



# Cambodia Community Justice Assistance Partnership

Six-Monthly Progress Report – April–September 2013

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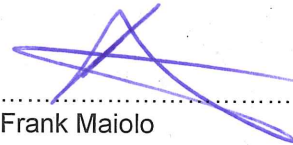


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## Abbreviations

<b>Abbreviation</b>	<b>Description</b>
AIDS	Acquired immune deficiency syndrome
ASTWG	Alternative Sentencing Technical Working Group
CCJAP	Cambodia Community Justice Assistance Partnership
CNP	Cambodian National Police
CoA	Court of Appeal
CPCS	Crime Prevention and Community Safety
EVAW	Ending Violence Against Women
GDoP	General Department of Prisons
HIV	Human immunodeficiency virus
ICT	Information and communications technology
IEC	Information, Education, and Communication
IT	Information technology
MoJ	Ministry of Justice
MoH	Ministry of Health
NA	Not applicable
NGOs	Non-governmental organisations
NMB	National Management Board
PAF	Performance Assessment Framework
PIs	Performance indicators
RGC	Royal Government of Cambodia
SPPCS	Strengthening Police Post for Community Safety
TB	Tuberculosis
TWG	Technical Working Group
UNICEF	United Nations Children's Fund
URS	URS Australia Pty Ltd
VCSP	Village and Commune Safety Policy

## Executive Summary

The Cambodia Community Justice Assistance Partnership (CCJAP) is an Australian-funded project designed to assist the Royal Government of Cambodia (RGC) in its efforts to build safer communities and to reduce prison overcrowding. The primary goal of CCJAP is *To contribute to building safer communities and reducing overcrowding in prisons*, with intermediate outcome areas that focus the delivery of support by CCJAP into agreed areas. CCJAP delivers aid assistance that responds to partnership priorities within a narrower set of outcome areas than has been the case in previous phases of CCJAP. This narrower and deeper approach reflects changes in the way in which Australia delivers its development assistance and, in the case of CCJAP, aims to create more sustainable and effective outcomes.

This report covers the period from April to September 2013 and will provide details of the outcome-to-purpose progress during that period.<sup>1</sup>

CCJAP made progress in the following areas:

- CCJAP collaborated with sector counterparts to design activities within each intermediate outcome area. These activities were later approved for implementation by the National Management Board (NMB).
- CCJAP supported the development of cost and implementation schedules for the program, which were approved by the NMB.
- Each of the nine Provincial governments was visited and meetings were held with Provincial Coordinating Committees to introduce the CCJAP program and to seek agreement for CCJAP advisers to operate within each Province. In each Province, either the Governor or the Deputy Governor met with the CCJAP representatives and agreed to support the implementation of the CCJAP program within their Province.
- CCJAP supported the General Department of Prisons (GDoP) to improve prison management through workshops on HIV/TB health management, and separation of prisoners and prison classification.
- Alternative sentencing – CCJAP recommenced work with senior officials within the Ministry of Justice (MoJ) to support the broader application of non-custodial sentencing and pre-trial options by the courts.

**End-of-Program Outcome 1:** The justice system is managed for more effective pre-trial arrangements, use of non-custodial sentencing, and improved prisons.

During the period, CCJAP supported the MoJ and its goal of implementing more effective pre-trial arrangements and the use of non-custodial sentencing to reduce prison overcrowding. Progress within the MoJ on these issues has been slow, due in part to the impact of the elections. CCJAP thematic advisers have worked with the senior MoJ officials at the Secretary and Under Secretary of State level to identify activities to be implemented under CCJAP and to support the development of internal guidelines to apply alternative sentencing and judicial supervision within the Cambodian Courts. Take up of the issues by the MoJ is progressing; however, workload issues have been cited by MoJ officials as the reason that the inter-ministerial non-custodial working group has been unable to meet as scheduled to consider the guidelines before November. Time delays of months for working group meetings to be convened have a negative impact on progress and delay the application of alternative sentencing by the courts significantly.

<sup>1</sup> Progress during the period was adversely affected by two key events: the advertising and recruitment of all CCJAP local positions; and the Cambodian national election, both of which reduced opportunities for CCJAP to implement activities.

## Executive Summary

The guidelines are important instruments for Judges and court officials, who are reluctant to apply these options without clear endorsement from the MoJ. CCJAP met with Provincial Coordinating Committees in each of its nine supported Provinces and outlined CCJAP's approved support activities for supporting alternative sentencing reforms. Each Province expressed their support for the initiative, but court representatives in each location confirmed that guidelines from the MoJ were necessary before alternative sentencing options could be applied. CCJAP has an approved list of activities, which includes social survey research on pre-trial options and non-custodial sentencing with stakeholders, including the MoJ, the Cambodian National Police (CNP), and the Provincial Coordinating Committees in the partner Provinces. No requests have been received to date for the implementation of alternative sentencing activities under this intermediate outcome area and no progress can be reported with regards to the approval and promulgation of the guidelines by the MoJ.

The baseline performance indicators updated with late 2012 data from GDoP and CNP show there is *0% of misdemeanour crime convictions resulting in non-custodial sentence, 23% of prison population in detention before the decision of the court of first instance, and 0% of Commune women and men participating in non-custodial sentence activities.*

CCJAP supported the improved custody for detained persons through a 5-day training on HIV/AIDS and TB management in prisons that included blood testing protocols and procedures, treatment regimes, and counselling practices. The workshop was attended by 40 prison health officers (10 females) and was followed up by inter-agency meetings (three meetings in three Provinces out of nine were organised) with other national and international non-governmental organisations (NGOs), to coordinate and mobilise health service support to the GDoP. The GDoP has shown commitment to improve the quality of HIV/AIDS and TB blood testing, treatment and counselling services for prisoners in all of its Provincial prisons and national correctional centres. It has begun to coordinate management of these health issues with the Ministry of Health (MoH) and arrange for the supply of medical supplies and equipment (as all prison health posts have been accredited by MoH for support under its Minimum Package Activity scheme) and a follow-up monitoring schedule to all prisons.

CCJAP also supported a workshop on the separation of prisoners, prisoner security classification, and dissemination of the royal decree on sentence reduction and amnesty. Sixty-four prison officials attended (of which five were females). This workshop was attended by prison chiefs and deputy chiefs from across the country. The workshop provided these senior prison officials with knowledge of improved processes to increase the out-of-cell time for prisoners and information regarding the revised prison law on sentence reduction.

**End-of-Program Outcome 2:** Women, youth and children are safer and communities have less crime.

CCJAP works to support making communities safer for women, youth, and children and to reduce crime in communities through its investment in Commune-level development through the partnership support fund, and through capacity development support to the CNP under the Commune safety program. CCJAP's design relies on partnership support at the Provincial, District and Commune level and on the existence of systems within RGC at each of these levels. CCJAP has worked to establish these systems during the first six months of its operations; however, the national election and post-election period before the establishment of the government both had an impact that reduced progress in achieving these important steps.



## Executive Summary

Progress was made during the period and the Project Team Leader and NMB representatives formally briefed nine Provincial key counterparts (including Provincial governors, deputy governors, police, courts, prisons, and the Ministry of Women's Affairs) on CCJAP's goals and objectives. Each of the Provincial government representatives confirmed their commitment to the CCJAP program and each Province agreed to appoint a Provincial deputy governor, with support from a number of Provincial coordinators and District focal points to ensure the effective functioning of the Crime Prevention and Community Safety (CPCS) programs that are the focus of CCJAP's goals.

Training materials on CPCS, guidelines on the implementation of the partnership support fund, and other supported documents for a training workshop on CPCS have been prepared. A workshop schedule has been prepared that includes training for recently appointed Provincial program officers and Provincial finance and administration staff, and workshops with Provincial Coordinating Committees to identify demand-side-driven activities to be implemented by CCJAP over the next 9 months.

**End-of-Program Outcome 3:** Communities, police, courts and prisons use evidence to support policy and management of justice.

Limited progress within this report period has been accomplished to support justice sector agencies (CNP, GDoP, MoJ) in making use of data for supporting decision-making. Support was planned for the CNP in the area of data management relating to the Village and Commune Safety Policy; however, due to demands on police counterparts during and following the election, these planned activities were not implemented.

Training to support the GDoP was planned during the period, focusing on improving the application of the prison database software for prison officials; however, the training was delayed on the request of the GDoP, due to demands on the organisation from the National election and post-election period. Training program materials and schedule were finalised in preparation for implementation during the next six-month period.

CCJAP has worked to increase access to senior officers within the MoJ to better understand the Ministry's strategies and activities to improve evidence-based management within the courts. CCJAP has made limited progress in this respect but was able to gain a clearer understanding from the MoJ of the areas of support that were relevant to CCJAP's program. CCJAP advisors have also obtained agreement from the Under Secretary of State to join a fact-finding mission to the Provinces in late October. This mission will examine a range of issues, including the status of data management and decision-making with regards to the application of alternative sentencing decisions.

Although the outcome result at this stage cannot be realised, the planned results and the progress to date could directly contribute to the outcome performance measurement. The most updated data in 2013 from GDoP and CNP has shown that over 92% of prisons in the past three quarters have submitted prisoner data on time to GDoP, while the overall score of quality of prison data submitted increased from 33.33% in quarter 1 to 42.59% in quarter 3 in 2013. In contrast, both the timeliness and quality of crime data submitted to CNP dropped in quarter 2 (only 66.67% of the Provinces submitted on-time crime data and the overall quality score is also at 66.67%), but both factors have almost returned to their quarter 1 levels. Furthermore, there has not yet been any specific evidence of the use of data/evidence by justice sector agencies to support management decisions or resource allocations.



## Executive Summary

### Capital Works

Prison capital works priorities have been identified based on prison scoping conducted during CCJAP3 and re-evaluated by the current CCJAP capital works adviser. The NMB met and approved a priority list that includes 15 capital works schemes within eight Provincial prisons, with a total estimated budget of US\$251,587. The list of approved capital works has been evaluated and CCJAP personnel have conducted initial site screening at each prison. Work has also begun to outsource some of the procedural areas of the capital works program to private contractors, as identified within the Program Design Document.

### Program Management

A total of 25 local CCJAP staff members (8 administration support staff and 17 program staff) were recruited within this reporting period.

A preliminary work plan and budget for July 2013 to June 2014 was approved by the NMB in June 2013, which will be re-evaluated following workshops with each Provincial Coordinating Committee to identify demand-side requests for program activity implementation, and re-submitted to the NMB for approval.

The CCJAP Performance Assessment Framework (PAF) has been updated and the performance indicators (PIs) for each objective in the PAF are being revised in order to determine more practical and relevant PIs for project progress measurement. The baseline indicators have been updated based on the existing late 2012 crime and prison data from CNP and GDoP. Figure 2-1 shows that on average in the nine CCJAP partner Provinces, there were 17 reported rape cases per Province, 9.27 incidences of misdemeanour crime per 100,000 people per Province and 4.85 incidences of violent crime per 100,000 people per Province. Furthermore, there were 189 pre-trial detainees per Province on average in the nine CCJAP partner Provinces (refer Figure 2-3).

### Expected End-of-Program Outcomes – Continuing Relevance

CCJAP's expected end-of-program outcomes remain relevant; however, RGC commitment and leadership of the reform program remain crucial ingredients to achieving sustainable outcomes. CCJAP's end-of-program outcomes include reducing prison overcrowding through increased use of alternative sentencing and pre-trial non-custodial options. At the present time, RGC support for reform in this area is weak, with limited evidence of commitment to drive change in this area. Provincial court officials have reported their interest in using non-custodial and alternative sentences, but the lack of formal instructions to do so from the MoJ acts to prevent judges from using these existing powers. The MoJ will need to embrace the concept and support this reform activity if the end-of-program outcome is to continue to be relevant and achievable.

CCJAP end-of-program outcomes relating to safer communities and reduced crime remain relevant. The national policy platform and Provincial commitment to this outcome area have provided a sound basis for CCJAP to commence its activities. Provincial meetings with each Provincial Coordinating Committee and Deputy Governor or Governor identified strong commitment to the program and the development of Commune-level reform.

