NSPC), cnrchan@gmail.com
 - o MoSVY, Mr. Boros Samheng, Secretary of State, Ministry of Social Affairs, Veterans and Youth Rehabilitation, samhengboros@gmail.com
 - o MoH: Dr Oum Samol, Under-secretary of State, Ministry of Health, samoloum@gmail.com
 - o NSSF, Mr. Ouk Samvithyea, Government Delegation in charge of the Executive Director of the National Social Security Fund (NSSF), samvithyea@nssf.gov.kh
 - o NIS: Ms Hang Lina, Delegate of Royal Government of Cambodia in-charge of Director General of the National Institute of Statistics

SIGNATURE PAGE

<p>Resident Coordinator <i>Date and Signature</i></p> <p>[Redacted]</p>	<p>National Coordinating Authority <i>Name of institution</i> <i>Name of representative</i> <i>Date</i> <i>Signature and seal</i></p>
<p>Participating UN Organization (lead/convening) <i>ILO</i> <i>Graeme Buckley</i> <i>Date</i> <i>Signature and seal</i></p> <p>[Redacted]</p> <p>31 Aug 20</p>	
<p>Participating UN Organization <i>UNICEF</i> <i>Foroogh Foyouzat</i> <i>Date</i> <i>Signature and seal</i></p> <p>[Redacted]</p> <p>31.08.2021</p>	
<p>Participating UN Organization <i>WHO</i> <i>Name of Representative</i> <i>Date</i> <i>Signature and seal</i></p> <p>[Redacted]</p> <p>4 Sep 21</p>	

B. STRATEGIC FRAMEWORK

1. Call for Concept Notes: 1/2019

2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

3. Overview of the Joint Programme Results

3.1 Outcomes

- Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.
- SP benefits' scope and coverage extended to uncovered groups through improved delivery of services including the new cash transfer for pregnant women and children

3.2 Outputs

- Output 1.1. - Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented
- Output 1.2 – National and sub-national stakeholders have stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection programmes
- Output 1.3 – Legislative framework for social protection is improved
- Output 2.1 Social protection schemes have been updated and integrated to expand social protection coverage
- Output 2.2. Institutional capacity to administer and deliver social protection is strengthened

4. SDG Targets directly addressed by the Joint Programme

4.1 List of targets

- SDG 1.3 on Social Protection systems and measures
- SDG 2.2 on ending all forms of malnutrition
- SDG 3.8 on Universal Health Coverage
- SDG 16.6 on the development of effective, accountable and transparent institutions at all levels

4.2 Expected SDG impact

Within its UNDAF 2019–2023, the UN has identified key accelerators or catalytic programme areas that will seek to trigger positive multiplier effects across the UNDAF outcomes and the SDGs. The UN in Cambodia will use these accelerators as key drivers for strategizing and prioritizing programming to increase the speed of attaining one or several SDGs and UNDAF outcomes, and to boost dynamic interactions across SDGs and UNDAF outcomes. This will include promoting synergy and complementary approaches, and leveraging the work of each agency to obtain shared results; pooling expertise; working together to build stronger

partnerships; and eliminating overlap and duplication. The four accelerators are: Social Protection, Nutrition, Youth and Data. This Joint Programme will focus in particular on Accelerator 1: Strengthening capacity for implementation of the National Social Protection Policy Framework towards poverty eradication in Cambodia.

5. Relevant objective/s from the national SDG framework

- 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and vulnerable
- 2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons
- 3.9 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all

Taken from the Cambodian Sustainable Development Goals Framework 2016-2030.

6. Brief overview of the Theory of Change of the Joint programme

5.1 Summary:

The overall objective of the UNJP to contribute to the nation-wide rollout of the innovative National Social Protection Policy Framework (NSPPF) which was established for the first time in Cambodia. This will lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system. The ToC of the project is that the provision of technical advice through the UNJP (in the activities listed below) will lead to improved capacity on the side of the RGC, including the leadership and coordination capacity of the NSPC, to implement fully the NSPPF and to expand social protection policies. The option to prioritize the investment in systems, with a particular focus on promoting innovations on administration and delivery mechanisms, is expected to ensure the impact in the wellbeing of the most vulnerable populations not only during, but beyond the period of the UNJP implementation. This, in turn will accelerate the achievement of the selected SDG targets.

5.2 List of main ToC assumptions to be monitored:

- RGC commitment to financing social protection
- Political commitment to implement NSPPF
- SP bodies engage with JP
- Capacity building activities translate into concrete actions
- NSPC fully operational

7. Trans-boundary and/or regional issues

Considering the fact that Thailand, Cambodia, Lao and Viet Nam were selected to benefit from the SDG Fund, the UN team in Cambodia, under the leadership of the RC, will explore with other RCO the possibility of organizing a regional event not only to share the lessons from the UNJP implementation, but using the UNJP frameworks to promote sharing of challenges and best practices between countries in the Mekong Region.

C. JOINT PROGRAMME DESCRIPTION

1. Baseline and Situation Analysis

1.1 Problem statement

Cambodia is a lower middle-income country with a GDP per capita of \$1512 per annum (2018). Cambodia has a population of 16.6 million people of whom one-third (32.2%) are under the age of 15 and only 3.8% are 65 or older.

Cambodia's economy has experienced strong growth in recent decades with an average growth rate of 7.7% between 1995 and 2018. Conversely, poverty has fallen significantly. According to national estimates, the poverty rate fell from almost half of the population in 2007 (47.8%) to 13.5% in 2014. However, a large proportion of non-poor households sit just above the national poverty threshold and are vulnerable to falling back into poverty. In addition, broader measures of deprivation have fallen more slowly than income poverty. A recent analysis by the General Secretariat of the National Social Protection Council revealed that nearly 50% of the population exists not far above the poverty line (and a small percentage below the line). These represent the most at-risk population, and the work which the Royal Government of Cambodia, and the UN partners, seek to do under this proposal is intended in particular to protect those 10 million people. The expectations are not to reach these targets in the next years, but to start developing the systems that will allow these numbers to be reached in the future. In particular the coordination and monitoring themes have the potential to positively impact virtually all of this group.

Women are particularly affected by poverty and deprivation. An ADB study found that female-headed households with more than two children and no adult males are much more likely to be poor and the girls more likely to be working. Households headed by women are likely to be more vulnerable; they are also likely to experience shocks differently than male-headed households, largely due to social norms and more limited economic opportunities and income. On average, households headed by women have smaller land holdings than men. Women's participation in the labour force is high, but about 70% of employed women, compared to 59% of men, are in vulnerable employment.¹ Similarly, an OECD Social Protection System review (2017) found that 22.5% of female headed households were assessed to be poor compared to 20.1% headed by men. The ADB study also found that 'Evidence of high malnutrition and anaemia among women and a high incidence of domestic violence indicate women's inferior position and disadvantaged access to resources'. The probability of being poor is also higher among ethnic minorities.

Children continue to be more vulnerable to both monetary and multidimensional poverty than other population groups. According to the UNICEF Child Poverty in Cambodia Report of 2018, 16 per cent of Cambodian children live under the poverty line. Children in households with larger number of children, as well as children in the age group 0-4 remain poorer than older children or children living in smaller-sized households. When it comes to multidimensional poverty, overall 48.7 per cent of children in Cambodia are deprived in at least three critical dimensions of their well-being, with nutrition, early childhood development, sanitation and housing appearing to be the most critical across the whole cycle of childhood. There are significant geographical disparities in distribution of child poverty (42.8 per cent in the plains

¹ ADB, *Cambodia Country Poverty Analysis 2014*, ADB.

compared to 7.2 in coastal areas). As is the case with monetary poverty, children 0-4 continue to face highest level of non-monetary poverty, marked by the most severe deprivations in their nutrition, early childhood development, and housing. Whereas Cambodia has made considerable progress in improving maternal and child health, with the infant mortality rate decreasing from 66 per 1,000 live births in 2005 to 28 per 1,000 live births in 2014, child stunting remains high. Cambodia's most recent Demographic and Health survey (2014) indicates that one-third (32% or approximately 500,000) of children under five are stunted. Stunted children are more likely to experience multidimensional poverty (72.2 per cent of stunted children 0-4 face multiple deprivations compared to 55 per cent of children who are not stunted).

The RGC has recognised the important role which social protection can play in addressing poverty. It adopted the *Social Protection Policy Framework 2016 – 2025* (building on the National Social Protection Strategy for the Poor and Vulnerable 2011-2015). The new Policy Framework takes the life-cycle approach to social protection. The RGC's long-term vision for social protection in Cambodia is to build an effective and financially sustainable system which serves as a policy tool to reduce and prevent poverty, vulnerability and inequality, while at the same time boosting human development and national economic growth. The Policy Framework aims at harmonizing, integrating and strengthening existing schemes and expanding the social protection floor to respond to all contingencies throughout the life-cycle. The system envisioned rests on two main pillars: social assistance and social insurance. The Framework recognises the protection of pregnant women and children as a key target group while also prioritizing the support to children of school age, the special vulnerability of persons with disability and the elderly with the vision of developing and integrated social assistance approach supporting Cambodian citizens over their life-cycle.

A low level of domestic resources (0.3% of the gross domestic product according to the OECD) is allocated to SP. There is currently very limited monitoring of the impact of social protection policy on the population. By improving policy dialogue and monitoring within Government, this JP intends to ensure that up to ten million Cambodian citizens (quintiles 1 to 3) at risk of inadequate social protection are covered.

Cambodia currently has a fragmented social protection system. In terms of social insurance, the existing system covers only employment injury insurance, social health insurance and pensions. To date, only civil servants have benefited from statutory pensions, leaving the majority of the population vulnerable to old age poverty. The National Social Security Fund (NSSF) is responsible for the administration of the social insurance schemes. Due to high levels of informality, only a small percentage of the Cambodian population is covered by social insurance.

There are limited social assistance measures. According to the World Bank, coverage of safety nets remains at only 2 percent of the poorest quintile of the population, compared to an average of 53 percent in East Asia and 50 percent among other developing countries. The current social assistance measures are in the early stages of their development.

In 2018, the RGC has decided to prioritise development and delivery of the Cash Transfer Programme for the poor pregnant women and children 0- 2 years of age. A number of pilot projects have been implemented with the support of development partners (including UNICEF) and NGOs. An evaluation of a UNICEF-supported pilot found that it was relevant and that it was effective in increasing utilisation of some health services. It also found that women predominantly decided on the use of the cash transfer money. The official RCG Cash Transfer programme for poor pregnant women and young children 0-2 is a poverty-targeted programme that has been launched in 2019 with an aim to promote health and nutrition of

children in early stages of life. The programme, with UNICEF technical and financial assistance, is fully supported by the RGC in line with the commitments set in the National Social Protection Strategy 2016-2025. This conditional cash-transfer programme is currently delivered by the Ministry of Health with an imminent transfer of delivery to Ministry of Social Affairs, Veterans and Youth Rehabilitation in 2020. The programme aims at providing sufficient and adequate cash transfers – amounting to a total amount of 200 USD per mother/child under condition that both mother and child meet a complex set of conditions - to increase uptake of critical antenatal and postnatal health services by pregnant women, new mothers and young children, smoothen the consumption and provide critical behaviour change messages aimed at eventually improving the nutrition and overall development of young children. Given the early stages of the implementation, the data on coverage and effectiveness of the programme are as of yet not available. Given that this is the first social assistance programme with a large-scale coverage launched by the RGC, the continued investment in improving the programme and addressing the gaps in the delivery mechanisms, monitoring and evaluation as well as overall capacities of national stakeholders to deliver the programme effectively is prioritized under this UNJP.

It is evident that the social assistance programme in Cambodia is in its early stages of development and marked by the significant gaps in capacities and the system design, including coverage, delivery systems, targeting and M&E. The system is still fragmented and marked by different implementors and sources of finance. The lack of trained social service workforces able to ensure adequate targeting and linkages between cash transfers and other required basic and social care services is considered one of the key challenges in the delivery of integrated programmes following the life-cycle approaches envisaged under the national Policy Framework.