CCJAP end-of-program outcomes relating to improved use of data systems for evidence-based performance management remain relevant; however partnership organisations lack clear strategic purpose for data systems and need to develop more structured data identification, management, and purpose before the outcomes in this area can be achieved and sustained.

## Executive Summary

### **Adequacy of Progress towards Sustained End-of-Program Outcomes**

The adequacy of progress towards sustained end-of-program outcomes is as yet unable to be fully assessed. During the reporting period CCJAP consolidated its processes, finalised recruitment, and established formal networks to begin to deliver its programs at the national and sub-national levels. This was achieved despite the negative impact caused by the absence for almost 3 months of all RGC partners to CCJAP due to the security demands of the national election and post-election formation of government. CCJAP has been able to establish sound processes and relationships that now form the basis for all of its ongoing activities and end-of-program outcomes.

### **Adequacy of Progress Implementing the CCJAP Annual Plan and Budget**

CCJAP has not been able to implement activities in accordance with its approved annual plan and budget due to the absence of its partners and the unavailability of its key counterparts to implement activities. With the end of the election and post-election periods, CCJAP is now positioned to revise the annual plan and budget and to implement in accordance with both documents.

## Introduction

### 1.1 Project Description

The Cambodia Community Justice Assistance Partnership (CCJAP) is an Australian aid funded 3.5-year project from 2013 to 2016 supporting the Royal Government of Cambodia (RGC) in its legal and judicial reform. Since 1997, Australian aid has provided financial and technical support to RGC in their legal and judicial reform efforts, with a focus on improving access to justice, with a particular emphasis on vulnerable groups such as women and juveniles. For this final phase of the program, the focus has become narrower and deeper, with a program goal of “Contributing to building safer communities as well as sentencing and prison reform”. To achieve this purpose, the project has identified three main project strategic outcomes: 1) *The justice system is managed for more effective pre-trial arrangements, use of non-custodial sentencing, and improved prisons*; 2) *Women, youth, and children are safer and communities have less crime*; and 3) *Communities, police, courts, and prisons use evidence to support policy and management of justice*. The key strategies to be implemented to support these outcomes are based on a partnership approach with the RGC.

### 1.2 Structure of Six-monthly Progress Report

CCJAP has three thematic end-of-project outcomes and management components. The three thematic outcomes have been broken-down into seven intermediate outcomes as depicted in Table 1-1.

**Table 1-1 Break down of thematic outcomes into intermediate outcomes**

End-of Program Outcomes	Intermediate Outcomes
1. The justice system is managed for more effective pre-trial arrangements, use of non-custodial sentencing, and improved prisons.	1a. Community understands and begins to support non-custodial sentencing. 1b. Courts and police pilot more effective pre-trial options and non-custodial sentencing. 1c. Improved custody for all prison detainees.
2. Women, youth, and children are safer and communities have less crime.	2a. Community works better together to demand and deliver safety. 2b. Police engage with community and respond to their safety needs. 2c. Cambodians have greater awareness of the law and their legal rights and responsibilities.
3. Communities, police, courts, and prisons use evidence to support policy and management of justice.	3. Justice sector uses strengthened systems for evidence-based management.

The structure of this report provides information on progress towards each outcome, intermediate outcome, and planned output. The progress of capital works has been reported separately in Chapter 3; however, the contribution of capital works towards the achievement of any intermediate outcome will be reported together with other attributed deliverables for that particular outcome.

Progress against each output and outcome over the past six months (April–September 2013) is described in Chapter 2.

## Progress of Project Implementation

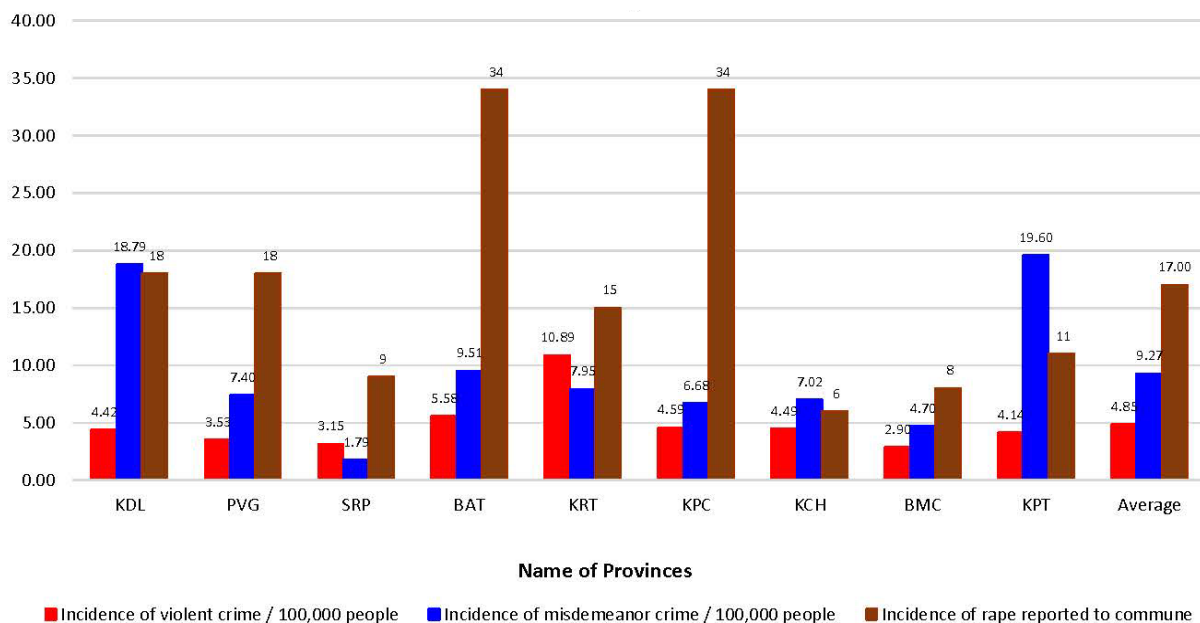
**Goal:** Prosperous, safe, and secure communities in Cambodia.

**Purpose:** *Contribute to building safer communities and reducing overcrowding in prisons.*

### Summary of Progress towards Purpose:

CCJAP is unable to report progress against its key goal during the period. CCJAP completed its implementation and recruitment within the first three months of the period. This was followed by the Cambodian National election, which saw the withdrawal of counterparts to support the processes of the National election. CCJAP was able to consolidate its processes despite these factors and was able to secure the commitment of its partners at both the National and Provincial level and, in doing so, has established a stable platform for the full implementation of program. CCJAP has collected secondary crime data from the Cambodian National Police (CNP) to update its performance indicators for the program purpose for the nine CCJAP partner Provinces, as shown in Figure 2-1 below. On average (in the 9 partner Provinces) in 2012, there were 17 reported rape cases per Province, 9.27 incidences of misdemeanor crime per 100,000 people per Province and 4.85 incidences of violent crime per 100,000 people per Province. Figure 2-1 shows that the incidence of misdemeanours in Kandal and Kampong Thom Provinces is relatively the highest (at twice the average figure among the 9 Provinces), while the incidence of rape in Battambang and Kampong Cham is also twice the average across the 9 Provinces.

**Figure 2-1 Incidence of crime by partner Provinces in 2012**



**End-of-Program Outcome 1:** The justice system is managed for more effective pre-trial arrangements, use of non-custodial sentencing, and improved prisons.

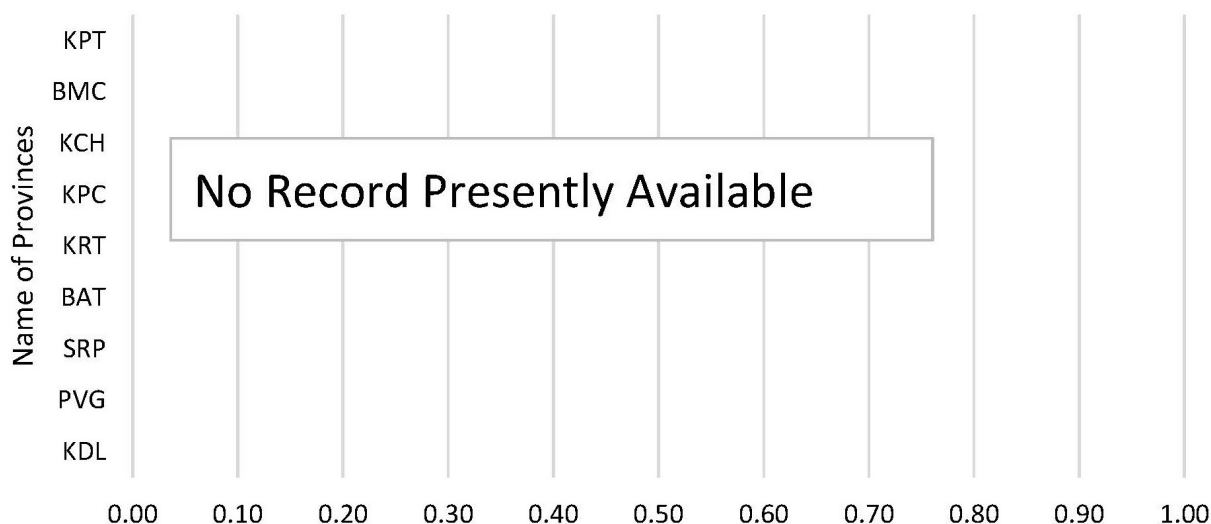
**Intermediate Outcome 1a:** Community understands and begins to support non-custodial sentencing.

CCJAP has met with the Provincial Coordinating Committees in each of the 9 partner Provinces and has secured commitment to support the implementation of activities under this intermediate outcome area. CCJAP takes a ‘demand-side-driven’ approach that seeks to provide inputs that are supportive rather than leading in nature. Activities under this area will be implemented to support strategic reform

## 2 Progress of Project Implementation

programs within requesting Provinces. At the present time, there are no records to indicate that any Commune authorities are participating in the supervision or application of non-custodial orders issued by the courts in Cambodia. The lack of formal guidelines from the Ministry of Justice (MoJ) and the absence of agreed processes at the Commune level have prevented this from occurring.

**Figure 2-2** Number of Commune authorities participating in non-custodial sentencing activities in 2013



### Output Progress:

The approved activities of this Intermediate Outcome area address the need for communities to understand and support the application of non-custodial court orders that would see accused or convicted persons returned to the location where the offences occurred. Many communities in Cambodia support harsh punishment for offenders, including persons who commit what can appear to be minor offences. The theft of small value objects such as a chicken or a duck, while of small relevance to those outside these communities, can have a major impact on the quality of life for the owner. Activities under this area aim to assess the attitude of communities identified by partner Provincial Coordinating Committees and to provide information that can be used to influence pilot communities to agree to support the use of non-custodial and pre-sentencing options.

CCJAP Provincial Program Officers have commenced work with their Provincial counterparts to identify demand for these activities within each Province. CCJAP will work with Provincial Coordinating Committees to identify existing strategies and goals and will structure inputs to support counterparts to advance these strategies and goals. Where demand is evident but no strategic planning has commenced, CCJAP will look to support the development of clear strategic planning with clear outcomes before committing to implementing activities under this outcome area.

**Output 1:** Information, Education, and Communication (IEC) materials for dissemination to communities at piloted areas designed and disseminated by Non-custodial Sentencing Technical Working Group (TWG) (RIS, Activity 3).

IEC materials will be developed after social surveying is completed in pilot locations within partner Provinces that have non-custodial reform programs in place. The findings and recommendations of social surveys of communities on non-custodial sentencing will help TWG and project stakeholders design the right messages and deliver them effectively and efficiently.

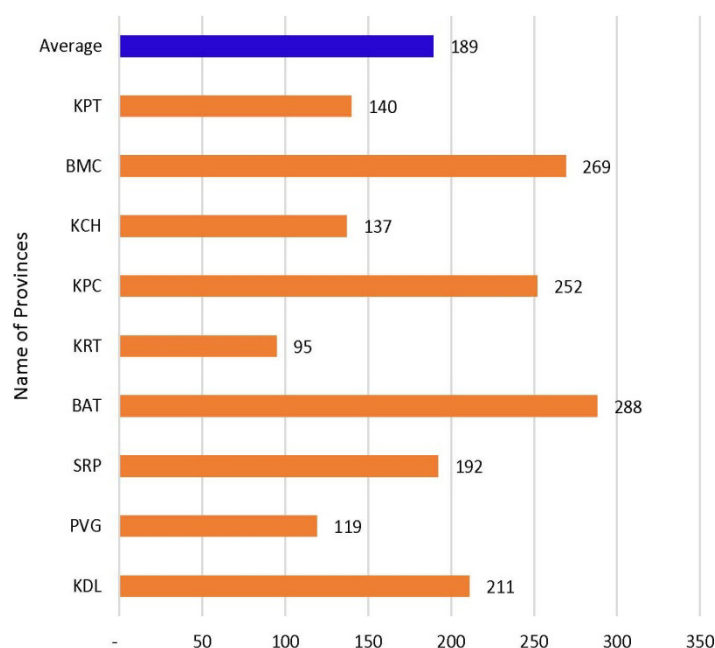
## 2 Progress of Project Implementation

**Output 2:** Guidelines and procedures for implementation of pre-trial options (December 2013) and non-custodial sentencing (June 2014) finalised by non-custodial TWG (RIS, Activity 4).

The MoJ-led Alternative Sentencing Technical Working Group (ASTWG) has been developing guidelines and procedures for judicial supervision, the application of alternative sentences, and community work orders since 2011. These guideline documents provide important motivation to Judges who are reluctant to apply these options of their own volition. The ASTWG conducted two workshops during the CCJAP transition period in Battambang and Banteay Meanchey in February 2012 and March 2013; however progress on implementing these guidelines and procedures continues to be slow. A November meeting of the ASTWG is planned, with the objective of advancing the Judicial Supervision guidelines only. Slow progress in this area will directly reduce the potential for CCJAP support to support achievement of this output.

**Intermediate Outcome 1b:** Courts and police pilot more effective pre-trial options and non-custodial sentencing.

**Figure 2-3** Number of pre-trial detainees in 2012 in CCJAP partner Provinces



As previously discussed, courts are the initiating agency for all non-custodial or pre-trial release orders. CCJAP has been working during the period to assess the commitment within the MoJ and courts for the application of pre-trial options and non-custodial sentencing. CCJAP has found that there is interest at the Provincial level for the implementation of these options, but that judges were reluctant to implement these orders without clear guidelines being promulgated at the National level. CCJAP continues to assess the level of national commitment to the increased use of these orders; however, the issue appears to have limited support from within the MoJ and was not included in MoJ strategic planning documents. At the end of 2012, according to the data from the General Department of Prisons (GDoP), on average there were 189 pre-trial detainees per Province, while five out of the nine partner Provinces had more pre-trial detainees than this average figure. This figure constitutes an initial baseline for measuring the effectiveness of pre-trial options to be applied by the court in the future once the system is in place.



## 2 Progress of Project Implementation

### Output Progress:

**Output 1:** Social survey on pre-trial options in three pilot Provinces (Siem Reap, Battambang and Banteay Mean Chey) conducted (RIS, Activity 1).

During this reporting period, the draft Terms of Reference for the social survey on pre-trial options and non-custodial sentencing was completed for further consultation with concerned stakeholders, especially the MoJ, the CNP, and the Provincial Coordinating Committees in the targeted Provinces (Siem Reap, Battambang and Banteay Mean Chey). The contract to outsource the undertaking of this social survey was originally scheduled to be signed in August 2013. The progress of this particular output has fallen slightly behind schedule due to the fact that the project advisor has not been able to access key stakeholders of the MoJ, CNP and Provincial Coordinating Committees, because they have been pre-occupied with the fifth National election events. It is expected that the survey will be completed in December 2013 or early 2014, with the findings and recommendations being presented to key partners in the implementation of pre-trial options and non-custodial sentencing.

The quality of the Terms of Reference determines the quality of the survey outcome itself. The progress made in this output should, therefore, set the right direction towards a satisfactory outcome with reliable findings and practical recommendations that will then result in informed policy-making with regard to implementation of non-custodial sentencing.

**Output 2:** Workshop to disseminate results from Social Survey on pre-trial options to CNP, GDoP, courts, and other Provincial authorities organised (RIS, Activity 2).

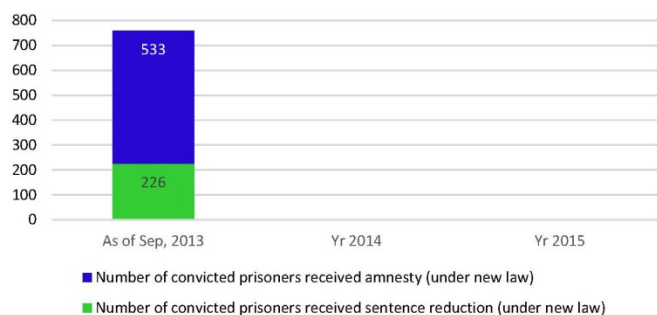
This is pending completion of the social survey on pre-trial options. If it is completed as planned in December 2013 or early 2014, it is expected that the workshop to disseminate the results will be organised within three months of the completion of the survey.

**Output 3:** Pilots of pre-trial options implemented in Siem Reap, Battambang and Banteay Mean Chey in accordance with endorsed guideline (RIS, Activity 5).

This is pending finalisation and endorsement of the guidelines and procedures by the non-custodial TWG. CCJAP will continue to support the working group to follow up the implementation of the endorsed guideline scheduled for 2014.

**Intermediate Outcome 1c:** Improved custody for prison detainees.

**Figure 2-4** Number of convicted prisoners received sentence reduction and amnesty annually, 2013 to 2015



CCJAP worked with the GDoP to review the list of requested small-scale infrastructure projects within prisons. Meetings were also held with other external agencies active in prison infrastructure to avoid duplication and to coordinate CCJAP's planned investment in this area. The capital works adviser

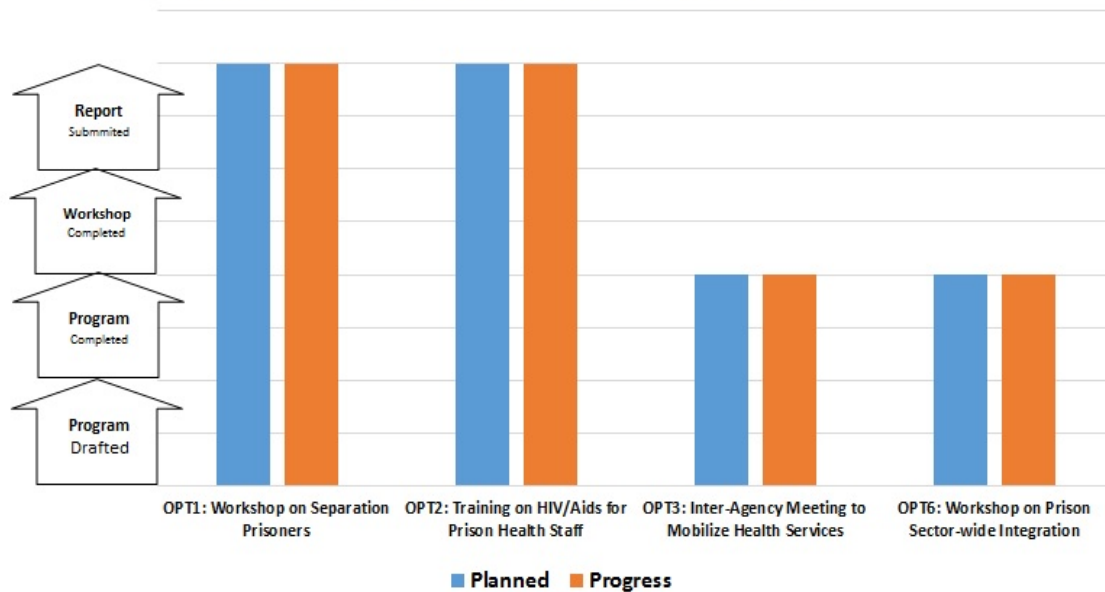
## 2 Progress of Project Implementation

completed a scoping visit to each prison to assess requested works and to prepare a program for outsourcing some of the capital works management. CCJAP supported prison management reform by funding two workshops, HIV/TB patient management, and the application of early release options within this reporting period as part of its program to improve custody conditions for detainees and reduce prison overcrowding. The workshop on sentence reduction and amnesty (under new prison law) provided Provincial prison staff with skills to apply the new set of amended requirements for preparing prisoners who are qualified for sentence reduction and amnesty. As of September 2013, a total of 759 prisoners have been granted sentence reduction or amnesty under the new prison law. CCJAP will use this baseline to measure the results of the application of sentence reduction and amnesty policy as part of measuring this particular outcome.

### Output Progress:

Under Intermediate Outcome 1c, six outputs have been planned to be accomplished from July 2013 to June 2014. However, only two outputs (Outputs 1 and 2) were scheduled to be completely delivered within the current six month period. Three outputs (Outputs 3, 5 and 6) were scheduled to be progressed at certain deliverables, and another one (Output 4) was scheduled to delivered in the next six month period (October 2013 to March 2014). For this reporting period, the Project has made good progress against its original plan for four outputs (2, 3, 5 and 6), as depicted in Figure 2-5.

Figure 2-5 Output progress vs planned milestones



**Output 1:** Management staff of 23 Provincial prisons and 4 national correction centres attended a 1.5-day dissemination workshop on separation of prisoners, prisoner classification by security level, and sentence-reduction based on the new prison law (RIS, Activity 6 and 7).

CCJAP jointly funded and provided advisory support to a GDoP workshop on the new Prison Law, prison management procedures (especially related to prisoner classification by security level, separation, sentence reduction, and amnesty) attended by 64 prison officials (including 5 females) from 27 prisons and national departments. The workshop aimed at improving Provincial prison management practices relating to the above-mentioned prisoner management to contribute to better

## 2 Progress of Project Implementation

prisoners' health and skills through increasing opportunities for time out of cells for rehabilitation activities such as physical exercise, vocational training, and prison farm and industry, and the more efficient management of sentence reduction and amnesty. The GDoP has also set some measurable performance indicators and assigned a National support group to regularly monitor and provide support to the Provincial prisons and National Correction Centres with regards to this management area.

**Output 2:** 40 prison health staff from Provincial prisons received 5-day training on HIV/AIDS and TB blood testing, treatment, and counselling (RIS, Activity 8 and 9).

The GDoP has shown commitment to improving the quality of HIV/AIDS and TB blood testing, treatment, and counselling services for prisoners in all Provincial prisons and national correctional centres. This commitment can be seen in the GDoP's coordination with the Ministry of Health (MoH) to provide medical supplies and equipment (as all prison health posts have been accredited by the MoH for support under its Minimum Package Activity scheme) and a follow-up monitoring schedule to make sure that all prison health posts are able to deliver these services and apply the training skills learnt from the training workshop. CCJAP co-financed this 5-day training on HIV/AIDS and TB blood testing, treatment, and counselling for 40 prison health officers (including 10 females). This training aimed at improving the quality of HIV/AIDS and TB blood testing, treatment, and counselling services provided by prison health posts to prisoners. The performance of Provincial and national prisons in delivering HIV/AIDS and TB blood testing, treatment, and counselling services will be monitored and assessed by a GDoP monitoring team. CCJAP will provide limited advisory support to this monitoring activity in coming months to support the consolidation of GDoP capacity in this area.

**Output 3:** Inter-agency meeting organised by the Department of Correction of the GDoP in nine Provincial prisons and one Correctional Centre in Pursat, to mobilise more health services to prisons (RIS, Activity 10).

The GDoP has conducted 3 inter-agency health services meetings, in Pursat (Correctional Centre 4), Battambang, and Banteay Meanchey, with the participation of the Provincial Health Department, concerned non-governmental organisations (NGOs) and International Organisations working in prison health. These meetings aim to better coordinate and mobilise support from other health-delivery agencies active in prison health service delivery. CCJAP financially supported these three Provincial meetings with the understanding that ongoing funding for future meetings would be met from GDoP's own resources. These meetings are particularly useful as they coordinate the work of agencies that deliver health services to prisoners and work to eliminate the duplication of effort among donors and NGOs supporting this area. During the three meetings, Provincial Health Departments expressed their commitment to provide HIV/AIDS and TB blood testing, treatment, and counselling services for prisoners in National Correctional Centre 4 and all three Provincial prisons in Pursat. Table 2-1 shows that, at the present time, only 3 out of 10 prisons have access to two different services (either TB/HIV and OPD or Mental Health and OPD) and that the remaining prisons receive only one service (TB/HIV).