However, with the gradual increase in coverage and scope, as well as capacities to plan and deliver the programme, the opportunities are arising to support the RGC in developing a more coherent and integrated system of social assistance focusing on effectiveness and efficiency of evidence-based delivery and financing across the life-cycle. The UNJP, in partnership with other actors in social protection, will contribute to filling in some key capacity gaps in the design of the national programme so as to increase the coverage of cash transfers for children, persons with disability and the elderly through a more unified design that is supported by improved planning and M&E framework (including consistent and harmonized data collection and reporting tools) as well as delivery capacities at both central and decentralized levels.

The ten-year Social Protection Policy Framework foresees major legal, institutional and financial reforms to support a gradual expansion of coverage, in line with the country's expanding economy and fiscal space. Beginning with the enhanced governance of the system, the Government has established the National Social Protection Council to lead the reform. The Council is composed of members from key line ministries. Its main tasks include (i) coordinating policy formulation on social protection; (ii) monitoring and evaluating the implementation of policy; and, (iii) ensuring synergy between the two pillars of the system.

The proposed Joint Programme aims to address the key issues identified in National Strategy. First, given the establishment of the National Social Protection Council, the JP will ensure that the Council is better equipped to ensure policy coherence and provide oversight over social protection policies. Currently, with the exception of a limited groups, awareness of social protection issues is limited. The JP will provide capacity-building support to the Council. The participating United Nations agencies will work with the NSPC (the NSPC will be the leading government counterpart) and line ministries through ongoing in-situ capacity-building, whereby technical experts will work with government representatives in a learning-by-doing methodology. It is important to note that the coaching methodology will be standard under

this JP. Assistance will focus on essential areas (e.g. improved high-level policy dialogue, improved social assistance programme design and administration, improved monitoring and policy formulation), and ensure, as an outcome, that government counterparts are able to carry out these ongoing tasks more independently.

Second, building on the pilot schemes which have already been implemented in Cambodia, the JP will support the extension of the coverage of social protection benefits to uncovered groups, through the expansion of the new government-funded, nationwide cash transfer programme for pregnant women and children. The cash transfer, by increasing their income, will directly contribute to the ability of the chronically poor households to increase the uptake of health services, and to broaden their choices when it comes nutritional needs of the young children and provision of balanced and healthy diet. The cash transfer programme, in addition to improving the health and nutrition indicators of children, is expected to contribute to increase the resilience of households to shocks and potentially promote their participation in labour market for a more sustainable impact on child development and prevention of intergenerational cycle of poverty.

Third, in order to support these significant steps in setting up a new social protection institutional architecture and expanding coverage, the JP will support the institutional and technical capacity for delivering social assistance and social insurance benefits, for conducting dialogue on social protection topics and for analysing and responding to monitoring data. The RGC has a significant institutional potential for monitoring social protection, in the form of the National Institute of Statistics (NIS), however there is some way to go to realize that potential. Furthermore, the National Institute of Statistics has been implementing a national household survey for more than a decade, namely the Cambodia Socio-economic Survey (CSES). Although the NIS is very capable at implementing this survey (survey preparation, data collection, tabulation), its capacity to analyse the data is not as advanced. One of the goals of this project is to work with the Department of Social Statistics on building their capacity in this area. This will take the form of in-situ training using a learning-by-doing approach.

The political commitment behind the actions proposed under this UNJP is significant. Social Protection is one of the top topics under the Prime Minister's agenda, as demonstrated in the recent high-level policy dialogue between the Government and the UN. Social Protection became one of the Government flagship areas partially to deal with social discontentment. With perception on inequality increasing, social protection is an important instrument to ensure that wider groups of the population have access to the benefits of economic growth. This proposal was endorsed by the Secretary General of the National Social Protection Council, who did so on behalf of the other Government ministries who would be partners under this proposal.

The JP was designed in direct support of Government priorities and reflects the high level of its political will to eradicate monetary and multidimensional poverty. Cambodia's Rectangular Strategy Phase IV, which outlines national development priorities for 2019–2023, clearly spells out desired human development outcomes, and focuses on achievement of cross-sectoral results including multi-dimensional child poverty.

The JP is in line with the Cambodia UNDAF 2019-23 Outcome 1: By 2023, women and men in Cambodia, in particular marginalized and vulnerable populations have their basic (economic and social) needs addressed equitably as they benefit from and utilize expanded quality social services and social protection in a more resilient, fairer and sustainable society; and Accelerator 1: Strengthening capacity for implementation of the National Social Protection Policy Framework towards Poverty Eradication in Cambodia.

Achievement of the key JP results would have a significant impact on a number of SDGs. In particular, it will accelerate progress to achieving

- SDG 1.3 on Social Protection systems and measures
- SDG 2.2 on ending all forms of malnutrition
- SDG 3.8 on Universal Health Coverage
- SDG 16.6 on the development of effective, accountable and transparent institutions at all levels.

1.2 Target groups

The ultimate beneficiaries will be children, women and men in Cambodia, who will all benefit from a more inclusive, efficient and sustainable social protection system, one with a preliminary focus on vulnerable persons who currently are not covered by any type of social protection. In particular, the JP will benefit disadvantaged women and children through the implementation of the cash grant.

Women – As discussed above, women are particularly affected by poverty and deprivation. Some households headed by women are more likely to be in poverty and female-headed households are more likely to be vulnerable and to experience shocks differently than male-headed households, largely due to social norms and more limited economic opportunities and income. On average, households headed by women have smaller land holdings than men and women are more likely to be in vulnerable employment. Research has found evidence of high malnutrition and anaemia among women

Children- Despite significant progress in recent years, children remain a very vulnerable group and child stunting remains high. Cambodia’s most recent Demographic and Health survey (2014) indicates that one-third (32% or approximately 500,000) of children under five are stunted. Child mortality has declined but is highly correlated with wealth, especially for children 1-12 months old, and is much higher in rural areas. Child mortality is 3.3 times higher for the poorest quintile compared to the wealthiest and is three times higher for rural children compared to urban children. Mortality is also related to the level of the mother’s education (which is in turn correlated with poverty). Children born to mothers with no formal education are twice as likely to die compared to those whose mothers received secondary education or higher.

The financially disadvantaged, those living in rural areas, the chronically ill, older people - Studies have shown, including a couple focused on Cambodia, that households face increased financial risk where those households are located in rural areas, where a member is chronically ill, or where there is an elderly member of the household.

A number of human rights mechanisms have set out country-specific recommendations relevant to these groups. In its concluding observations, CRC Committee, 2011 referred to the urgency of reducing poverty and improving the standard of living of children in Cambodia. 59.

While noting the adoption of a National Strategy for the Poor and Vulnerable, the Committee is nonetheless concerned that in spite of significant and sustained economic growth over the past decade, the benefits of this growth have not been distributed equitably, as one third of the State party’s population is still living below the poverty line, and only one fifth of the population in rural areas having access to sanitation. The Committee is also concerned that existing social safety net initiatives, scholarships and food for work, for example, are fragmented in their implementation and limited in their geographical coverage.

60. The Committee urges the State party to strengthen its efforts to provide support and material assistance to economically disadvantaged families, notably those living in rural areas, and to guarantee the right of all children to an adequate standard of living.

The CRC (para 53-4) also expressed its concern at the limited availability, accessibility, quality and utilization of health services, especially in remote areas, the widespread shortage of skilled health personnel and the persistent inequalities in health-care access and use between rural and urban areas. The Committee also expresses particularly concern that:

- (a) Infant, under-five and maternal mortality rates remain high;
- (b) Half of the State party's under-five children are underweight;
- (c) An estimated 100 children die every day in the State party as a result of preventable and treatable diseases such as diarrhoea and pneumonia;
- (d) There are no free medical services for poor children, including children in street situations; and
- (e) There is a dearth of mental health services for children in the State party.

The CRC recommended that the State party:

- (a) Expand access to free primary health-care services across all provinces and allocate sufficient human, technical and financial resources for the delivery of these services in such a manner as to benefit people in both urban and rural areas;
- (b) Strengthen its efforts to reduce the death rates of new-born and young children and pregnant mothers, including better pre-natal and delivery care,
- (c) Take urgent measures to address comprehensively the problem of malnutrition in children under the age of five;
- (d) Take urgent action to address preventable health problems among children, including iodine deficiency, malaria, diarrhoea, acute respiratory diseases, measles and meningitis;

CEDAW (concluding observations of 2013, para 39) recommended that the State party strengthen the implementation of programmes and policies aimed at providing affordable access to health care for women, especially poor women, women with disabilities and older women.

The approach adopted here is fully in line with the recommendations of human rights mechanism as set out above.

1.3 SDG targets

The project address directly four SDGs, namely SDG 1.3 (Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable), SDG 2.2 (end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons), SDG 3.8 (Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all), and SDG 16.6 (Develop effective, accountable and transparent institutions at all levels).

The SDG Target 1.3 is measured by the percentage of population effectively benefiting from social protection benefits. SDG 1.3 includes several indicators and most of the information is available from administrative data. However, according to the latest data compiled (WSPR 2017) information for Cambodia was only available to two indicators.

- Percentage of persons above statutory retirement age receiving old-age pension 3.2 %
- Percentage of working age population contributing to the pension system 0
- Percentage of persons with severe disabilities receiving disability cash benefits N/A
- Percentage of women giving birth receiving cash maternity benefits N/A
- Percentage of persons covered in the event of work injury 15.3
- Percentage of children/households with children receiving child or family cash benefits 0

The data available shows the long path to be done towards a more comprehensive coverage, but also in terms of data collection and processing. Progresses will be measured through compilation of administrative data available, preferably through the Social Protection Monitoring Framework currently being developed by the GS-NSPC.

The SDG target 2.2 is measured by the prevalence of stunting among children under 5 years of age and the prevalence of malnutrition (wasting and overweight) among children under 5 by type. The Cambodia DHS 2014 has established the baseline indicators for Target 2.2 at:

1. 32 per cent of children in Cambodia are stunted
2. The CDHS has provided additional information relevant for the objectives of the UNJP, including:
 - Size at birth is an important indicator of children’s nutritional status. Nearly 2 in 3 children (63 percent) reported to have been very small at birth are stunted.
 - Children whose mothers are underweight are more likely to be stunted (44 percent) than children of normal weight mothers (32 percent).
 - the prevalence of stunting is higher among children living in the poorest households (42 percent) than among children in the richest households (19 percent).
3. 10 percent of children in Cambodia under age 5 are wasted
 - As was the case with stunting, there are significant correlation between levels of wasting, the nutritional status of mothers, size at birth and the poverty of the households.

Nationally established targets for stunting and underweight are set at:

1. For stunting: 25 per cent by 2020; 20 per cent by 2025 and 15 per cent by 2030.
2. For wasting: 6 per cent by 2020; less than 5 per cent by 2025.

The Progress made by Cambodia in achieving the Target 2.2. will be measured by CDHS implemented in 2020, with full report expected in 2021. Given that the expected results under the UNJP, the national roll-out of the cash transfer programme for poor pregnant women and children 0-2, is expected to contribute directly to the household income, food security and uptake of health and nutrition services, and by proxy, to reduction of child malnutrition, the project will closely monitor and measure the inclusion of the poor women and children 0-2 and uptake of critical health services from the onset of the project, including the number of ante-natal check-ups, deliveries in health facilities, the post-natal check-ups for both mothers and children until the child reaches 24 months. The estimated annual target for the inclusion

of poor mothers and children in the programme has been set at 60,000 beneficiaries per year starting from zero as of January 2020.

SDG 3.8 addresses the goal of universal health coverage. Target 3.8.1 looks at the coverage of essential health services, and target 3.8.2 looks at the financial risk protection afforded the population. For target 3.8.1 the indicator is measured by means of a composite index of the availability of 16 services, and is scored out of 100. The figure for Cambodia for 2015, which are the latest available, is 55. For target 3.8.2 the indicator is measured based on catastrophic expenditure as a result of paying for health services. There are two measures used, one of expenditure of more than 10% of household income on health payments, and the other of 25% or more of household income on health payments. Draft figures for 2014 indicate that 15.3% of population incurred expenditures greater than 10% of household income, and 5.2% incurred expenditures greater than 25%.