## 2 Progress of Project Implementation

**Table 2-1 Health services delivered in nine prisons and Pursat Correctional Centre 4 as of September 2013**

No.	Prison	Agencies	Activities supported
1.	Kampong Thom	CARITAS	TB/HIV
2.	Kampong Chhnang	TPO, LICADHO	Mental Health and OPD
3.	Kampong Cham	FHI360, SUNRISE	TB/HIV and OPD
4.	Pursat	AHEAD	TB/HIV
5.	Siem Reap	CARITAS	TB/HIV
6.	Prey Veng	TPO, LICADHO	TB/HIV
7.	Banteay Mean Chey	AHEAD	TB/HIV
8.	Battambang	AHEAD, LICADHO	TB/HIV and OPD
9.	Kratie	CARITAS	TB/HIV
10.	Correctional Centre 4*	AHEAD	TB/HIV

\*All four Correctional Centres are directly run by the GDoP (National), whereas Provincial prisons are run by Provincial prison chiefs under the supervision of the GDoP.

The GDoP plans to follow up with its Provincial prison management program so as to increase access to health services in its prisons. Six more similar meetings are planned for the next six months to prisons in Kampong Thom, Kampong Chhnang, Kampong Cham, Siem Riep, Prey Veng, and Kratie, and CCJAP will provide advisory support to these meetings. At the same time, CCJAP will also periodically monitor and follow up with the GDoP the progress of this particular activity area.

**Output 4:** Provincial prison chiefs shared, learnt, and applied good practice of prison management (RIS, Activity 11).

This output is planned to be delivered within the next six months. No progress has been made for this reporting period.

**Output 5:** Revised sub-decree on increasing prisoners' food rations drafted and submitted to prime minister for review and approval (RIS, Activity 12).

A major step forward in prisoner conditions has been the completion of a Sub-decree on prisoners' food rations and an increase of ration funding from 2,800 riel to 4,000 riel per day (4,000 riel is equivalent to US\$1), based on the new prison law. The sub-decree was signed by the Prime Minister of RGC and also defined the resources for supporting prison rehabilitation and reintegration programs. The sub-decree also provides GDoP with its own separate budget to support prison nutrient, rehabilitation, and re-integration programs. While this represents a concrete milestone of progress, the challenge will be in its implementation and in using the resources efficiently and effectively to support prison health improvement.

**Output 6:** The GDoP 2013–2018 Strategic Plan developed with comprehensive integration of sector-wide reform strategies (RIS, Activity 13).

CCJAP supported two GDoP meetings with the participation of other concerned donors and agencies to discuss, comment, and provide feedback on the GDoP Strategic Plan. As a result, the GDoP has identified other key sector-wide priorities to be integrated into its draft Strategic Plan 2013–2018, such as improving prisoner sentence reduction and amnesty management, and increasing the use of prison data to support management decisions.

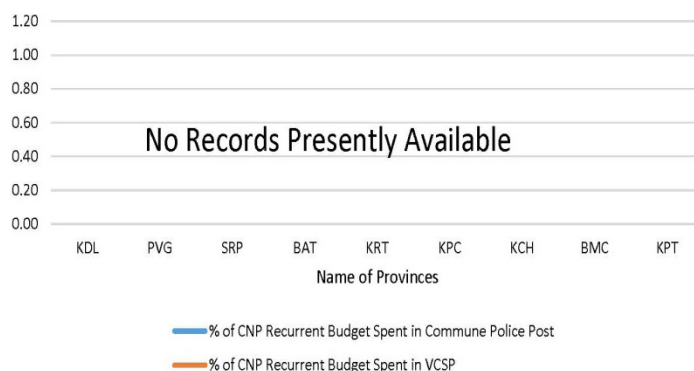
## 2 Progress of Project Implementation

**End of Program Outcome 2:** Women, youth and children are safer and communities have less crime.

**Intermediate Outcome 2b:** Police engage with community and respond to their safety needs.

CCJAP has obtained the commitment of each partner Province to support the implementation of activities to support Crime Prevention and Community Safety (CPCS). Provincial coordinating committees have been established under the leadership of Deputy Governors, with membership including senior officials from the courts, police, prisons, and Provincial administration. Support has been committed to support CCJAP Provincial program coordinators, with office space provided and the identification of government staff at the Provincial and District level who will work to support CCJAP program implementation. Agreement was also reached regarding the structure of output-based contracts for counterpart staff, along with agreement regarding the identification and prioritisation of Commune-based activities to be supported under the CCJAP Partnership Support Fund.<sup>2</sup> Implementation of support under the Partnership Support Fund will commence in the next period and CCJAP Provincial officers and finance staff have been stationed in each partner Province. CCJAP officers will support Provincial and Commune level planning to identify appropriate scale-up targets that will not negatively affect Provincial capacity to implement, monitor, and evaluate the efficacy of activities supported by the CCJAP Partnership Support Fund. Furthermore, although no progress is reported during this period, the *annual percentage of CNP budget spent in CPCS* has been specified for measuring the extent of CNP engagement in response to communities' safety needs.

**Figure 2-6 Percentage of CNP budget spent in CPCS in 2012**



### Output Progress:

**Output 1:** 1-day training workshop on Strengthening Police Post for Community Safety (SPPCS) / Village and Commune Safety Policy (VCSP) and its implementation organised for 80 police officers from the Department of Administration Police Post Affairs of CNP (RIS, Activity 1).

This activity was unable to be implemented due to counterpart unavailability due to the demands of the national election.

**Output 2:** SPPCS/VCSP activities effectively undertaken by 98 Commune police posts (one Commune police post per District) in the nine CCJAP partner Provinces, with Provincial police commissariats' support and supervision (RIS, Activity 2 to 6).

<sup>2</sup> The partnership support fund provides up to A\$800 per Commune per Province for crime prevention or community safety activities selected from the menu of options.

## 2 Progress of Project Implementation

This activity was unable to be implemented due to counterpart unavailability due to the demands of the national election.

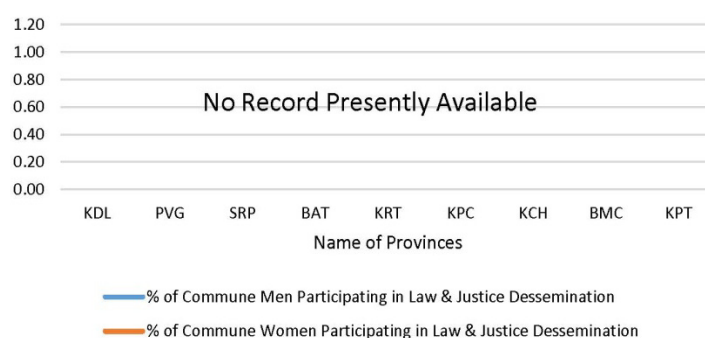
**Output 3:** CNP 2014–2018 Strategic Plan developed with comprehensive integration of sector-wide reform strategies (RIS, Activity 7).

This activity was unable to be implemented due to counterpart unavailability due to the demands of the national election.

**Intermediate Outcome 2c:** Cambodians have greater awareness of the law and their legal rights and responsibilities.

Activities in this area will be delivered under the Partnership Support Fund stream. Activities identified under this stream will be developed through the Provincial Coordinating Committees process, with support from CCJAP staff. These activities have been commenced during the reporting period. Although there have been no figures recorded for this reporting period, one pre-defined performance indicator (as shown in Figure 2-7) would be used to measure the progress of this outcome once CPCS projects are implemented under the Partnership Support Fund.

**Figure 2-7** Percentage of men/women participating in Law & Justice dissemination in 2012



### Output Progress:

**Output 1:** Nine Provincial Coordinating Committees for support of CPCS project implementation established, staffed, and oriented on CCJAP and CPCS projects (RIS, Activity 9).

In each of the nine CCJAP partner Provinces, Provincial Coordinating Committees have been established and approval given for government staff to collaborate with CCJAP staff, CCJAP Provincial program staff have been recruited and established, offices have been established, vehicles purchased and delivered, and agreement reached on the structure and operation of output-based contracts for government coordinators and focal points.

**Output 2:** CPCS projects identified, selected and implemented in 196 Communes of the nine CCJAP partner Provinces (RIS, Activity 10).

A list of project proposals generated from CIP/DPAM from the nine CCJAP partner Provinces was consolidated and classified into four categories: public forum, capacity building, vocational training, and community awareness. This list of proposals was endorsed in the National Management Board (NMB) meeting on 24 June 2013 and will be used in coming months to identify priority activities and service providers in each Province.



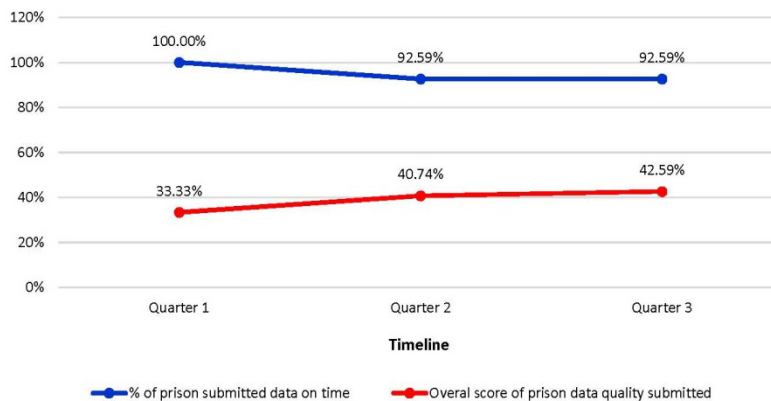
## 2 Progress of Project Implementation

**End of Program Outcome 3:** Communities, police, courts and prisons use evidence to support policy and management of justice.

**Intermediate Outcome 3:** Justice sector uses strengthened systems for evidence-based management.

CCJAP has continued to provide support to the GDoP and CNP to refine and upgrade their respective prisoner and crime database software so as to enable these programs to generate meaningful information for supporting operational and daily management of the GDoP and CNP. CCJAP has also provided technical support to the GDoP and CNP in the areas of data collection to improve timeliness and quality. Figure 2-8 indicates that more than 92% of prisons in the past three quarters have submitted prisoner data on time to the GDoP, while the overall score of prison data quality submitted increased in 2013 from 33.33% in quarter 1 to 42.59% in quarter 3.

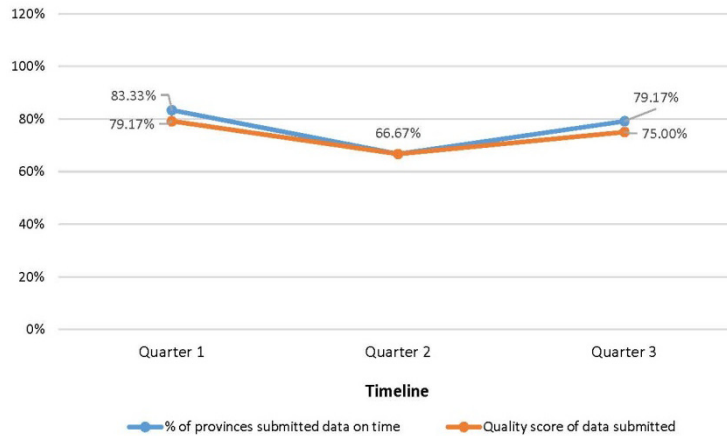
**Figure 2-8 Percentage of prisons providing prisoner data on time and on-quality to GDoP in 2013**



In contrast, both the timeliness and quality of crime data submitted to CNP have dropped in quarter 2 (only 66.67% of the Provinces submitted on-time crime data and the overall quality score is also at 66.67%), but both factors have almost returned to their quarter 1 levels. Figure 2-8 and Figure 2-9 would be used to partly measure the progress of Outcome 3, with the baseline figures set for quarter 1 of 2013. CCJAP also provided technical support to the CNP to modify its CNP-level VCSP performance contest policy by applying more criteria and data such as crime and police operation data (crime suppression, law dissemination, public forum, etc.). This is part of strengthening justice sector agencies to apply evidence-based decision-making.

## 2 Progress of Project Implementation

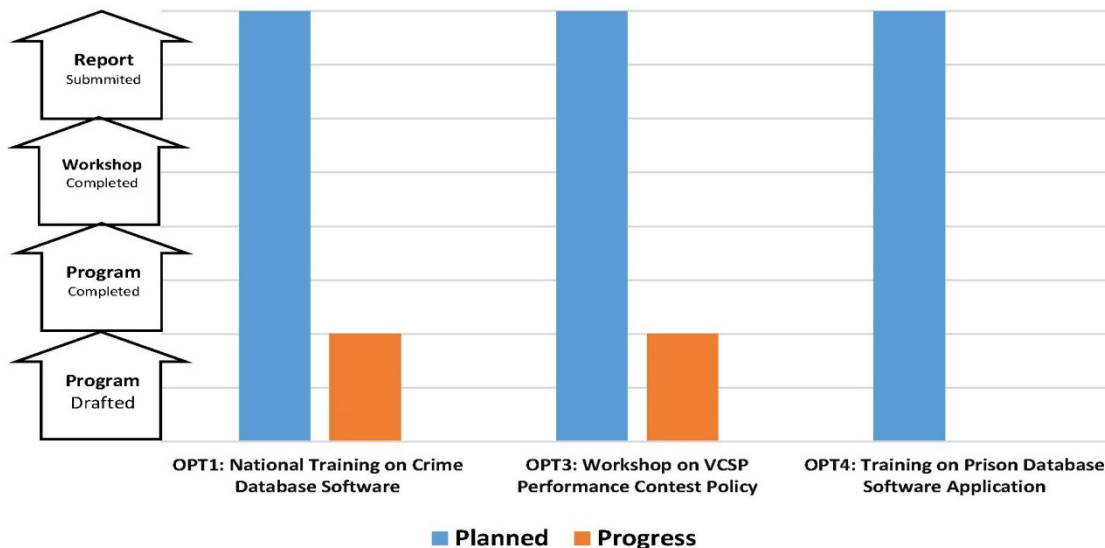
**Figure 2-9 Percentage of Provinces providing crime data on-time and on-quality to CNP in 2013**



### Output Progress:

A total of 11 outputs were planned to be accomplished within 12 months (July 2013 to June 2014) under this intermediate outcome area. Three outputs were scheduled to be completed during the reporting period and another four (Outputs 2, 8, 9 and 11) to be progressed. The national election caused the withdrawal of counterpart availability during the pre-election and post-election period and prevented any activities from being conducted during that time. CCJAP has worked with counterparts to re-schedule activities in coming months so that the planned activities can be completed as soon as possible.

**Figure 2-10 Output vs planned milestones**



**Output 1:** 2-day training on the application of new crime database software to 30 police officials at national level organised (RIS, Activity 1 and 14).

CNP requested that this activity be implemented by July 2013; however, CNP postponed the program due to demands arising from the national elections. Program materials, manuals and outlines have been completed and approved by CNP, in preparation for the re-scheduling of this activity.

## 2 Progress of Project Implementation

**Output 2:** 2-day training of trainers on application of new crime database software and crime data forms to 50 police officers from Provinces (RIS, Activity 2 and 3).

This output will be delivered within the next six month period. No progress has been made for this reporting period.

**Output 3:** 1-day workshop on the VCSP performance contest policy (applying crime data, police operation data, and calculation formulas and scoring system) organised for 48 Provincial police officers and 6 national police officials (RIS, Activity 4).

The Department of Planning and Statistics within CNP has prioritised the modifying of its CNP-level VCSP performance contest policy by applying more criteria and data such as crime data, police operation data (crime suppression, law dissemination, public forum, etc.), and a clear calculation and scoring system for assessment of the VCSP performance. Early this year, CNP requested CCJAP's assistance to improve this policy and CCJAP provided support during the interim period to advance this work.

Planned activities within this area were not able to be implemented due to the unavailability of counterparts due to the national election.

**Output 4 & 5:** Training sessions on application of updated prison database software organised for 27 Provincial prison officers and 3 national GDoP officials (RIS, Activity 5, 6 and 14).

The training on application of updated prison database software for Provincial prison officers scheduled for September 2013 was not able to be organised due to the fact that the database software has not been completely updated as scheduled. The GDoP Data Working Group is working to finalise the newly updated software, which is expected to be finished in October 2013. The proposed training has been scheduled for November.

**Output 6:** The MoJ 2014–2017 Strategic Plan developed with comprehensive integration of sector-wide reform strategies (RIS, Activity 8).

This output is planned to be delivered within the next six months. No progress has been made for this reporting period.

**Output 7:** Two training sessions on application of court register for 24 judges, 24 prosecutors and 24 clerks organised (RIS, Activity 9).

This output is planned to be delivered within the next six months. No progress has been made for this reporting period.

**Output 8:** Effective court register application in three CCJAP partner Provinces (Battambang, Siem Reap and Banteay Mean Chey) implemented (RIS, Activity 7 and 10).

No progress has been made for this particular output due to limited access with MoJ officials during and after elections. This output may need to be reviewed in the coming months.

**Output 9:** Electronic court register software designed and developed (RIS, Activity 11).

No progress has been made for this particular output due to limited access with MoJ officials during and after elections. This output may need to be reviewed in the coming months.

**Output 10:** Workshop on identifying issues and recommendations for improving case handling at Provincial Court of First Instance organised regionally with judges, prosecutors, clerks, and court presidents (RIS, Activity 12).

## 2 Progress of Project Implementation

This output is planned to be delivered within the next six months. No progress has been made for this reporting period.

**Output 11:** Judicial decisions of Provincial Court of First Instance collected, analysed, documented, and posted onto the MoJ website (RIS, Activity 13).

No progress has been made for this particular output due to limited access with MoJ officials during and after elections. This output may need to be reviewed in the coming months.

## Capital Works

CCJAP advisers worked with the GDoP to review the prison scoping conducted in 2011 in order to identify prison capital works priorities. Identified priorities include 15 capital works schemes within eight Provincial prisons with total estimated budget of US\$251,587. This list was presented to the NMB in June 2013 and approved for implementation. The approved projects are in the process of technical design, procurement, and outsourcing some aspects of the capital works process.

**Table 3-1 List of approved prison capital works priorities for July 2013 to June 2014 Work Plan**

No.	Prison	Scheme	Budget (US\$)
1.	Preah Vihear	Internal security segregation fence	6,580.00
2.	Preah Vihear	Family visit and lawyer room	20,440.00
3.	Preah Vihear	Prison public toilet	3,072.00
4.	Svay Rieng	Family visit and lawyer room	20,440.00
5.	Svay Rieng	Prison health post	48,267.45
6.	Svay Rieng	Internal security segregation fence	18,000.00
7.	Battambang	Internal security segregation fence	6,600.00
8.	Siem Reap	Clean water storage with solar power and motor pump	5,000.00
9.	Kampong Speu	Prison public toilet	3,072.00
10.	Kampong Speu	Internal security segregation fence	26,250.00
11.	Ratanakiri	Prison public toilet	3,072.00
12.	Ratanakiri	Prison health post	48,267.45
13.	Mondulkiri	Prison public toilet	3,072.00
14.	Mondulkiri	Prison health post	36,382.50
15.	Kampong Cham	Prison public toilet	3,072.00

## Program Management

All local job positions for CCJAP were approved for recruitment during this report period. The Project has had two rounds (9 May 2013 and 23 July 2013) of local staff recruitment for both program and administration support staff members. A total of 25 local staff members were selected and appointed from the two rounds, including 8 administration support staff and 17 project staff members. One position, Gender and Vulnerability Advisor, has not been filled; and recruitment of this position will be reviewed once the proposed Ending Violence against Women (EVAW) initiative commences. All the local staff members selected in the second round began their duties in October 2013.

**Table 4-1 Number of CCJAP local positions recruited in May and July 2013**

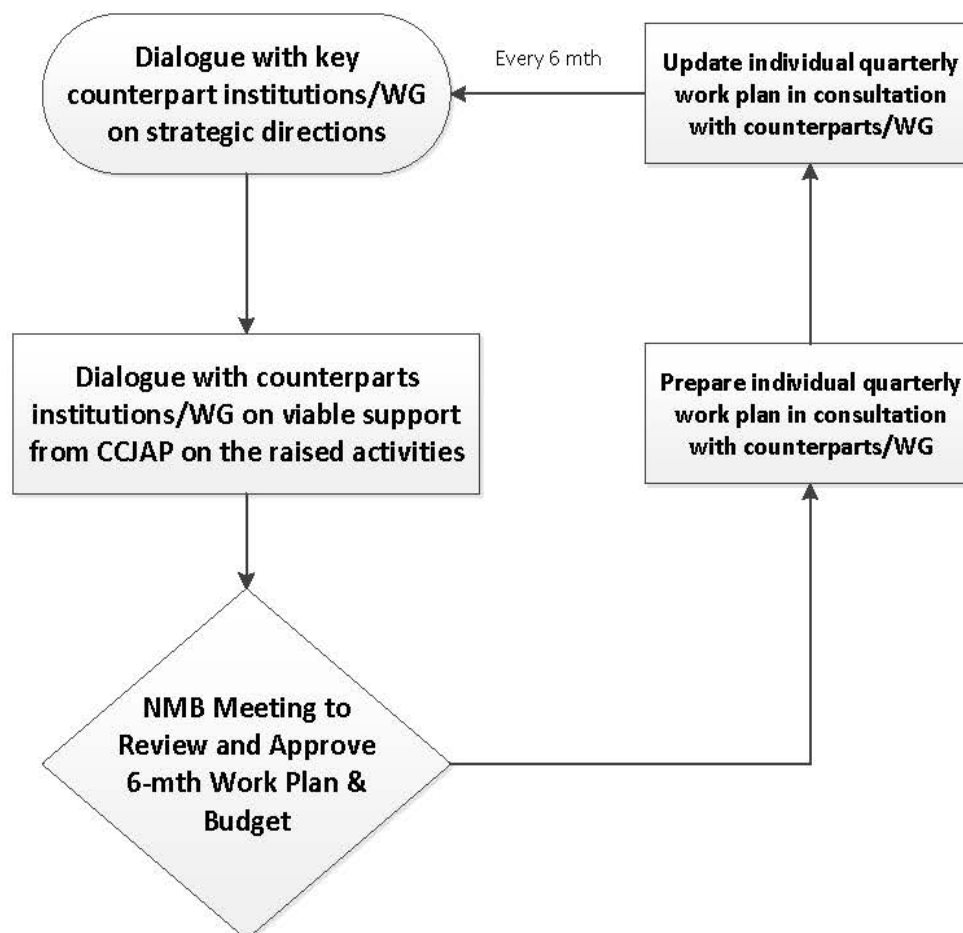
No.	Position	Recruitment Round		Total Positions
		May	July	
1.	Senior Provincial Program Officer	3		3
2.	Provincial Program Officer	2	4	6
3.	Managing for Development Results Advisor	1		1
4.	Managing for Development Results Officer		1	1
5.	Principal Community Justice Advisor	1		1
6.	Crime Prevention and Community Safety Advisor	1		1
7.	Alternative Sentencing Advisor	1		1
8.	Capital Works Advisor	1		1
9.	Information and Communications Technology (ICT) Database Manager	1		1
10.	IT/Data Systems Officer	1		1
11.	Manager of Finance and Administration	1		1
12.	Financial System Manager	1		1
13.	Administration and Finance Clerk	1	3	4
14.	Administration and Communication Officer	1		1
15.	Transport and Logistic Officer	1		1
<b>Total</b>		<b>17</b>	<b>8</b>	<b>25</b>

Office equipment (27 laptop computers and printers), furniture and seven vehicles have been purchased to support Program operations. A secure file server, email system and optical fibre internet have been installed in the Phnom Penh office. Phase 3 Project assets have been handed over to the counterpart agencies in accordance with the NMB distribution list approved at the end of that phase of the program.