These indicators are difficult to influence in the short term. However, the focus of the work under this project is more to dramatically increase the ability of the Royal Government of Cambodia to carry out the monitoring of these figures itself, rather than rely on outside expertise. This in turn is expected to greatly improve the ability of the Royal Government of Cambodia to impact outcomes under these targets. The theory of change is that without relevant and appropriate measurement abilities, policy cannot be created to address challenges. Therefore, this project seeks to create that ability across several agencies of the Government.

All planned targets are interlinked. The institutional strengthening under target 16.6 aims at contributing to the design of an integrated package of poverty-targeted social assistance measures, including cash transfers in support of the need across the life cycle, and access to subsidized health care that are expected to directly contribute to targets 1.3, 2.2 and 3.8. The contribution to the design of the cash transfer programmes under UNJP will directly contribute to both poverty reduction, increased participation and coverage of the poor by social protection as well as access to health services. In turn increased income and use of health services is expected to contribute to reduction in malnutrition and health indicators of children 0-5 years of age and pregnant women. Additionally, the project aims at ensuring the availability of data and the M&E systems to enable tracking of progress with regards to delivery of social assistance and social security. The reduction of stunting, access to health and poverty reduction of poverty are clearly linked in the Cambodia Rectangular Strategy IV and these objectives are expected to be detailed in the National Development Plan 2019-2023, and the National Social Protection Policy Framework strongly embedding the components of the UNJP, including cash transfer programmes, into the national vision and expected increase in public investment leading to expectations that the delivery against SDG targets will be synergetic and accelerated.

1.4 Stakeholder mapping

The National Social Protection Council

The National Social Protection Council has been established to ensure effective coordination of multi-sectoral issues under the national Social Protection Policy Framework and is composed of high-ranking representatives from relevant ministries and institutions, including Ministry of Economy and Finance, Ministry of Health, Ministry of Social Affairs, Veterans and Youth, Ministry of Planning and Ministry of Interior among others. All mentioned line ministries have a key role in implementation of the UNJP.

The NSPC has the following responsibilities: (1) coordinate the policy drafting on the social protection system among relevant ministries and institutions to submit a common policy proposal to the Royal Government for approval, (2) monitor and evaluate the progress and effectiveness of the social protection policy implementation to ensure a smooth, consistent, efficient and effective process, (3) connect and harmonize the social assistance system with the social security system, in order to ensure their consistency and to align positions on the social protection system for additional actions as well as to allow the possible transfers of members from one system to another, if necessary.

The NSPC operations is managed by its **General Secretariat established under the Ministry of Economy and Finance**. The NSPC has a direct role and interest in the delivery of the UNJP, the elements of which are contributing directly to the implementation of the national Policy Framework. The NSPC and its General Secretariat are direct stakeholders under the UNJP, providing strategic oversight, monitoring the implementation of the UNJP while collaborating directly with the UNJP to build its own capacities and design specific components of the SP system in the country.

Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY)

The line ministry directly in charge of the cash transfer programme for poor pregnant women and children 0-2 as of January 2020 and also in charge of the disability allowance, as well as certain aspects of social security contributory schemes that are relevant for the UNJP. MoSVY will be responsible for the roll-out of the cash transfer programme, and has established the implementation, management and M&E structure for the roll-out of the programme. MoSVY is one of the key partners and beneficiaries of the UNJP through its system-building and capacity development component.

Ministry of Health (MoH)

The Ministry of Health is the regulatory body for public health in Cambodia, as well as being responsible for a significant proportion of service provision through a network of more than 1,000 health facilities across the country. In their role as the regulator, monitoring service accessibility and financial risk protection is their responsibility. The Royal Government of Cambodia has committed itself to moving towards universal health coverage, and the Ministry of Health has the largest, although not only, role to play in that effort among Government agencies.

The Ministry of Health is directly engaged in the design and delivery of the cash transfer programme for pregnant women and children 0-2. As such, the MoH will collaborate with relevant other line ministries such as MoSVY in developing capacities for cash transfers at community level, through health centres, delivery of the programme and its monitoring.

National Social Security Fund

The NSSF was established in 2007 under the provision of the 2002 Law on Social Security to cover all persons defined by the Provisions of the 1997 Labour Law. The NSSF draws his authority from its status as an Institution of Public Administration, which makes it a legally and financially autonomous entity.

From the launch of the scheme in 2008, until the end of 2015, the NSSF only administered one branch, the Employment Injury Insurance (EII). In mid-2016, the NSSF launched three new branches, namely sickness, maternity and health insurance. In early 2018, NSSF added to its responsibilities the health insurance scheme for public sector, former civil servants and veterans. From its launch the NSSF has been mainly targeted at companies with 8 or more workers, while in late 2017 its mandate was expanded to cover also small and micro enterprises. Meanwhile, the launch of a pension scheme is planned to take place soon, what is happening in parallel with the discussion of the extension mandate of the NSSF also to self-employed in the scope of the draft Revised Social Security Law.

Ministry of Planning (MoP)

Ministry of Planning is directly in charge of the implementation of the ID Poor programme, which ensures availability of the ID Poor Social Registry. The ID Poor Social Registry is the main tool for poverty targeting in Cambodia. The UNJP will collaborate with the MoP in strengthening the availability and sensitivity of targeting data for social assistance programmes, including building the capacity of the communes (key to delivery of the cash transfer at community level) to collect and manage data on CTs and for the updating of the ID Poor database and its linkages with the cash transfer programme data base under the UNJP.

Ministry of Interior (MoI)

Given that the MoI is the line ministry responsible for decentralization and deconcentration processes in Cambodia and is directly in charge for development of the capacities and programmes at decentralized level that are critical for delivery of the social assistance, MoI will play a significant role in the components of the UNJP by supporting the development and delivery of policy and programme frameworks and supporting the capacity development for programme delivery and M&E at decentralized levels.

National Institute of Statistics (NIS)

The National Institute of Statistics is an entity housed at the Ministry of Planning. It has the responsibility to collect and analyse data on questions of public concern. One of the major activities of the NIS is to manage the creation and implementation of the Cambodia Socioeconomic Survey (CSES), a nationally-representative household survey which covers a range of topics. Among these is a module on health services utilization and expenditure by households. This data is highly valuable, but underused, in the monitoring of the targets under SDG 3.8. The NIS and the health sector have not fully engaged in a discussion on the value of closer collaboration, which would be hugely beneficial to the country. This project aims to create the foundation for such a collaboration going forward.

Trade Unions –

Workers' organizations have grown from virtually zero base in the early 1990s to increasingly more representative organizations with a greater capacity to advance and protect the interests of their members, but demonstrate mixed capacities and degrees of independence and representativeness. In garment and footwear sectors, trade union shows a high profile representative, it has been established in construction, hotels, food processing, transportation, airports and various services. Associations have also emerged to strengthen collective voice and mutual support in areas such as tuk tuk drivers, domestic workers etc., The local trade unions formed themselves to union federations and the many federations formed to union confederations.

Employers

Employers' organizations also have grown since early 1990s and gradually increased more members with a better capacity to advance and protect the interests of their members. The apex national employers' body is the Cambodian Federation of Employers and Business Associations (CAMFEBA), which is steadily increasing its membership and capacity to engage in national policy dialogue through evidence-based advocacy. Covering the country's largest formal sector, the Garment Manufacturers Association in Cambodia is a major player within CAMFEBA.

Social Accountability Framework (SAF) of Cambodia

Whereas the UNJP focuses on strengthening the government capacities, it will also tap into the existing Social Accountability for Sub-National Democratic Development promoted by development partners and national and international NGOs and the Government of Cambodia. The framework promotes availability of information on basic social services and investments in these services at community levels and promotes the engagement of citizens in monitoring of service delivery, primarily in the areas of health and education, as well as commune administration. The SAF framework gathers major international CSOs, including Oxfam, CARE, World Vision and Save the Children, as well as national CSOs with which the PUNOs have active engagement. The SAF has established coordination and information sharing mechanisms that will be used under the UNJP to ensure information sharing, sharing of learning and lessons learned, as well as to influence engagement of CSOs in monitoring of the delivery of social protection programmes in collaboration with citizens and through the network of CSOs promoting social accountability and grass-root levels.

2. Programme Strategy

2.1. Overall strategy

This JP will contribute to the nation-wide rollout of the innovative National Social Protection Policy Framework (NSPPF) which was established for the first time in Cambodia. This will lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system. This JP is designed around the idea of joined-up United Nations support to the Royal Government of Cambodia on the theme of social protection.

The expected results by the end of the two-year period are:

1. Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.
2. SP benefits' scope and coverage extended to uncovered groups through improved delivery of services including the new cash transfer for pregnant women and children

The direct beneficiaries are policy-makers, managers, technical staff of ministries and government agencies at national and subnational level. Specifically the United Nations Joint Programme (UNJP) will focus on supporting the following institutions: (i) The National Social Protection Council (NSPC) given its oversight of the implementation of the National Social Protection Policy Framework; (ii) The Ministry of Social Affairs, Veterans and Youth Rehabilitations (MoSVY) due to its role in the implementation of social assistance programmes; (iii) The National Social Security Fund (NSSF) given its anticipated increased responsibilities under the NSPPF; (iv) The Ministry of Health (MOH) given its role in cash transfers and financial risk protection; (v) The Ministry of Economy and Finance (MEF); and (vi) the National Institute of Statistics, given its monitoring role.

The ultimate beneficiaries will be children, women and men in Cambodia, who will see their wellbeing enhanced, by benefiting from a more inclusive, efficient and sustainable social protection system, one with a preliminary focus on vulnerable persons who currently are not covered by any type of social protection.

This JP will enable nationwide coverage of 200,000 pregnant women and children (under 2 years) who are IDPoor with cash transfers. The cash transfer for poor pregnant women and children 0-2 is currently implemented by MoH (as interim) while the capacities are put in place for MoSVY to ensure the full roll-out as of January 2020. This is a national programme financed by the RGC, with additional financial support from UNICEF and other partners.

Since SP, especially non-contributory social assistance, is very new, technical assistance and capacity strengthening is required for the NSPC, Ministry of Health, the Ministry of Social Affairs, Veterans and Youth Rehabilitations, National Institute of Statistics and the subnational administration. Across government there is a need to be able to monitor the impact of, and, where necessary, modify policies and programmes. It is important to note that Government budget allocations form the basis of the cash transfer programme. The success of the initial rollout, with UN support including through the SDG fund, will be instrumental for evidence-based advocacy to not only continue the cash transfer programme, but to also expand the scope to include older children (under 5 years) and other population groups.

Cambodia is one of the latest countries in Southeast Asia to initiate the construction of their social protection system. The process started with the development and approval of the National Social Protection Policy Framework (NSPPF), followed by the creation of the National Social Protection Council (NSPC) and now it is the time for its concrete implementation with launch of the Cash Transfer for Pregnant Women and children 0-2 and the pension scheme. The main strength of the proposal is that it builds on Government own Programs. This UN joint program (JP) is the first offer from development partners to build capacities for implementing an ambitious social protection program. It will address 3 critical areas for success: strengthen nascent capacity for coordination of social protection policy across multiple ministries; build M&E capacity to measure effectiveness; and launch one of RGC's signature social protection programs, maternal-child cash transfers. This support to the launch of the cash-transfer will be combined with an effort to increase the supply of child-sensitive social protection services for the poorest children under 2 and pregnant women by integrating measures to promote maternal and child welfare and address child malnutrition. Through this approach, the proposal directly addresses key manifestations of consumption and multidimensional poverty of children, by focusing on the main drivers of chronic poverty including women-headed households, households with disability, and old age.

One of the focus of the support provided by the PUNOs, within the scope of this and other ongoing Projects, is on the development of solutions that ensure effective system outcomes at the point of delivery. In this regard, the introduction of new approaches in the management and administration of social protection services is essential. A good example is the support to the National Social Security Fund "Modernization Project" which includes a reform in the way NSSF is managed, from the top management to front desk service delivery. This Project, supported by ILO, but fully owned by NSSF is expected to become a regional example in the management and administration of social security institutions towards a client oriented approach.