## 4 Program Management

Figure 4-1 CCJAP six-month planning process



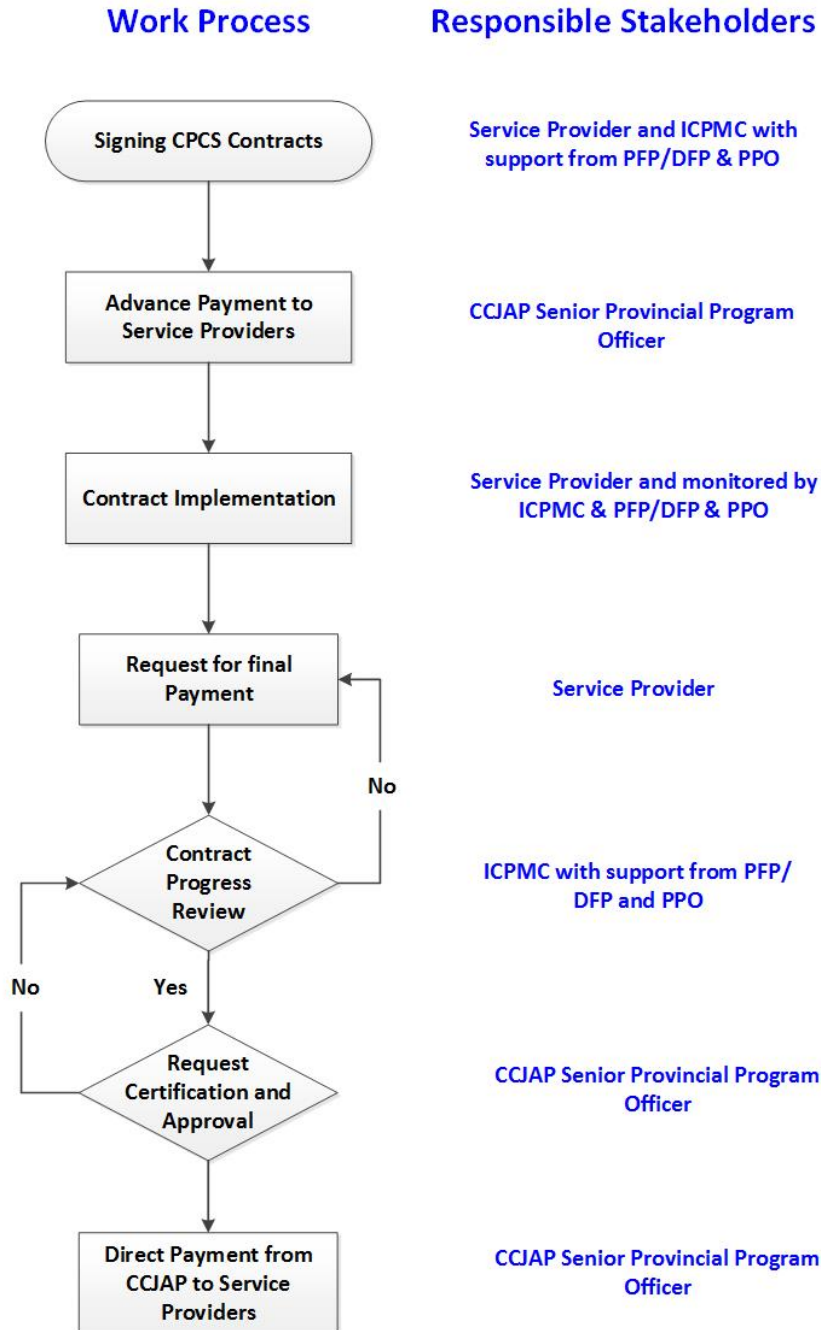
The annual work plan and budget was endorsed by NMB at its meeting of 24 June 2013 and a rolling six-monthly work plan was approved at that time. This six-monthly work plan is now 50% complete and CCJAP advisers are in the process of reviewing the plan and resource schedule with Provincial and National counterparts in order to incorporate expected demand-driven activities.

The project has also developed and endorsed (after the first round of planning and budgeting) a result-based planning process that all thematic advisors are able to apply to their respective working groups and institutions. The process focuses mainly on the expected outcome result areas of the government institutions and identified result chains and is aimed at ensuring that all CCJAP interventions are relevant and consistent with the project purpose. This planning process will be applied by all thematic advisors with government institutions that are requesting support and funding from CCJAP in the next planning update.

CCJAP has also finalised its processes for managing the implementation of CPCS activities under the Partnership Support Fund, and has obtained counterpart agreement to support this process from each of its nine partner Provinces. The management process includes activity screening and contract arrangement, and activity payment and verification. The program will use economies of scale and will work through counterpart coordinators and focal points to identify qualified service providers who will be contracted by inter-Commune coordinating committees.

## 4 Program Management

Figure 4-2 CPCS project implementation and payment process



The CPCS contract will be then outsourced for implementation by service providers – either government or private agencies at fixed cost. Each contract will be monitored by the Inter-Commune Project Management Committees at the Commune level, with contract implementation progress assessed by this management committee with support from each responsible District focal point. The District focal points will compile monitoring reports to Provincial focal points and CCJAP for review and verification. CCJAP Provincial program officers will oversee this process and provide capacity development and risk management to ensure that all expenditure is appropriate and in accordance with CCJAP and RGC financial management rules.

## 4 Program Management

The first NMB meeting was organised on 24 June 2013 with participation of all NMB members and representatives. The meeting approved the Program Logic and the Resource and Implementation schedule for July 2013 to June 2014, together with the CPCS Project Implementation and Payment Process. Detailed information relating to the NMB meeting and the Meeting Minutes can be obtained from the CCJAP Secretariat.

### **Risk Management**

The Risk Management Matrix was revised as part of the implementation phase of the Program. The CCJAP in-country team regularly updates the Risk Management Matrix as part of its regular planning and monitoring cycle.

## Budget and Expenditure

Table 5-1 Summary of expenditure vs budget as at 31 October 2013

Budget category	As per Original	April–June 2013 (Year 1)				July 2013 – June 2014 (Year 2)				Cumulative		Remaining in contract to June 16
	Contract budget	Budget (April–June 2013)	Actual (April–June 2013)	%	Remaining	Budget (July 2013 – June 2014)	Actual (July 2013 – September 2013)	%	Remaining	Total spent	%	
MILESTONE CLAIMS	2,089,315	522,329	522,329	100	0	522,329	-	-	522,329	522,329	25	1,566,986
REIMBURSABLE COSTS												
Long Term Adviser Costs	2,653,534	162,562	162,562	100	-	658,431	167,736	25	490,695	330,299	12	2,323,235
Short Term Adviser Costs	92,160	10,977	10,977	100	-	17,408	-	-	17,408	10,977	12	81,183
Adviser Support Costs	164,588	12,907	12,907	100	-	43,166	8,216	19	34,950	21,123	13	143,465
Activity Costs	4,977,203	-	-	-	-	960,107	13,002	1	947,104	13,002	0	4,964,201
Reimbursable Set Up Costs	566,400	143,840	143,840	100	0	354,679	175,479	49	179,200	319,319	56	247,081
Reimbursable Operational Costs	1,456,800	28,683	28,683	100	0	413,669	73,283	18	340,386	101,966	7	1,354,834
<b>TOTAL:</b>	<b>12,000,000</b>	<b>881,298</b>	<b>881,298</b>	<b>100</b>	<b>0</b>	<b>2,969,789</b>	<b>437,717</b>	<b>15</b>	<b>2,532,072</b>	<b>1,319,015</b>	<b>11</b>	<b>10,680,985</b>

Project began April 2013	
Project ends June 2016	39 months
Project time elapsed to end September 2013	6 months
Percentage through project	<b>15.38%</b>

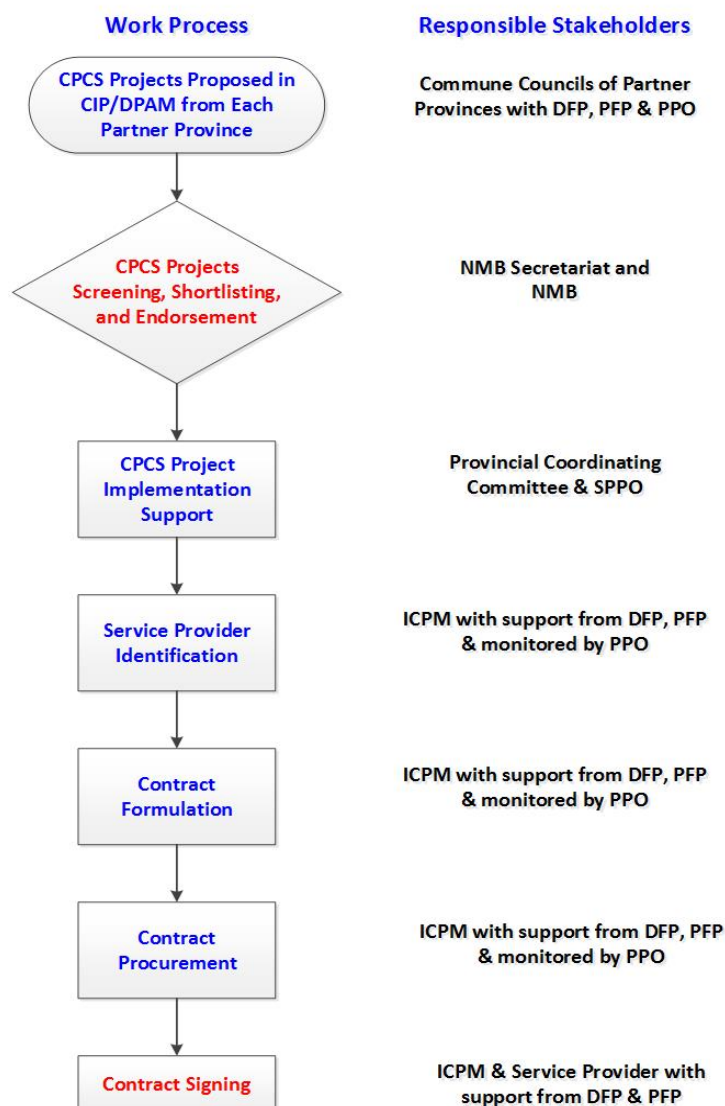
## Monitoring and Evaluation

### 6.1 Monitoring

Program monitoring is a shared partnership task supported by all CCJAP staff. Thematic advisers work with their counterpart agencies to monitor the progress of CCJAP-supported activities; Provincial program officers support the analysis of the impact of CCJAP support at the Provincial level; and finance and administration staff support the analysis and effectiveness of CCJAP’s finance systems, particularly those that relate to the distribution of project funds to the Commune level. This monitoring not only focuses on those deliverables supported by CCJAP, but also those deliverables that the counterpart institutions commit to accomplish. Data and information is collated from the government institutions or TWGs supported by CCJAP to support CCJAP project reports.

**Partnership Support Fund activities** are monitored through a partnership approach involving each partner Province and a shared approach to monitoring the quality and impact of CCJAP-supported activities. An important outcome of this combined approach is that approved activities are aligned and consistent with CCJAP project purpose.

Figure 6-1 CPCS project screening, appraisal and contracting



## 6 Monitoring and Evaluation

### 6.2 Evaluation

CCJAP project baseline performance indicators have been updated based on available data from CNP crime statistics and prison administrative data. CNP has discussed the potential for a police service survey to be conducted to assess key areas of change within the delivery of CPCS activities by CNP at the Commune level. The survey report will provide important baseline information for CPCS and police services; however the survey has not been able to start yet due to the unavailability of CNP counterparts due to their election commitments. CCJAP will work with RGC counterparts at both the National and Provincial levels to identify case studies of successful CPCS projects to generate lessons learnt for future improvement. This program will be implemented once CPCS projects have been completed at least for one cycle.