The same concern in bringing the latest form of innovations to increase the effectiveness and efficiency of the delivery mechanisms, including technological innovation such as use of remotely managed tablets for beneficiary enrolment, monitoring and grievances and the use of e-payments to promote timeliness of payments as well as financial empowerment of women beneficiaries, is part of the support that UNICEF is providing in what concerns the design of the delivery mechanisms under the maternal-child cash transfers.

The main transformative opportunity comes from the significant political engagement and the perception of the country leadership, including the Prime-Minister, that the provision of social protection is in the current context of extreme relevance to maintain social cohesion and avoid political turmoil. In this regard, there is a strong commitment from all the actors engaged in ensuring the success of the NSPPF implementation. In implementation, at national level JP will capitalize on strong political will to eradicate poverty, harness emerging inter-ministerial coordination under General Secretariat of the National Social Protection Council (NSPC) and demonstrate how integration of programmes envisaged under the national SP policy can be better adjusted to address key vulnerabilities. Further, through the JP, RGC and UNCT will strengthen national level capacities for evidence-based planning and budgeting for social services, capitalizing on positive macroeconomic trends and increasing fiscal resources to expand coverage of excluded groups in social protection programs. The Council itself (as opposed to its General Secretariat) is not yet fully operational, and there is thus a possibility of a limit to success of this work. On the other hand, this JP may accelerate the operationalization of the Council.

An extremely important element of the intervention will be the support to the development of a strong monitoring and evaluation framework, linked to strengthening of the Public Finance

Management of the social protection system. Essential to this will be the complementarities between the JP and the support to be provided under the new EU funded Project that promotes the linkages between SP and the ongoing PFM reform.

This JP will coordinate capacity building among the multiple ministries for production and analysis, and facilitate dissemination, understanding and use of data by the NSPC. The JP will also strengthen identification of beneficiaries by contributing to further development of the ID Poor data base. Improving the data base will enable better capture of vulnerabilities at community level and informs central M&E, planning and programme design functions. Combining the commune-level assessment and planning with strengthening of central-level functions brings services closer to the most excluded. Building capacity in particularly technical areas is simultaneously important and time-consuming. It depends on placing high-quality experts, and on trained staff being receptive, and staying in post. UN agencies will encourage identification of technically competent staff for capacity building. Equally there may be political challenges to increased transparency on health expenditure, and precision of identified beneficiaries. The belief of UN agencies is however that the Ministry of Economy and Finance is an advocate of data for decision-making, and therefore that political obstacles will be mediated.

This JP adopts an innovative, holistic approach by supporting all government entities with a social protection remit. Participating agencies will provide consistent and coordinated support to the government to better implement and monitor social protection programmes. This will contribute towards accelerating the achievement of the SDGs in Cambodia and represents a new level of coordination support towards the promotion of integrated policy solutions. Participating agencies will support the government with activities directly focusing on leaving no one behind (advocacy, implementation of cash transfers and monitoring of impact). This JP will equip the government with important tools and skills to be able to further scale-up to social protection areas and geographies not directly covered under this JP. The NSPC and line ministries will be better prepared for negotiations with the MEF to advocate for additional funding, which is particularly important in the context of declining donor financing.

In terms of added value, the United Nations has been a long-time partner of Cambodia in its efforts to develop its social protection system. The UN contribution through this joint programme can be considered as a bridge and systems connector in the social protection architecture within the broader SP landscape. The UN were directly involved and were preferential partners in the formulation of the NSPPF, contributing to different policy areas thanks to their diversity of technical expertise. Participating agencies are supporting the government to rollout the NSPPF. UNICEF supports the design and operationalization of cash transfers for pregnant women and children and has provided support to the MoSVY in developing social model identification tools for people with disabilities. The ILO provides initial support to the NSSF on the design and expansion of its schemes. WHO supports MOH and National Institute of Statistics on improved monitoring of leaving no one behind and an improved policy dialogue. The JP will also draw from related efforts by others including school scholarships, humanitarian cash transfers, etc. The agencies seek to scale-up their support, and this JP fits well into the UNDAF accelerator approach. Combining these in a JP, thereby creating a forum for closer collaboration in the substance of the work, rather than at the more normal level of head-of-agency dialogue, creates a more integrated system of support to the government. By working together these agencies can combine various professional and technical expertise thereby ensuring more holistic support to the government.

The JP benefits from the expertise of other agencies, which will enable better linkages within the social protection interventions that other agencies are developing within the accelerator. This includes, for example, work by the United Nations Development Programme (UNDP)

through the use of their economic model, to estimate the potential economic impact of social protection, UNCDF expertise in financing for development, WFP and FAO on shock responsive social protection, and WFP's vulnerability analytics.

The United Nations brings its rights-based approach, which constitutes an essential basis for an effective, efficient and sustainable social protection system. The United Nations benefits from the existing high-level dialogue forums to channel its messages to policy-makers, particularly through the role of the United Nations Resident Coordinator and her convening power, and through the United Nations Policy Dialogue Forum with the Prime Minister.

The Rectangular Strategy Phase IV (2018-23) and the National Strategic Development Plan (NSDP) position social protection as the key strategy for growth, employment, equity and efficiency. Furthermore, the government has recently adopted the National Social Protection Policy Framework (NSPPF), with a dedicated governance of social protection programmes. The Cambodian Sustainable Development Goal (CSDG) framework, adopted in late 2018, is consistent with the foregoing strategies and plans, and addresses the expansion of social protection as one of the targets. The scalability of the proposal results mostly from the fact that these are Government lead initiatives and its political commitment to expand them. This and the fact that these Programs are newly create both a unique opportunity and a challenge. If the UN is successful in supporting the government to make these Projects work, the chances that Social Protection investment will continue will be significantly higher.

A key goal of this proposal is that with the evolution of the capacities for M&E, planning and budgeting the availability of resources allocated from national revenues to national and particularly sub-national administrations will increase. The Government is keen to have a clear and coordinated governance for social protection, and for policy developed under this body to be informed by robust and timely data. Delivery of social protection services will improve through more precise identification of the poor and most vulnerable households at community level, and vastly increased capacity to follow the impact of social protection services. The UN agencies are all deeply cognizant of the political economy of improving social protection in Cambodia. The risks are on collaboration across government, on data transparency, on policy execution, and on shortages of capacity. However, the UN agencies under this JP believe that there is a mandate from the highest level of government for a strong push forward on building a strong social protection system.

The expansion of coverage of social assistance to additional groups and the evolution of the cash plus interventions into a more integrated child-sensitive package addressing both consumption and multidimensional poverty and vulnerabilities is expected to be gradually put in place once the new national cash transfer programme for pregnant women and children under 2 is stable. The capacities to plan, design and administer the social assistance are expected to be strengthened within the General Secretariat of the National Social Protection Council and in the key line ministries, including Ministry of Social Affairs (MoSVY), Ministry of Interior and Ministry of Planning as well as Ministry of Economy and Finance and will result in integration of social assistance measured and gradual stronger linkages between social assistance and social security pillars of the SP system. Within the context of strengthening the decentralized functions, including increasing responsibility for social services and budget allocations, especially at commune level, the JP is expected to strengthen the ongoing investment in planning, budgeting, service delivery and case management at commune level.

The JP is consistent with the UNDAF 2019-23 which identifies SP as one of the four accelerators for achieving the SDGs. The JP contributes to UNDAF Outcome 1, which focuses on addressing the basic needs of citizens equitably as they benefit from and utilize expanded quality social services and social protection.

2.2 Theory of Change

a) Summary

The overall objective of the UNJP is to contribute to the nation-wide rollout of the innovative National Social Protection Policy Framework (NSPPF) which was established for the first time in Cambodia. This will lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system.

The theory of change of the project is that the provision of technical advice through the UNJP (in the activities listed below) will lead to improved capacity on the side of the RGC to implement fully the NSPPF and to expand social protection policies. This, in turn will accelerate the achievement of the selected SDG targets.

A graphical representation of the theory of change is included in the annex.

b) Detailed explanation:

The central element of the JP strategy is the innovative support to the government on the implementation of the NSPPF. This will be done at two main levels.

The first level, that of policy coherence and system oversight, includes elements of financial planning and reinforcement of monitoring and evaluation mechanisms. It will include coordination and coherence both between central and subnational levels, but also among the different pillars of the system (social security, social assistance and social health protection) aiming at the promotion of integrated policy solutions.

The second level will focus on programme design and implementation. This second level improves the translation of policy goals into implementation. It also strengthens the institutional and operational capacity to deliver and monitor programmes, including the introduction of innovative elements of programme delivery. This improves the effectiveness and efficiency of the system and ensures that target populations benefit from the programmes as intended, taking advantage of advanced technological solutions.

The two levels are essential. Strong supervision and system oversight are essential to guarantee good governance, to allow for an evidence-informed policy and to ensure that the budget available is channelled effectively. Good programme design ensures that the main objectives are achieved, including the expected positive gender impact, and, finally, delivery systems and monitoring are essential to translate policy into a concrete impact.

This cycle will strengthen the arguments of the NSPC and line ministries in advocating for increased budget allocations. In turn, those allocations will be better managed, allowing for an increased impact in terms of coverage and for accessibility and quality of services delivery.

The theory of change is self-reinforcing, as it is expected that the demonstrated concrete impact at the beneficiary level and improved capacity of the institutions working in SP will generate an increased likelihood of further budget allocations.

Ultimately, this will lead to more children, women and men in Cambodia being covered by a more effective, efficient, accountable, sustainable and child- and gender-sensitive social

protection system in Cambodia, leading to a reduction of household vulnerabilities and contributing to the acceleration of several SDGs.

This support comes at a critical time. The adoption of the NSPPF created expectations and was an opportunity to develop a comprehensive and forward-looking SP system. Due to the relative lack of experience the risk of failure is high, which makes the United Nations proposal timely and relevant, not only for the present but for the future of SP in Cambodia. Not unexpectedly, the Prime Minister included SP as a top priority among his government's requests for United Nations support. The support of the UN is also essential that the domestic resources that are for the first time committed to social protection reach those in need in the most effective and efficient way. Considering the existing challenges, particularly at decentralized level, this call for the need of creative and innovative solutions. The capacity of the UN to bring the best practices that have been piloted in other countries and regions constitute one of the comparative advantages of this intervention.

The theory of change is based on the inputs by the PUNOs and other key stakeholders which will include core staff, external consultancy, capacity development, M&E support, training and capacity building packages, and policy, financial and legal advisory. These inputs will be provided to support the two levels of work outlined above. This will lead to achievement of the two outcomes of the JP, i.e.

- Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.
- SP benefits' scope and coverage extended to uncovered groups through improved delivery of services including the new cash transfer for pregnant women and children

The increased capacity of the RGC in relation to policy coherence and the improved service delivery will accelerate

- The implementation of the SPPF
- The expansion of social protection schemes to those not currently covered and, in particular to poor households
- The adoption of a more coherent and integrated approach to social protection.

This, in turn, will lead to a reduction in poverty and reduction in child stunting and wasting; and to the accelerated achievement of the SDG targets set out above, i.e.

- SDG 1.3 on Social Protection systems and measures
- SDG 2.2 on ending all forms of malnutrition
- SDG 3.8 on Universal Health Coverage
- SDG 16.6 on the development of effective, accountable and transparent institutions at all levels.

c) ToC assumptions

The key assumptions that are the basis for this proposal are the following:

- RGC commitment to financing social protection
- Political commitment to implement NSPPF
- SP bodies engage with JP
- Capacity building activities translate into concrete actions
- NSPC fully operational

These assumptions will be kept under review in the implementation of the JP.

2.3 Expected results and impact

By focusing on the implementation of the National Social Protection Policy Framework and the capacity building of the different national partners involved, the UNJP is expected to contribute to a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system.