All CCJAP-financed outputs are planned so as to be **relevant**. CCJAP support to piloting pre-trial options and non-custodial sentencing is consistent with what is stipulated in the criminal law, and address reform within the MoJ that if successful would lead to a reduction in prison overcrowding. Progress within the MoJ has been hampered by a lack of official guidance, without which the Courts of First Instance are reluctant to make orders to release accused persons prior to trial, or to issue non-custodial orders. The high rate of pre-trial detainees (23% of the total prison population) highlights the impact of this reluctance of Courts of First Instance to allow release under judicial supervision.

CCJAP support to the GDoP aims to support improvements in the way in which people in custody are managed and to improve the overall custody conditions in alignment with the GDoP's newly updated strategic plan. CCJAP's work is relevant given the present adverse conditions in Cambodian prisons: prisons suffer from 161% overcrowding, the habitable area of cells is 1.2 sq.m per detainee, and only 23% of detainees have access to vocational and other training. CCJAP support to CPCS directly addresses the priorities raised by CNP and Provincial Coordinating Committees. The outputs scheduled to be delivered in support of strengthening justice institutions for evidence-based management are based on ongoing dialogue with concerned stakeholder institutions (such as CNP, GDoP, and the MoJ), so as to ensure that the raised and agreed expected outputs are fully aligned with government priorities. CCJAP will revise its approved outputs with partner institutions and TWGs to ensure that agreed outputs remain relevant.

Although at this stage it is too early to evaluate CCJAP's **effectiveness**, positive progress is evident in the outcomes of CCJAP's engagement with Provincial and National level counterparts and the approval for CCJAP-supported activities to be implemented.

Unavoidable delays have had an impact on CCJAP's **efficiency** during the period; however, the program has been efficient in finalising its recruitment, in supporting the development of the approved annual work plan and resource schedule, and in formalising relationships with each of its nine partnership Provinces. CCJAP has liaised with other agencies and organisations active in the Law and Justice area in Cambodia, and has actively supported other development activities such as the EVAW program.

CCJAP reflects on the **sustainability** of all its activities and inputs, and during the period CCJAP worked to ensure that funding for its supported activities included contributions from its RGC partners. In the workshops with the GDoP, for example, the GDoP co-funded the activities to ensure ownership of the activity remained with the GDoP and to reaffirm the need for the GDoP to plan to absorb these costs post-CCJAP. CCJAP has fully applied the partnership approach throughout its management and implementation by engaging respective partner institutions at different levels to directly involve from the planning through delivery stages. Furthermore, the project looks to align all inputs with existing



## 6 Monitoring and Evaluation

government systems and mechanisms to manage its implementation. For example, the NMB oversees and approves work plans and budget, and respective government institutions / TWGs (CNP, the GDoP, Sub-national Authorities, etc.) are directly involved in the implementation of approved activities.

An updated draft of the CCJAP Performance Assessment Framework (PAF) has been completed based on discussions with respective thematic advisors and counterparts, and data collection tables have been validated using baseline data and by generating baseline indicators. CCJAP has also updated its baseline indicators, based on late-2012 updated data collected from government administrative statistics. The changes in the baseline indicators are presented in Table 6-1.

**Table 6-1 Baseline indicators updated based on late-2012 data from the GDoP and CNP**

No.	Performance indicators	Measurement	ProDoc	Updated
1.	Incidence of violent crime per 100,000 people	Number of reported violent crime / Cambodian population * 100,000	6.9	5.7
2.	Incidence of misdemeanour crime per 100,000 people	Number of reported misdemeanour crime / Cambodian population * 100,000	14.4	12.8
3.	Ratio of the number of prisoners to prison capacity	Number of Cambodian prison detainees / capacity of Cambodian prison	150%	161%
4.	Incarcerations per 100,000 people	Number of Cambodian prison detainees / Cambodian population * 100,000	98.1	106.42
5.	Percentage of prison population in detention before the decision of the Court of First Instance	Number of pre-trial detainees / Cambodian prison detainees	36%	23%
6.	Percentage of misdemeanour crime convictions resulting in non-custodial sentence	Number of non-custodial sentences for misdemeanours / number of convictions for misdemeanours	0%	0%
7.	Percentage of Provinces holding monthly PCP meetings	Number of Provinces holding PCP / total number of Provinces	25%	NA
8.	Percentage of courts effectively using court register	Number of courts using court register to MoJ standards / total number of courts	0%	NA
9.	Average space per detainee (in sq.m per detainee)	Habitable area of cells in Cambodian prisons / number of Cambodian prison detainees	1.2	1.2
10.	Percentage of detainees with access to vocational training	Number of detainees with access to vocational training / number of Cambodian prison detainees	NA	23%
11.	Percentage of women detainees in separate facilities	Number of women detainees in separate cell blocks / Total number of women detainees	86%	74%
12.	*Ratio of detainees to prison staff	Number of Cambodian prison detainees / number of prison staff	9.4	6.6
13.	Incidence of rape reported to police in the Commune	Number of reported rape cases / Cambodian population *100,000	2.1	1.98
14.	Percentage of Commune women participating in community forums for CPCS planning	Number of Commune women participating in CPCS forums / total number of Commune women	0%	NA
15.	Percentage of Commune men participating in community forums for CPCS planning	Number of Commune men participating in CPCS forums / total number of Commune men	0%	NA

## 6 Monitoring and Evaluation

No.	Performance indicators	Measurement	ProDoc	Updated
16.	Percentage of CIP budget approved for CPCS projects	Commune/Sangkat Fund budget approved to security / total CIP budget	6.9%	NA
17.	Average number of police in Commune post	Sum of police in police posts / total number of police posts	6	9.93
18.	Percentage of CNP recurrent budget spent in Commune police posts	CNP recurrent budget spent to Commune police posts / total CNP recurrent budget	NA	NA
19.	Percentage of Commune women participating in Law and Justice dissemination	Number of Commune women participating in Law and Justice training / total number of Commune women	0%	NA
20.	Percentage of Commune men participating in Law and Justice dissemination	Number of Commune men participating in Law and Justice training / total number of Commune men	0%	NA
21.	Percentage of judges participating in Law and Justice training	Number of judges participating in Law and Justice training / total number of judges	0%	NA
22.	Percentage of court staff participating in Law and Justice training	Number of court staff participating in Law and Justice training / total number of court staff	0%	NA
23.	Percentage of approved recurrent CNP budget spent in VCSP implementation	CNP recurrent budget spent in VCSP / total of CNP recurrent budget	NA	NA
24.	Percentage of Provinces providing on-time crime data to CNP database	Number of Provinces providing timely crime data to CNP / total number of Provinces	NA	50%
25.	Overall score of crime data quality** submitted to CNP	Sum of all scores of crime data quality of each Province / total number of Provinces	NA	NA
26.	Percentage of prisons providing on-time prison data to the GDoP database	Number of prisons providing timely prison data to the GDoP / total number of prisons	NA	100%
27.	Overall score of prison data quality** submitted to the GDoP	Sum of all scores of prison data quality of each prison / number of prisons	NA	NA
28.	Percentage of CPCS implementation budget sourced from RGC recurrent budget	RGC budget for CCJAP Commune safety activities / total CCJAP CPCS budget	0%	NA

### Notes:

\* Included office staff members.

\*\* Data quality is assessed based on three criteria: completeness, errors, and completeness with errors.

Furthermore, CCJAP has also started to revise the project Performance Indicators (PIs) at each level of program logical hierarchy of objectives so as to determine more practical and relevant PIs for measurement of project progress. The revision will be done based on the relevance of the PIs at each outcome level and availability of data for the PIs. Once this is completed and endorsed, it will be used for measuring progress of those outcome results at different level of the project.

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**KINGDOM OF CAMBODIA**

**NATION, RELIGION, KING**

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**Royal Government of Cambodia**

**CCJAP National Management Board**

**Secretariat**

**No: 002/2013**

**To**

**Your Excellency Prum Sokha, Secretary of State, Ministry of Interior and National Management Board (NMB) Chair**

**CCJAP Six-monthly Progress Report for April–September 2013**

### **1. Overview**

During the 6-month period from April to September in 2013, the Cambodia Community Justice Assistance Partnership (CCJAP) has started implementation and made limited achievements compared to the work plan and primary budget approved for 2013–2014. This limited improvement is due to the focus on the operational management, designing work plan and primary budget in the first three months (April–June), and the busy schedule of Cambodian counterparts with the National Election event in the following three months (July–September). The main results reported include implementation preparation such as CCJAP staff recruitment; office furniture and equipment and vehicle procurement; offices set up; development of administration, finance, communication, and project management systems; and work plan and primary budget development for 2013–2014. In addition, NMB representatives had a meeting with the authorities and relevant officials (including deputy Provincial governors, police, courts, prisons, Ministry of Women's Affairs and such like) in nine partner Provinces to exchange information on the objectives of CCJAP and prepare to implement activities in these Provinces. In sum, some of CCJAP's achievements include progress in the following areas:

**Pre-trial detention** had little improvement due to the busy schedule of the members of the inter-ministerial guideline development working group on pre-trial detention, and the new Alternative Sentencing Advisor being just recruited in July 2013. His Excellency Ith Rady, Under Secretary of the State of Ministry of Justice, and the chair of the inter-ministerial guideline development working group on pre-trial detention, has decided to continue the guideline development in November 2013.

**Prison management** has improved in this semester through the support from CCJAP both financially and technically. The achievements include the support to the General Department of Prisons (GDoP) in updating their Strategic Planning 2013–2018; the support to Training on Prisoner Security Classification; the support to Training on TB and HIV/AIDS to prison health officers; and the inter-institution meeting between the Provincial health department, hospital, and relevant partner organisations in six Provincial prisons in Pursat, Battambang, Banteay Meanchey, Siem Reap, Kampong Chhnang, and Kampong Thom. Meanwhile, the GDoP has also prepared the Draft Sub-decree on prisoner allowance, which increases the daily prisoner allowance from 2,800 riel to 4,000 riel, and identified the necessary resources to support the rehabilitation and health service in

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accordance with the Prison Law. The Draft Sub-decree was sent to the Prime Minister for review and approval. Additionally, through the consultation between CCJAP staff and GDoP officers, a capital works proposal for 2013–2014 (consisting of 15 projects to support the prisons in eight Provinces, with an estimated cost of US\$251,587) was approved by the NMB during the meeting on 24 June 2013. The implementation of the capital works will start in the next semester.

**Crime Prevention and Community Safety (CPCS)** had little achievement in this semester. The CPCS program has met with the authorities and relevant Royal Government of Cambodia (RGC) institution officers in nine partner Provinces to exchange information on CCJAP objectives and be ready for the dissemination of the CPCS program to relevant officers in Commune levels of the partner Provinces in the next semester.

**Strengthening Police Post for Community Safety (SPPCS)** has developed relevant documents and equipment to be ready for the process of SPPCS implementation. Meanwhile, CCJAP also provided support to the Department of Administration Police Post Affairs preparing the workshop on SPPCS and budget proposal to the CCJAP Secretariat. The workshop is supposed to be conducted in the next semester.

**Data System Management** has achieved a number of results in improving data system management on charged persons (electronic system) of the GDoP by developing add-on functions, including the function of prisoner report. Other functions like relevant information between convicted person and court documents (judgment or verdict) etc. has also been reviewed upon request from the GDoP. Meanwhile, CCJAP has contributed in the improvement of data system management for Court of Appeal's case files by developing add-on functions for generating daily and annual reports. Moreover, regarding the support to the Cambodian National Police (CNP) in using data for supporting the management, and according to the request from Department of Planning and Statistics of CNP, CCJAP provided technical assistance to draft the analysis guidelines of annual village and commune safety policy (VCSP) performance contest paper. General Commissariat of National Police has agreed to these draft guidelines and sent to the ministry for review and final approval. For the result of the works in relation to activities implementation in supporting the model court working group of the Ministry of Justice (MoJ) on Court of First Instance's case entry system has not been proceeded yet due to the busy schedule of MoJ.

## 2. Component (Theme) Progress

### 2.1 Pre-trial Detention, Non-custodial Sentencing and Improved Prison

#### a. Pre-trial Detention

Key proposed priority activities for supporting Pre-trial Detention was raised in the CCJAP 2013-14 work plan after consultation meetings involving CCJAP staff members and NMB focal points and subsequent discussions with MoJ officials. These activities were approved by the NMB on 24 June 2013 meeting and will be re-examined and updated following discussions with the inter-ministerial working group members during the last next quarter in 2013.