The system development approach that is proposed was considered the one that has more potential in terms of long-term potential for the vulnerable groups who are currently not covered by social protection measures. There will be a direct impact on those who will benefit from social protection services (such as NSSF benefits or the maternal and child grant) during the duration of the Project. However, the main impact will be felt in the long-term when the government will expand with its own resources the coverage, using more efficient systems, but particularly systems that are able to reach those who are currently less close to the the points of service delivery, The main focus of the UNJP is on creating solutions embraced and financed by the Government of Cambodia to ensure long-term sustainability as well as on providing operational solutions to increase the effectiveness of the delivery to beneficiaries within the context of limited delivery capacities at community level.

The following outcomes are expected to be reached by 2022:

(1) Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over SP policies ensuring poor households are supported by the state.

This outcome's focus is at the policy level and particularly in building the capacity of the National Social Protection Council, mainly through its General Secretariat (GS), to deliver the objectives established under the NSPPF, as well as the capacities of the key responsible ministries, such as Ministry of Social Affairs, Veterans and Youth and other relevant line ministries and agencies/funds, including NSSF and MoH, to design and deliver the social protection programmes.

The establishment of the General Secretariat by the Government involved a substantial financial investment with the recruitment of highly-qualified staff. This investment is indeed essential for the implementation of the NSPPF. As a relatively new institution with a significant number of new staff, the development of its capacity is essential to ensure a successful delivery of its mandate which is fundamental to the expansion of social protection in an effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive way and therefore essential to the success of the UNJP.

Additionally, the capacities of the line ministries and key agencies to effectively design and deliver social protection programmes and undertake M&E activities are low. The UNJP will aim at strengthening their capacities for planning and M&E in addition to undertaking critical analytical work to support their decisions on programme design and delivery.

Related to this is coordination. The outputs and activities are designed to take advantage of the strengths of each UN agency, to support the General Secretariat in bringing partners both within and outside government to the discussions. To reach this goal a series of joint activities

are planned, both in terms of joint UN intervention, but particularly by involving different government units.

To implement this strategic element the UNJP organizes this outcome around three outputs.

Output 1.1. - Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented

Development of the NSSPF governance structure (through elements such as the support to the definition of the supervisory, regulatory roles, including NSSF Board and Investment Committees) is essential to ensure that the different components of the NSSPF can be delivered. The roles all parties (General Secretariat and sectoral ministries) must be clearly defined, and each must have a clear understanding of their role in the new social protection system.

A strong component of the support will be organized around the support to the General Secretariat function of monitoring and evaluation of NSPPF implementation. The focus will be in supporting the M&E Framework that the General Secretariat is currently finalizing, particularly by supporting the capacity of reporting agencies to produce essential information (mainly sectoral ministries). The PUNOs will support the establishment of data quality assurance procedures, and the review of the M&E framework implementation. One important element of this support is to ensure that the M&E system is gender-sensitive and that it is able to generate evidence towards the fine-tuning of the social protection system in terms of gender outcomes.

Related to this M&E function the NSPC and its General Secretariat are planning a mid-term revision of the NSPPF. The UNJP is expected to contribute to this activity. This support will be materialized through direct support to the process, including the development of a costed plan, but also indirectly through other activities particularly in the area of research, evidence-building and policy dialogue. Examples will be the review of the existing poverty assessment and targeting tools; the revision of the national health insurance; the development of equity analysis in coverage and health financial protection.

Finally, the UNJP will also look at the management information system architecture and specifically the design of the specifications of the social assistance management information system.

Output 1.2 – National and sub-national stakeholders have stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection programmes

The second output relates to strengthening the capacity of the different actors involved. This output combines activities related with strengthening capacity in terms of evidence production with a second group of activities related to communication and awareness raising. An expected output is the production of better evidence to support policy design, at the same time creating the opportunities required to ensure that the message reaches a wide number of stakeholders in order to contribute to additional political space for social protection. The evidence would provide indications both of the outcomes for targeted groups, and also of the efficiency of financial investments. This is then expected to lead to increasing budget allocations and consequently more people covered in the future, including the groups currently left behind, including children, women, and the access-disadvantaged. This output will include the development and implementation of a social protection training package for Cambodia

with a view of increasing the critical mass of government officials with knowledge on social protection to enable improved planning, design and also ensure support to delivery of the social protection initiatives.

Output 1.3 – Legislative framework for social protection is improved

The third output is essential to ensure the materialization of the objectives and measures foreseen in the policy framework. It is also central to ensure that social protection in Cambodia is built on a rights-based approach based on the guiding principles of ILO Recommendation 202 on Social Protection Floors. The first step towards reaching this output will be a mapping of what is already in place, and what is required in the context of the latest developments. Following these initial activities the UNJP plans to support different institutions in the development of specific pieces of legislation which will be later defined in more detail.

These outputs are essential to guarantee the sustainability of this intervention, as the GS-NSPC will be the institution in charge of providing guidance for the future developments of SP in the country. A strong GS with the right tools to monitor and guide the progress of SP in Cambodia is a central key to the future of SP in the country. In addition, the legal framework is the backbone of the system, together with the capacity of the human resources and institutions involved.

(2) SP benefits' scope and coverage extended to uncovered groups through improved delivery of services including the expansion of the new cash transfer for pregnant women and children

The second outcome focuses on the concrete delivery of social protection benefits, an essential element in ensuring that the progressive policy framework impacts the lives of those who need more support. In this regard the UNJP will focus on supporting the new flagship program (cash transfer for pregnant women and children) and the launch of the pension system, while providing inputs to improve other existing schemes and developing an integrated model of delivery.

Output 2.1 Social protection schemes have been updated and integrated to expand social protection coverage

The delivery of this outcome is mainly channeled through an output which focuses on scheme design, including social security schemes (mainly pension); disability and social assistance schemes. A particularly important element within this output will be the definition and design of the integrated family package of social assistance and the support to the MOSVY and GS NSPC to develop the scheme delivery mechanisms. The integrated family package will be drafted with the aim of strengthening and broadening the existing schemes, including cash transfers for poor pregnant women and children 0-2. With regards to income security of the elderly, attention will be in terms of design (implementation is not planned in the timeframe of the UNJP), particularly when it comes to the design of an integrated national pension model that combines the soon-to-be-launched contributory pension scheme (under NSSF) and the tax funded pensions (expected to be launched later).

This output will be essential to ensure that the new social protection programs can reach their potential. In this regards the output has an accelerator function for SDGs beyond SDG 1.3. Indeed, a good scheme design is a key element to ensure the impact of programs and the UNJP plans to concentrate a good part of its efforts in this particular area.

Output 2.2. Institutional capacity to administer and deliver social protection is strengthened
To complete the project cycle, this output will focus on reinforcing delivery capacity. The main contribution to this outcome will be in terms of building the capacity of central and decentralized levels to implement the new programs.

A training package will focus on social protection delivery and will aim to strengthen basic skills for case management and referral to social protection and basic social services, including referral to behavior change and outreach programmes available in communities. This package is essential to ensure that the impact of the new Child Grant goes well beyond the impact of the cash benefit and that it ensures that it can impact in the access to other social services.

This output also supports NSSF in the implementation of its Modernization Project. This Project involves elements such as Business Process and Organizational Review; Development of Human Resources Plan; ICT architecture review; change on organizational culture. The main outcome is a more efficient, effective and client centered NSSF which will be essential to build the trust of contributors in the system and therefore contribute to the extension of social protection.

This output is the one where more elements of innovation are planned. Innovation not only from the perspective of technology, but on finding creative solutions that allow effectiveness in delivering services in contexts most of the times under-resourced.

2.4 Financing

The JP will act to accelerate achievement of the SDG goals set out above and will act as a catalyst to generate additional resources, both from the national budget and from donors. As set out below, a key component of the JP will be evidence-based advocacy work with the NSPC and other RGC bodies on the role and importance of social protection and a review and analysis of the financial situation of the social protection system.

Putting in place a social protection system involves significant resources and time. However, the UN plans to complement the UNJP resources with other funds mobilized bilaterally by the agencies and to make it part of a common UN technical social protection assistance framework. To increase the chances of success, the intervention will build on the work that agencies have already initiated.

The budget directly addresses gender by provision of cash transfer to poor pregnant women and children 0-2. The cash transfer programme targets women with the expectations that it will contribute to health and nutrition outcomes as well as increase women's economic empowerment and decision-making in the households. . It is important to note that Government budget allocations already forms the basis of the cash transfer programme. The success of the initial rollout, with UN support including through the SDG fund, will be instrumental for evidence-based advocacy to not only continue the cash transfer programme, but to also expand the scope to include older children (under 5 years) and other population groups.

The UNJP is expected to have direct impact on the government investment in social assistance. The technical assistance to support to development of the additional cash transfer programmes and family package includes costing and fiscal feasibility projections to inform government investment to which the RGC is committed to. In addition, the JP has a potential to inform further investment of actors such as GIZ, ADB and other partners who are currently developing their Cambodia investment strategies, mostly to begin in 2021. The JP is

interlinked with the results and funding planned under contributions of other donors, including EU, SIDA and ILO Korea. The UN agencies involved will also work closely with these donors in order to act as a catalyst to generate additional donor resources which can be used in a complementary manner to accelerate SDG progress.

The UNJP will reinforce the capacity of the oversight body (NSPC) and implementing agencies (line ministries) to implement decisions that are established under the NSPPF, thereby ensuring that results will last beyond the duration of the JP.

The financial sustainability of the JP is central to its design. The majority of the support is channelled to the development of Government capacity and systems. At the conclusion of the JP, the expectation is that the RGC is capable of carrying out all activities targeted under this JP without external support, either technical or financial. The Government is keen to have a clear and coordinated governance for social protection, and for policy developed under this body to be informed by robust and timely data. Delivery of social protection services will improve through more precise identification of the poor and most vulnerable households at community level, and vastly increased capacity to follow the impact of social protection services.

The agencies will enhance the government's effort to produce evidence and demonstrate the impact of SP, thereby improving efforts to advocate for an increased budget. It is expected that the development of nationally owned planning, monitoring and budgeting tools would facilitate decision-making on budgetary allocations/projections for SP and through this way guaranteeing the multiplying effect and long impact of this short-term (2 years) investment.

An alternative approach would be to carry out implementation support and monitoring remotely, instead of directly engaging with government counterparts in a coaching setting. This alternative, however, does not produce the middle- to long-term result that this JP seeks, namely to facilitate an indispensable transfer of skills and tools to the government.

2.5 Partnerships and stakeholder engagement

The government will lead the JP, under the coordination of the Executive Committee of the NSPC, which will chair the Steering Committee for this JP. The RCO will coordinate the work of the three agencies and will co-chair the Steering Committee for this JP. The RCO will also contribute in terms of political dialogue, ensuring that the United Nations conveys a harmonized message at different policy levels, including at the annual high-level dialogue with the Prime Minister.

Participating agencies will be the focal points for the work with the National Social Protection Council. UNICEF will be the focal point for MoSVY, while the ILO will have the same role vis-à-vis NSSF and WHO with the MoH and the NIS.

The Government provided the outline and priorities of the design of this JP, in line with their assessment of their needs and with the NSPPF and National Social Development Plan. A process of consultation was organized with the NSPC, line ministries, and the three agencies in the design of this JP. Under the supervision of the NSPC, the implementation of the different components will be done in strict coordination with the line ministries, including the central and subnational levels.

Participating agencies have been collaborating for several years in the provision of technical assistance to the government in the area of social protection. In particular, during the

development of the NSPPF, UNICEF, ILO and WHO coordinated the provision of their inputs closely and built synergies and complementarities in their work.

During the implementation and monitoring of the UNJP an effort will be made to identify complementarities and to identify activities in which the combination of expertise of the different agencies can generate added value. In addition, the fact that each agency works more directly with different line ministries by itself constitutes an important value added to this UNJP in promoting coherence in national policy design and implementation.

One of the factors increasing the potential impact of the Project is the fact that the design of the JP took place in parallel with the design of the new EU funded action in the area of Social Protection that will be implemented by ILO, UNICEF and OXFAM. This will, as mentioned earlier, create synergies with the work developed in the area of PFM, but will also allow to expand the impact of the UNJP into a component currently not covered by this proposal, which is the support to the organization and enhancement of civil society role in social protection. This intervention will allow a more informed and active role of civil society in the national policy debate, but also the support to finding solutions that are more close to the needs of the populations covered by the social protection programs.

Other United Nations agencies, not financially involved in the UNJP, will be closely collaborating with the participating agencies in the programme implementation through regular United Nations Country Team meetings, to ensure that all United Nations agencies with a social protection remit are contributing. Their expertise will be essential in ensuring the linkages with other relevant areas of United Nations work, such as the larger macroeconomic policy framework, education, food security and nutrition, population and disaster-risk reduction policies.

The key UN agencies also work closely with other development partners. On the theme of improved coordination, both USAID and GIZ are working with the General Secretariat of the NSPC to improve its coordinating role. The UN agencies involved in this work are close collaborators with USAID and GIZ, at management and technical expert levels. On the theme of improved monitoring, there has been relatively little support to the Government in the area of monitoring financial risk protection in health in recent years. However, WHO is now leading a group consisting of the World Bank, GIZ, and USAID under the auspices of the P4H Network to support the Government in the production and analysis of this data. On identifying beneficiaries including through ID Poor, this JP builds on collaboration with GIZ and Save the Children among other partners, with potential engagement of the Asian Development Bank in supporting the development of the integrated management information system for social protection.

On the theme of improved policy implementation, the capacity development component at central and decentralized levels linked to improving efficiencies is to be delivered through a strong collaboration and financial contribution of the European Union. The existing Development Partners Group for Social Assistance as well as UNCT Social Protection group will also be used for cross-fertilization of JP results and collaboration.

PUNOs will not only engage their technical staff working at national level, but the collaboration of Regional and HQ experts will also be required particularly when the expertise available at national level will not be enough. Synergies will also be promoted with initiatives at regional level, such as regional capacity building programs.

3. Programme implementation

3.1 Governance and implementation arrangements

The primary partner in this work is the Royal Government of Cambodia. The JP will focus on strengthening Government capacities to develop and deliver quality, integrated social protection services. Supporting the Government will be several UN agencies, including the primary ones leading this proposal, ILO, UNICEF, WHO, as well as others who may provide technical expertise, such as UNDP.

The JP implementation taps into national mechanisms to promote gender. The UNJP implementation will be led (and the JP was developed) in strong collaboration with the National Social Protection Council comprising the key line ministries relevant for the project, including Ministry of Women's Affairs responsible for the gender policy development and oversight.

To minimize the creation of new coordination structures for social protection, the governance arrangements for the JP will utilize the existing Executive Committee of the National Social Protection Council. The standard functions of a traditional project Steering Committee, such as review and approval of JP reports, annual work plan and budgets, will be organized and integrated into existing meetings of the Executive Committee and will occur at least once every six months over the course of the two years. This will take place simultaneously with the discussion of progress of the EU-funded Project taking advantage of the synergies and complementarities between the two projects.

The Executive Committee, headed by the Secretary of State of the Ministry of Economy of Finance, brings together the main line Ministries in charge of the implementation and monitoring of the NSPPF. From the UN side, the team will be led by the UNRC with representatives from the different agencies

The regular monitoring and technical follow-up of the JP will be done through meetings between the General Secretariat and the PUNOs. When both identify the need to revise the work plan, both parts can agree to submit a request for an extraordinary meeting between the UN team and the Executive Committee.

The progress and key policy messages will be channelled to the higher levels of the Government through the Annual UNCT Policy Dialogue with the Prime Minister, under the leadership of the UN RC. The RCO will organize the linkage between the technical and the political levels.

In addition, each PUNO engaged in the UNJP will build on ongoing relationship with the government stakeholders established through existing workplans, including joint and consultative decision-making process such as regular planning and technical meetings, mid-year and annual reviews as applicable under the operation model of each PUNO. Effective coordination and collaboration for informed decision-making will also be established through the government technical working groups and development partner coordination mechanisms the arrangement of which are being finalized by the RGC to govern social security, social assistance and health security. From a UN perspective, the existing coordination mechanism for social protection under UNCT and leadership of RC will be directly used for knowledge sharing, consultations and engagement of technical inputs and support of UN agencies in the UNJP at UNCT level.

From a UN perspective, the existing coordination mechanism for social protection under UNCT and leadership of RC will be directly used for knowledge sharing, consultations and engagement of technical inputs and support of UN agencies in the UNJP at UNCT level.

While working at central level to strengthen planning, programme design and coordination functions, the partners will also focus on building implementation capacities at province, district and particularly commune level where there is an increasingly explicit mandate to assess, plan and budget for social services – a model that ensures services are targeted and delivered in close collaboration with communities that are best able to identify chronic poverty and exclusion of its constituencies. In this regard special focus is put on women participation in the community consultation processes so that they can contribute to the gender-sensitivity and also child-sensitivity of the design developed tools and products under the UNJP. Given that one of the UNJP outcomes directly relates to child and gender-sensitive cash transfers, participation of women in the monitoring, assessment and evaluation of the cash transfer programme will be critical for the quality and relevance of the findings and recommendations for the improvements of the programme design. The ongoing collaboration at both and central levels indicates a high level of motivation and support for the scaling up of social protection and this should be capitalized upon through well-targeted capacity building.

In addition, the components of the JP implemented at sub-national level (e.g. cash transfer programme) will be implemented in close collaboration with the Women and Children Committees (WCC) established at Provincial, District and Commune level. Children Committees are established under the Ministry of Interior who is a direct partner in the UNJP. The role of WCCs is to provide advice and recommendations to the councils, boards of governors, governors, and other committees on issues related to gender equality, women, youth, and children. UNJP will tap into existing capacities within UN Family, including UN Women to ensure gender-sensitivity of the monitoring, evaluation, data analysis and social protection programme design as required.

In addition, the JP relies on collaboration with a strong network of international and national NGOs with proven experience in supporting vulnerable populations and social protection. At community level, the JP will also advocate for expansion of the community consultation mechanisms that are already actively engaged in needs identification, planning and delivery of social services, including the consultations undertaken by the Women and Children Committees at decentralized levels. While at national level there are still some limitations and sensitivities around the work of NGOs, the situation at the local level has partially improved in the last year or so, and local authorities have welcomed the contribution of service delivery civil society organizations in addressing grassroots socio-economic development needs.

3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;

- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme²; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programme, a final, *independent and gender-responsive*³ *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations

² This will be the basis for release of funding for the second year of implementation.

³ How to manage a gender responsive evaluation, Evaluation handbook, UN Women, 2015

Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of UNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

3.3 Accountability, financial management, and public disclosure

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

3.4 Legal context

Agency name: World Health Organization
Agreement title: Basic Agreement
Agreement date: 10 February 1995



Agency name: International Labour Organization
Agreement title: Decent Work Country Programme 2019-2023
Agreement date: 28 March 2019

Agency name: United Nations Children's Fund
Agreement title: Basic Cooperation Agreement
Agreement date: 1 June 1994

D. ANNEXES

Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
<p>Local Governance for Delivering Social Services and Social Protection for Vulnerable Children and Women in Cambodia</p>	<p>Outcome 1: SNAs (capital and provincial administrations and communes and sangkats) prioritize children and women in public investment programmes (PIP) and allocate their resources for social services that aim to improve wellbeing of children and women</p> <p>Outcome 2: Social protection programmes delivered by SNAs, benefitting the most vulnerable children and women</p>	<p>The project is directly linked to the UNJP in its focus on the design and delivery of cash transfer schemes that are child and gender-sensitive, development components of the SP system such as social assistance MIS and capacity development tools to strengthen social assistance services at decentralized levels.</p> <p>Project aims at institutional building of MoSVY and communes for social assistance delivery as well as support to design of the community social services workforce</p> <p>Project supports the capacity building at central level to manage and monitor and at decentralized level for delivery of social services, including the national menu of social services and strengthening social accountability for social services.</p>	<p>GS-NSPC MoSVY Ministry of Interior UNICEF</p>	<p>Ministry of Planning District and commune social services</p>	<p>3,202,200 SIDA</p>	<p>Ms. Johanna Palmgren Embassy of Sweden Johanna.palmgren@go.v.se</p>
<p>Improving synergies between social</p>	<p>Outcome 1: Monitoring and evaluation (M&E) system for the</p>	<p>Key links to the UNJP are synergies in development of the M&E frameworks and building capacities of SP partners to align</p>	<p>GS-NSPC MoSVY</p>	<p>MoI MoP</p>	<p>Indicative budget for ILO and</p>	<p>CASTILLO ALVAREZ Javier</p>

protection and PFM	<p>social protection is developed and harmonized in line with the Programme Public Financial Management Reform</p> <p>Outcome 2: A consistent mechanism for compilation of revenues and expenditures of the social protection system and social assistance budgeting forecasting model is put in place</p> <p>Outcome 3: Capacity of central and sub-national administration (SNA) in delivery of social protection programmes is increased</p>	<p>SP with the PFM reform requirements as well as to develop capacities for fiscal analysis and modelling for the Social Protection.</p> <p>Additionally, programme focused on building capacities to plan and deliver the social assistance services at decentralized level</p>	Ministry of Economy and Finance ILO/UNICEF		UNICEF: 1,731,000 EUR programmable	Javier.CASTILLO-ALVAREZ@eeas.europa.eu
WHO Programme Budget	Top Task 4.002, Task 3 Supporting financing policy and strategies towards UHC		Ministry of Health WHO	National Institute of Statistics	\$225,000 UK Department for International	Dr Kumanan Rasanathan, WHO Cambodia rasanathan.k@who.int

					Development	
Achieving SDGs and ending poverty through Universal Social Protection	Strengthen the capacity of the government Pakistan to formulate, implement, monitor and evaluate national social protection schemes.	The UNJP will build on some of the developments initiated under this Project, such as the launch of the Modernization Project with NSSF, support to the Pension Design, technical support to the dialogue on SP Governance	ILO	NSSF, GS-NSPC	\$350,000 Republic of China	Malika Ok, Malika@ilo.org
Supporting the Implementation of Sustainable Social Protection Floors for the Workers and their Families in ASEAN - Phase II	Support to the extension of NSSF coverage and contribute to the system efficiency and effectiveness	Synergies are possible between activities organized under the two Programs, particularly those under the UNJP that have focus on the contributory side.	ILO	NSSF	\$400'000 Republic of Korea	Malika Ok, Malika@ilo.org

Annex 2. Overall Results Framework

2.1. Targets for Joint SDG Fund Results Framework

Joint SDG Fund Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ⁴	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale ⁵	1	2

Joint SDG Fund Output 3: Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested ⁶ (disaggregated by % successful-unsuccessful)	3	4
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	1	2
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country⁷
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth

⁴Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

⁵Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

⁶Each Joint programme in the Implementation phase will test at least 2 approaches.

⁷ Annual survey will provide qualitative information towards this indicator.

- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

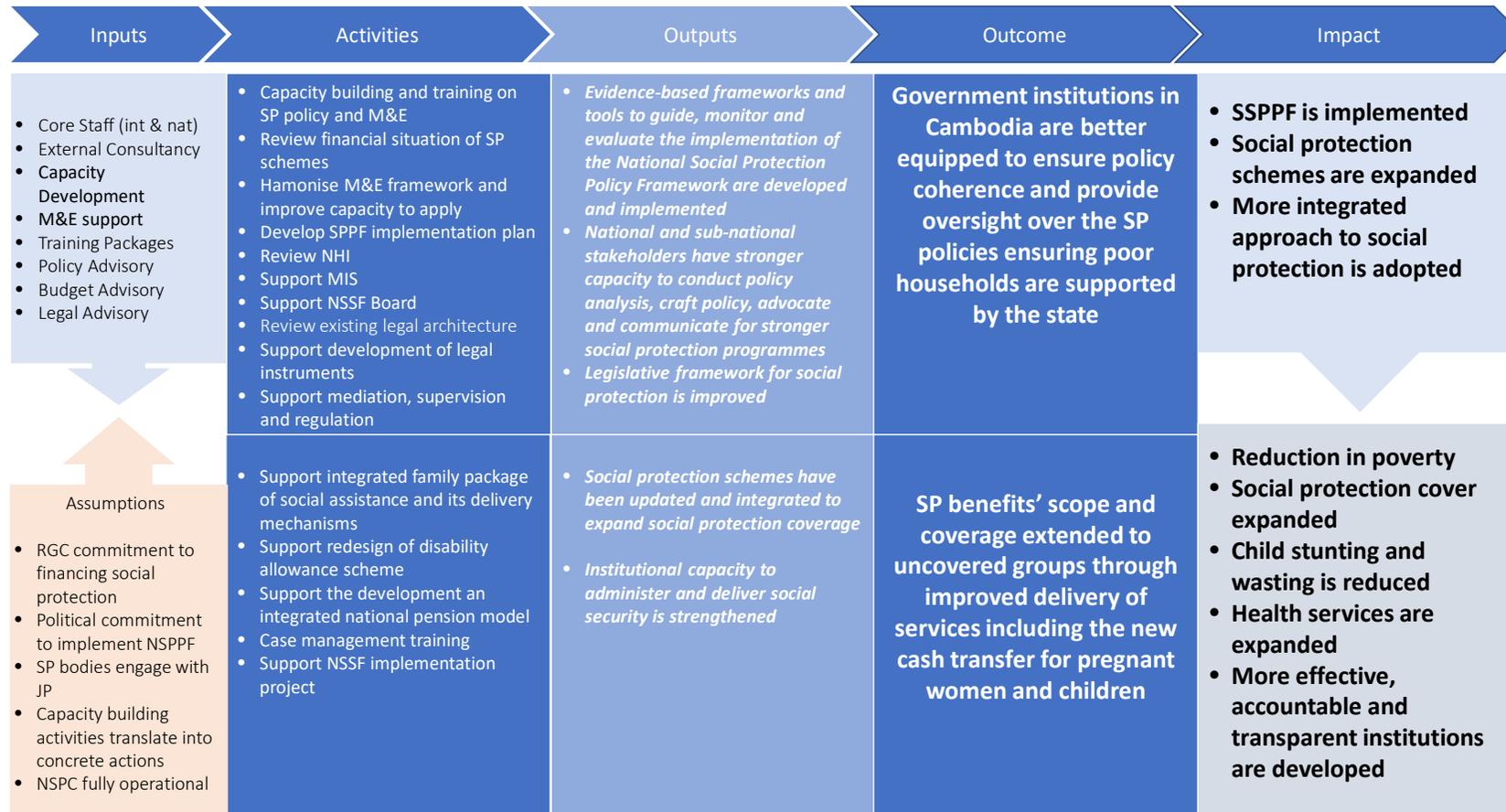
2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
Outcome 1: Government institutions in Cambodia (NSPC) are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.					
Existence of effective SP Sector Implementation Plan	0	0	1	Approved plan	GS NSPC
NSPC fully operational	0	0	1	Mid-term review	GS NSPC
Output 1.1 <i>Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented</i>					
# of tools developed to support M&E capacity	0	2	3	Validated studies	GS NSPC MoSVY MoH NIS
# of studies to inform strengthening of SP institutional arrangements and efficiency developed	0	1	2	Validated studies	NSSF GS NSPC
Training/capacity building specifically addresses gender issues	0	1	1	Specific section on gender in modules	MoH, NIS, GS-NSPC
Costed implementation plan of the revised National Social Protection Policy Framework developed	0	0	1	Draft costed implementation plan	GS – NSPC
Output 1.2 <i>National and sub-national stakeholders have stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection programmes (advocacy events on social protection organized)</i>					
# of dissemination and advocacy events on SP organized	0	2	2	Workshop/event reports	GS-NSPC

Mid-term review of the National Social Policy Framework organized	0	0	1	Mid-term Review Report	GS-NSPC
Gender issues specifically addressed in MTR	0	0	Yes	Separate section on gender in MTR	GS-NSPC
#People participating in training modules (% women)	0	70 (50% women)	100 (50% women)	Training reports	GS- NSPC
Training specifically addresses gender issues	0	1	1	Specific section on gender in training	GS-NSPC
Output 1.3 <i>Legislative framework for social protection is improved</i>					
Review of legal architecture	0	0	1	Review completed	GS-NSPC
# of legislative products adopted with JP support	0	1	2	Legislation	GS-NSPC, NSSF
Outcome 2: <i>Scope and coverage of social protection benefits is extended to uncovered groups</i>					
# of pregnant women and children included in the CT Programme for poor pregnant women and children	0	60,000	200,000	Government administrative data	MoSVY
# of new social assistance schemes costed and included into government plans	0	0	2	Costed cash transfer design documents	GS-NSPS MoSVY
Output 2.1 <i>Social protection schemes have been updated and integrated to expand social protection coverage</i>					
Family/integrated package of social assistance services developed	0	1	1	Draft Family/integrated Package of social assistance services study	GS-NSPC
Gender issues separately identified and addressed in package	0	0	1	Specific section on gender in study	GS-NSPC
Disability allowance scheme revised	0	0	1	Disability allowance scheme design document	MoSVY

				and draft legal documents	
Gender issues specifically identified and addressed in DA model	0	0	1	Specific section on gender in design document	MoSVY
Draft integrated national pension model developed	0	0	1	Design document	GS-NSPC, MoSVY, NSSF
Gender issues specifically identified and addressed in pension model	0	0	1	Specific section on gender in design document	GS-NSPC, MoSVY, NSSF
Output 2.2. Institutional capacity to administer and deliver social security is strengthened					
NSSF business process review developed	0	1	1	Reports	NSSF
# of community workers trained on social protection and case management for social service/social protection delivery (% women)	0	400 (50 % women)	400 (50 % women)	Training reports	MoSVY MOI
Training specifically addresses gender issues	0	1	1	Specific section on gender in training	MoSVY MoI

Annex 3. Theory of Change graphic



Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
<i>N°</i>	<i>Formulation</i>			
1.1	Context analysis integrate gender analysis	2	Analysis includes gender across all sectors including underlying causes; and includes gender sensitive data.	JP reports
1.2	Gender Equality mainstreamed in proposed outputs	3	Gender equality is mainstreamed across all outcome areas and one outcome (re pregnant women) specifically targets empowerment of women	PRODOC
1.3	Programme output indicators measure changes on gender equality	2	Over 33% of output indicators measure gender-related changes	PRODOC
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	PUNOS have consulted with at least one government agency that fosters gender equality; NWM participates in program consultations, etc.; and program contributes to substantially strengthen RGC participation and in gender-related SDG implementation	PRODOC
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	CSOs participate in project consultation and programme contributes to strengthen CSO participation in and engagement in gender-related SDG implementation	PRODOC
3.1	Program proposes a gender-responsive budget	2	Over 30% of the total budget allocated to gender issues	PRODOC
Total scoring		2		

Annex 5. Communication plan

1) Overall narrative of the joint programme

The main narrative to be communicated will be the role of the UN in Cambodia in supporting the RGC to expand social protection coverage to vulnerable groups (such as mothers and children) to ensure that no one is left behind and to support the achievement of the SDGs.

2) Strategic approach to key audiences

The communications plan will address a number of key audiences:

- 1) Key stakeholders including Government (i.e. all those listed at A16.2)
- 2) Broader civil society and the general public.
- 3) UN agencies including those not directly involved in the JP.

In relation to the key stakeholders, the communications plan will aim to (i) keep them informed about the progress of the JP (additional to direct operational communications); and (ii) play an advocacy function in relation to issues such as the importance of the SDGs, the role of social protection in achieving the targeted SDGs,

Communications with the general public and broader civil society will involve the same objectives. Finally, communications with UN bodies will also aim to (i) keep them informed about the progress of the JP (additional to direct operational communications); and (ii) to allow other UN agencies to assess where there is potential for them to work in synergy with the UNJP or to build on the achievements of the JP.

3) Objectives of strategic communication plan

The overall objective of the communications plan will be to ensure that key audiences (above) are aware of the activities of the UNJP and, more broadly, of the importance of the SDGs and the National Social Protection Policy Framework (NSPPF).

Progress in implementation of the communications plan will be measured in line with the output indicators set out in this plan.

The implementation of the communications plan will be evaluated as part of the overall evaluation of the project (section 3.2 above) (including measurement of the output indicators and qualitative interviews with key stakeholders) in addition to ongoing internal monitoring.

4) Main activities

The main communication activities will be as follows:

Description	Methods and communication channels	Responsible organization and focal point	Resources to be invested	Timeline: milestones and/or deadlines	Monitoring Indicators & data sources
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Website	Programme launch on WEB site	Each PUNO at their organizational WEB sites	N/A	At the beginning of the programme	No of users
	Human interest stories on CT cash transfer for women	UNICEF on UNICEF WEB site	N/A	Minimum 2	# of human interest stories published UNICEF Cambodia WEB site
	Programme updates on WHO Cambodia website	WHO	Included in budget for this project	Every 6 months	
Social media					
Online media					
TV/radio	Radio and TV spots on cash transfer programme for pregnant women and children	UNICEF	Funded by contribution complementary to UNJP	As of January 2020	No of listeners (TV and radio station general listener/viewer statistics)
Print media	Leaflets and posters on CT programme for pregnant women and children	UNICEF	Funded by contribution complementary to UNJP	As of January 2020	200,000, Programme MIS data

In addition, the PUNOs will take responsibility to communicating those aspects of the JP for which they are responsible through their normal communications channels, e.g. <https://www.social-protection.org>

PUNOs will establish a focal point who will be responsible for overseeing implementation of the communications plan and for overall monitoring and reporting on the communication plan.

Annex 6. Learning and Sharing Plan

1) Strategic approach to learning and sharing

The learning and sharing plan focusses on how the lessons from the UNJP can be identified and shared with relevant stakeholders, including the PUNOs at regional level.

The target groups for the plan are:

- 1) Key stakeholders including Government (i.e. those listed at A16.2)
- 2) UN agencies including those not directly involved in the JP.

2) Objectives of learning and sharing

The objective of the learning and sharing plan is to identify key lessons from the implementation of the UNJP and to ensure that these are shared with and learned by the relevant stakeholders (above).

As set out above the overall objective of the UNJP is to the nation-wide rollout of the innovative National Social Protection Policy Framework (NSPPF) which was established for the first time in Cambodia. This will lead to more people covered by a more effective, efficient, accountable, equitable, sustainable, and child- and gender-sensitive social protection system. In order to achieve this objective it is essential to identify the lessons learned from the UNJP and emerging good practices should be identified and disseminated.

A *lesson learned* is an observation from project or programme experience which can be translated into relevant, beneficial knowledge by establishing clear causal factors and effects. It focuses on a specific design, activity, process or decision and may provide either positive or negative insights on operational effectiveness and efficiency, impact on the achievement of outcomes, or influence on sustainability. The lesson should indicate, where possible, how it contributes to 1) reducing or eliminating deficiencies; or 2) building successful and sustainable practice and performance. A lesson learned may become an *emerging good practice* when it additionally shows proven results or benefits and is determined by the evaluator to be worthwhile for replication or up-scaling.



This process should be carried out on an ongoing basis as part of the implementation of the UNJP and will also form part of the final evaluation.

Progress will be monitored on the basis of the indicators set out below and, on a more qualitative basis, in the final evaluation.

3) Main activities

The main learning and sharing activities will be as follows

Description	Methods, instruments and tools	Responsible organization and focal point	Resources to be invested	Timeline: milestones and/or deadlines	Monitoring Indicators & data sources
Documenting activities	Knowledge management system	UNJP		??	Project reports
Identifying lessons learned	Part of periodic reporting process	UNJP	No additional resources	As per reporting deadlines	No of lessons learned identified
Flagging emerging good practices	Included in periodic reporting	UNJP	No additional resources	As per reporting deadlines	No of emerging good practices identified
Disseminating and sharing lessons learned	See Communications Plan	UNJP	As Communications Plan	As Communications Plan	No of relevant communication activities

PUNOs will establish a focal point who will be responsible for overseeing implementation of the learning and sharing plan and for overall monitoring and reporting on the plan.

Annex 7. Budget and Work Plan

7.1 Budget per UNSDG categories

UNDG BUDGET CATEGORIES	UNICEF		ILO		WHO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	145,550		174,000		361,220		680,770	
2. Supplies, Commodities, Materials	15,500		13,100		5,439		34,039	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		4,000		0		4,000	
4. Contractual services	380,000		264,405		18,972		663,377	
5. Travel	0		38,000		0		38,000	
6. Transfers and Grants to Counterparts	194,000		134,700		103,000		431,700	
7. General Operating and other Direct Costs	6,000		10,500		0		16,500	
Total Direct Costs	741,050		638,705		488,631		1,868,386	
8. Indirect Support Costs (Max. 7%)	51,874		44,709		34,204		130,787	
TOTAL Costs	792,924	695,000	683,414	280,000	522,835	225,000	1,999,173	1,200,000
1st year	376,105		368,834		251,970		996,909	0
2nd year	416,819		314,580		270,865		1,002,264	0

The three largest budget categories are Contractual Services, Staff and other personnel, and Transfer and Grants to Counterparts. This distribution is justified because the Project is primarily focused on system development, and that most of the activities will have a strong element of technical assistance. This technical assistance will be delivered by PUNOs staff, including regular staff. However, in order to ensure dedicated capacity that builds on PUNO expertise, Project staff will be recruited to support the delivery of technical activities as well as project management and coordination. Cost sharing arrangements with other sources of funding will be maximized to ensure that the percentage allocated to staff costs does not represent a high share of the budget and does not reduce the budget for other areas. In this regard, regular expertise from PUNOs existing staff will be also allocated to the Project. For specific technical needs, PUNOs will also engage the services of consultants or specialized

consultancy companies. Finally, part of the Budget will be transferred to counterparts for the organization of advocacy and training events.

As some of the support will be provided by non-resident experts, the Project also has an allocation for travel.

Monitoring and Communication do not have specific budget as they are distributed within the different activities. However, both are strong components of the Project, with significant resources allocated to activities that contribute to these budget categories, particularly in terms of building the monitoring system for the NSPPF and for its respective schemes. In this regard, a specific focus will be on the monitoring and evaluation of the impact of the new cash transfer for pregnant women and children.

7.2 Budget per SDG targets

SDG TARGETS		%	USD
1.3	Implement nationally appropriate social protection systems and measures for all	53%	1,700,000
2.2	By 2030, end all forms of malnutrition	13%	401,500
3.8	Universal Health Coverage	23%	747,835
16.6	Development of effective, accountable and transparent institutions at all levels	11%	349,838
TOTAL		100%	3,199,173

The distribution of Budget according to SDG targets reflect the nature of the Project, with most of the effort being concentrated primarily on SDG Target 1.3, followed by Target 3.8. In relation to Target 2.2 and Target 16.6 the allocation of resources is lower as this are mainly expected to be achieved indirectly through the impact of more people covered by social protection and health system. Nevertheless, to ensure that there is indeed an accelerated effort the UNJP still foresees some activities that focus more on ensuring that the nutrition outcomes are achieved and that there is a concrete impact in institutional development.

7.3 Work plan

Outcome 1			Government institutions in Cambodia are better equipped to ensure policy coherence and provide oversight over the SP policies ensuring poor households are supported by the state.																			
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved					
	2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)							
Output 1.1. Evidence-based frameworks and tools to guide, monitor and evaluate the implementation of the National Social Protection Policy Framework are developed and implemented			Activity 1.1.1 - Support revision, definition and establishment of the NSSF Board and Investment Committee																Main types of costs involve: - Seminars and advocacy events - Expert costs related with the provision of technical assistance (including policy and legal support) - Development of training materials and delivery of training sessions at central and decentralized level - Consultancies to provide specific technical assistance on the review of the NSPPF and the NHI, development of comprehensive implementation plan - Consultancy meetings	ILO UNICEF, ILO, WHO UNICEF UNICEF ILO ILO, WHO UNICEF, ILO, WHO WHO UNICEF, ILO	NSSF, GS-NSPC GS-NSPC MOSVY GS-NSPC, MoSVY GS-NSPC GS-NSPC NSSF, GS-NSPC GS-NSPC MoH, NIS, GS-NSPC GS-NSPC	
			Activity 1.1.2 – Support GS-NSPC in implementation and revision of the harmonized M&E framework for social protection and social assistance																			
			Activity 1.1.3- TA and support to training for MOSVY and GS-NSPC on RBM and development/ implementation of the M&E plans																			
			Activity 1.1.4- Support GS-NSPC to design specifications for the social assistance Management and Information System																			
			Activity 1.1.5- Support the review of the existing poverty assessment and targeting tools – ODID/D Poor (as a component of the single/ family package)																			
			Activity 1.1.6- Support review and analysis of the financial situation of the Social Security Schemes																			
			Activity 1.1.7- Support NSSF to review implementation of the National Health Insurance, including social health protection, and propose recommendations for the revision of the National Health Insurance																			
			Activity 1.1.8- Support preparation of the NSPPF Mid-term review, including the development of a costed SPFF Implementation plan																			
			Activity 1.1.9- Support development and implementation of equity analysis in coverage and financial protection for MoH, GS-NSPC, NIS, including in-person, on-the-job mentoring																			
			Activity 1.1.10 – Support GS-NSPC research capacity in the topic of social protection, including in the topic of social protection and taxation																			
Output 1.2: National and sub-national stakeholders have stronger capacity to conduct policy analysis, craft policy, advocate and communicate for stronger social protection programmes			Activity 1.2.1 – Support to the organization of an annual Social Protection week, including the organization of high-level advocacy events																ILO, UNICEF, WHO WHO WHO, ILO UNICEF, ILO UNICEF, ILO	GS-NSPC, MoSVY, MoH MoH, GS-NSPC, NIS, MEF MoH, GS-NSPC, NSSF, MEF GS-NSPC, MoSVY MoSVY		
			Activity 1.2.2- Support organization of regular forums on universal health coverage to share evidence and promote improvements in the social health insurance																			
			Activity 1.2.3- Support to scenario report (with costing) for future paths for social health protection																			
			Activity 1.2.4- Develop a Social Protection training package for Cambodia																			
			Activity 1.2.5 – Implement the national SP training package for central and provincial stakeholders																			
Output 1.3: Legislative framework for social protection is improved			Activity 1.3.1 – Support the review and development of the Social Protection Legal Architecture (including the mapping and identification of gaps)																ILO ILO ILO	GS-NSPC GS-NSPC, NSSF GS-NSPC, NSSF		
			Activity 1.3.2 - Support to the development of Social Protection legal instruments																			
			Activity 1.3.3- Support to the definition and establishment of the function of mediation, supervision and regulation (including its legal establishment)																			

Outcome 2			SP benefits' scope and coverage extended to uncovered groups through the expansion of the new cash transfer for pregnant women and children and the launch of the pension system																	
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUNO/s involved	Implementing partner/s involved				
	2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)			
Output 2.1 Social protection schemes have been updated and integrated to expand social protection coverage			Activity 2.1.1 - Support GS-NSPC to develop the integrated family package of social assistance and its delivery											Main types of costs involve: - Seminars and advocacy events - Expert costs related with the provision of technical assistance, including policy, legal support and scheme design (Family package) and delivery mechanisms	177,750	175,000	352,750	UNICEF, ILO	GS-NSPC, MoSVY	
			Activity 2.1.2 - Support GS-NSPC and MoSVY to redesign the disability allowance scheme																UNICEF	GS-NSPC, MoSVY
			Activity 2.1.3 - Support the development of an integrated national pension model (including the elderly tax funded cash transfer and the contributory pensions)																	ILO
Output 2.2: National policy consultations on integration of the cash/non cash under the Child support grant with transformative programs for ECD in place for maximizing the potential of the grant to all children.			Activity 2.2.1 - Develop the training package to promote planning, case management and referral to social protection and basic social services											- Development of training materials and delivery of training sessions at central and decentralized level - Consultancies to provide specific technical assistance, research on the design of specific schemes (pension, disability) and respective delivery mechanisms	182,050	210,000	392,050			
			Activity 2.2.2 – Implement training to support capacities of Provinces, Districts and communes for planning, case management and referral to social protection and basic social services																	
			Activity 2.2.3 – Support implementation of NSSF modernization Project																	ILO

Annex 8. Risk Management Plan

A political economy analysis was conducted by the RC Office to highlight possible flashpoints, risks and opportunities. The analysis suggested that building confidence in the SP system by strengthening the functioning of the governing body (the General Secretariat of the NSPC) will create a strong incentive and capacity for national authorities to withstand political interference and intra-ministerial meddling and indirectly grant political insurance to the implementing UN Agencies.

The main threats come of the lack of experience of the majority of the actors involved in the implementation of social protection and the traditional lack of coordination between the different bodies involved. Somehow the creation of the NSPC and its Secretariat are a good move in terms of dealing with the coordination issue. In this regard, the UNJP is expected to strengthen capacities within planning and budgeting for social services, including social assistance at commune levels. This capacity building component is highly transformative as it will empower key sub-national administrations (e.g. commune councils) and protect from political-institutional interference some of the critical decisions that directly affect beneficiaries. Working with commune leadership will also help mobilize enrolment of SMEs and workers, in particular in the informal level where the bulk of workers are employed.

As part of the development of this PRODOC a detailed risk assessment was carried out leading to identification and assessment of key risks and identification of mitigation measures. This is set out below in the form of a risk register. This risk register will be monitored as part of the implementation of the project and an updated assessment of risk and necessary actions will be set out in the periodic reports.

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
<i>Contextual risks</i>					
RGC unable to earmark public finance to provide a predictable cash transfer towards social protection	Medium	2	4	Continued evidence-based advocacy Capacity building for government line ministries to develop and present evidence-based budgets	UNJP
Low political commitment to reform	Medium	2	4	Continue evidence-based advocacy	UNJP
Weak monitoring of impact of SP	High	3	3	Support to M&E capacity	UNJP
<i>Programmatic risks</i>					
RGC decides not to proceed with SP schemes or delays implementation	Low	1	4	This scenario is highly unlikely given cash grant has been already budgeted by the government	UNJP
RGC does not have capacity to implement cash grant	Medium	2	4	Continue intense capacity building for the government partners	UNJP
Lack of co-ordination between RGC agencies	High	3	3	Continue support and build capacity for existing coordination mechanisms under NSPC and Ministry of Social Affairs, Veterans and Youth	UNJP

Low capacity of RGC agencies	High	3	3	Continue intense capacity building for relevant agencies	UNJP
NSPC is not fully established or has limited influence	Medium	2	4	Multi-agency approach not solely reliant on NSPC; capacity building for NSPC	UNJP
Government agencies delay in engaging with the project	High	3	4	Advocate for stronger engagement. Work through sub-laws to strengthen accountability	UN
Capacity building activities not translated into concrete actions	Medium	2	4	Test and evaluate effectiveness of capacity building initiatives	UNJP
Lack of co-ordination amongst PUNOs	Medium	3	2	UNRC will monitor	UNRC
Project period will be insufficient to implement all activities	High	4	3	Timed work plan will be developed on inception	UNJP

Acronyms

CDHS	Cambodia Demographic and Health Survey
CSDG	Cambodian Sustainable Development Goal
CSES	Cambodia Socio-economic Survey
CT	Cash Transfer
GS	General Secretariat
ID Poor	Identification of Poor Households Programme
JP	Joint Program
MEF	Ministry of Economy and Finance
MoH	Ministry of Health
MoI	Ministry of Interior
MoP	Ministry of Planning
MoSVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
NIS	National Institute of Statistics
NSPC	National Social Protection Council
NSPPF	National Social Protection Policy Framework
NSSF	National Social Security Fund
RGC	Royal Government of Cambodia
SNA	Sub-national Administration
SP	Social Protection
ToR	Terms of Reference
WCC	Women and Children Committees