Alternative Sentencing Advisor was recruited and started working in July 2013. The advisor has drafted the working condition for the survey on Pre-trial Detention, as reference for the consultation with relevant counterparts particularly MoJ, court officials, police, Provincial coordination committee in target Provinces. As planned, the consultation will be done formally in the near future with the involvement of CCJAP counterparts.

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In the meeting with CCJAP advisor on 12 September 2013, His Excellency Ith Rady, Under Secretary of State and the Chair of inter-ministerial guideline development working group on Pre-trial Detention, has decided to continue the guideline development in November 2013. He hopes that the guidelines on Judicial Supervision will be approved by the MoJ in the near future after the meeting supposed to be held in November. The working group will regularly perform its duties after the meeting.

CCJAP will continue supporting other working group in developing guidelines on Pre-trial Detention. In addition, CCJAP will also provide support to Municipal/Provincial courts, police, and communities in implementing these guidelines in accordance to Code of Criminal Procedure and Penal Code of Kingdom of Cambodia.

### **b. Improved Prison Management**

In this semester, CCJAP provided limited technical and financial support to the updating of the Prison Strategic Plan 2013-2018. The updated strategic plan has integrated activities in relation to justice such as amnesty, sentence reduction, and modifying procedures in conformity with Criminal Procedure etc. CCJAP's support to assist GDoP is a contribution to improve prison management for better the prison conditions and to reduce prison overcrowding. Meanwhile, CCJAP also provided technical inputs during the drafting process of GDoP's annual action plan based on the above-mentioned 2013-2018 Strategic Plan.

In the meantime, CCJAP discussed with the prison working group about the development of the Draft Sub-decree on prisoner allowance which increases the prisoner allowance from 2,800 Riels to 4,000 Riels, and identify the necessary resources to support the rehabilitation and health service in accordance with the Prison Law. The Draft Sub-decree was sent to the Prime Minister for considering approval.

GDoP conducted a training on Prison Security Classification under the support of CCJAP both technically and financially on 25 September 2013. The training aimed at building on prison chiefs' and deputies' understanding on how to apply new procedures of sentence reduction, urging all prisons to apply this separation of prisoner procedure and security classification.

GDoP cooperated with the Ministry of Health's (MoH's) TB and HIV/AIDS Program conducting a training on HIV/AIDS and TB for 40 prison medical staffs (10 women) on 15-19 July 2013 under the support of CCJAP both technically and financially. The main objective of this activity is to introduce prison medical staff members of the Minimum Package Activity of Prison Health Centre/Posts defined by the MoH in accordance with health reforms policies. In order to improve the prison health service, prison health working group of GDoP held inter-institution meetings among Provincial health department and other relevant partner organisations in six Provincial prisons including Pursat, Battambang, Banteay Meanchey, Siem Reap, Kampong Chhnang, and Kampong Thom. These inter-institution meetings aims at increasing the coordination among Provincial health department, hospital, Provincial prisons, and partner organisations for seeking additional medical assistance to the prisons especially TB and HIV/AIDS service.

## **2.2 Community Safety and Crime Prevention**

### **a. CPCS Project Management**

A List of project proposals regarding CPCS programs was generated from CIP/DPAM from the nine CCJAP partner Provinces was consolidated and classified into four categories i.e. public forum,



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capacity building, vocational training and community awareness. The list of these proposals was presented in the NMB meeting on the 24 June for review and approval.

The process of management system of Partnership Support Fund to support relevant projects in relation to CPCS was approved by the NMB at its meeting of 24 June 2013. Meanwhile, the representatives of NMB Secretariat had a meeting with the authorities and relevant RGC's institution officers in nine partner Provinces including Provincial authorities, police, courts, prisons, Ministry of Women Affairs and such like, to exchange information on the purpose of CCJAP to be ready for the activities implementation in those Provinces.

In the meantime, CCJAP prepared the training materials, instruction papers on Partnership Support Fund, and other application forms to be ready for the dissemination on CPCS program to relevant officers in Commune levels of the partner Provinces. The first step of the dissemination is planned to be done in October 2013 for three target Provinces – Siem Reap, Bantambang, and Banteay Meanchey and other six Provinces in the next steps.

### **b. Police Strengthening**

CCJAP has provided technical support to the Department of Administrative Police Post to review and update relevant materials for use in SPPCS when the program activities are commenced. These materials include; the role and function of Police Posts; the importance of female police officers and their role; concepts of SPPCS; the civilian protection movement; community forums; activity planning, and police post 24 hour service delivery. These materials have been developed in the form of power point presentations and will be introduced to police officers in target Communes by CNP.

With the support from the CCJAP staff members, Department of Administrative Police Post prepared a workshop on SPPCS and submitted the budget proposal to CCJAP Secretariat. These workshops are intended to provide all members of the Department with knowledge of CCJAP's objective, purpose, and approach, as well as the concepts of SPPCS so as to improve the way in which Commune police perform their duties in a more effective manner.

## **2.3 Database System Management**

### **a. Crime Database**

CCJAP staff members discussed with the CNP Data Management Working Group identified CNP priority activities in relation to crime database which is consistent with CCJAP purposes. These activities were costed and submitted to CCJAP Secretariat for consideration and approval by the NMB at its meeting on 24 June 2013. To strengthen the crime data collection, CCJAP provided technical assistance to the Department of Planning and Statistics of the CNP to develop a form for keeping track of the status of crime data collection with focus on the time and quality (completeness) of data collected across all 24 Provinces.

Meanwhile, regarding the support to CNP in using data in management, CCJAP provided technical support to the Department of Planning and Statistic of CNP in drafting the annual VCSP performance contest paper. This is a working paper on how to assess the performance of Communes, Districts and Provinces in terms of VCSP implementation, as well as the ranking procedure. The assessment guidelines included five criteria, assessment methodology and formulas to calculate the scores for each criterion. Meanwhile, CCJAP also assisted in preparing an excel spreadsheet with built-in formulas for the assessment in Municipal/Provincial and National level. The guidelines and the Excel

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spreadsheets were presented to the Department of Planning and Statistic of CNP, reviewed and approved for the assessment of VCSP performance contest in 2013. This is an initial step in supporting CNP to better use data for decision making in ranking Communes, Districts and Provinces in terms of how they implement the VCSP which contributes directly to the outcome 3 of CCJAP.

The training to CNP officers on the implementation of the new crime data forms which was supposed to be held in July this semester was delayed to October or November due to the busy schedule of CNP officers in relation to maintaining the public order after the National Election Event.

### **b. Prisoner Database**

Priority activities and the estimated costs for supporting the strengthening GDoP's Prisoner Database were prepared by the GDoP with consultation from CCJAP and Data Management Working Group members. These priority activities and the estimated costs were reviewed and approved in NMB meeting on 24 June 2013. CCJAP also provided technical assistance to the GDoP Data Management Working Group to assist it to develop forms for keeping track of the status of prisoner data collection in terms of its time and quality (completeness) from all 23 Provincial prisons and 4 correctional centres.

In the area of strengthening the database system, CCJAP provided technical assistance in modifying GDoP prisoner database by developing a number of add-on functions to existing electronic database, such as the functions on generating reports on the prisoner background and the automating the update of prisoner status (charged, accused, un-convicted and convicted) once update data input into the database, etc.

Regarding the Training on Database System Usage which was updated for the officers and the prison leaders was supposed to implement in this September was delayed due to the unfinished modification of this database. The CCJAP database system technician finished developing a number of functions such as reports on actual number of prisoners, the increasing number of prisoner, the released prisoner, the number of shift-in shift-out prisoner, and the number of dead prisoner. Some other functions included the reports on escaped prisoner, re-arrested prisoner, the prisoner without proper final judgment or sentence, the convicted with final judgment or sentence, the unconvicted prison with extract judgment or sentence, and reports on prisoner without final judgment or sentence are being developed and supposed to accomplish in the end of October. Additionally, GDoP requested to CCJAP for further assistance such as the function of searching prisoner, printing prisoner background, modifying prisoner entry form, and the automatic alert function on the prisoner information a month or three months in prior to the release date, so that the prison officers are able to prepare necessary documents as well as the release in a timely manner, etc.

### **c. Court of Appeal (CoA) Case Management Database**

CCJAP provided technical assistance to the CoA data management working group in developing add-on functions to the Case Management Database of CoA. Those add-on functions included function for generating daily and annual reports. Apart from these reporting functions, the security functions for different types of users is also established like the function for users to allow case entry. CCJAP also supported CoA to additionally include juvenile indicators in the electronic system according to the request and the fund from UNICEF with the agreement from CoA. This support helped CoA make use of the available data in the system for managing case files.



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### d. Court Register

CCJAP staff members briefed the key members of the MoJ Model Court Working Group on the CCJAP project framework, and asked the MoJ key members to consider the proposal on priority activities for 2013-14 consistent with CCJAP purpose. These priority activities proposal and the estimated cost were submitted to the NMB for consideration and approval by the NMB at its meeting on 24 June 2013. These activities and estimated costs will be reviewed and updated in the next semester by other institutions or relevant working groups. The implementation on the activities approved by the NMB was delayed especially the monthly meeting of Model Court Working Group due to their busy schedule.

### 2.4 Capital Works

CCJAP staff members consulted with GDoP in preparing list of capital works projects for 2013-2014 based on the prison priority activities studied in CCJAP Phase 3. The list included 15 projects in 8 Provinces with total budgeting of US\$251,587. The list of proposed projects was submitted and approved by the NMB at its meeting on 24 June, 2013. The next plan is to select the service providers to study the project plan and to implement the procurement.

**Table-A-1 The list of proposed capital work projects approved for July 2013 – June 2014**

No.	Prison	Project	Cost (US\$)
1.	Preah Vihear	Security fence inside the prison	6,580.00
2.	Preah Vihear	Family visiting shelter and lawyer room	20,440.00
3.	Preah Vihear	Public toilets building	3,072.00
4.	Svay Rieng	Family visiting shelter and lawyer room	20,440.00
5.	Svay Rieng	Health post building construction	48,267.45
6.	Svay Rieng	Security fence inside the prison	18,000.00
7.	Battambang	Security fence inside the prison	6,600.00
8.	Siem Reap	Water storing tank, water pumping motor and solar power set up	5,000.00
9.	Kampong Speu	Public toilets building	3,072.00
10.	Kampong Speu	Security fence inside the prison	26,250.00
11.	Ratanakkiri	Public toilets building	3,072.00
12.	Ratanakkiri	Health post building construction	48,267.45
13.	Mondulkiri	Public toilets building	3,072.00
14.	Mondulkiri	Health post building construction	36,382.50
15.	Kampong Cham	Public toilets building	3,072.00

### 3. Project Management

During this semester, all job positions for CCJAP were approved for recruitment. Meanwhile, there were two rounds of selection process (first round in May and second in July). In total, 25 staff members were recruited including 8 administration support staffs and 17 thematic program staffs. In addition, office furniture and equipment and vehicle procurement, offices and internet set up, CCJAP 3's furniture and equipment and vehicles handing over to government agencies were all settled.

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On 24 June, 2013, the NMB meeting was organised with participation of all NMB members and representatives. The meeting approved the program logic and the resource and implementation schedule for 2013 and 2014. Due to the work plan development process is parallel to the National Election preparation period, the work plan and the budget have not been discussed thoroughly with the relevant working groups and institutions yet. As a result, CCJAP will modify the work plan in the next semester with the institutions and working groups to ensure all the priority activities requested and approved could fully respond to the end of program outcomes.

To effectively support the project management, CCJAP Secretariat developed the progress for result-based work plan for future work plan and budget plan development and the management process for CPCS projects.

In the meantime, CCJAP designed the data collection tables for the assessment framework, generated the baseline indicators, and piloted the initial data collection by using these tables. The data for piloting were the data from the 2012 collected from GDoP, CNP, and NCDD. The project expected outcome framework documents were discussed and modified to be parallel with the initial data. The draft of this result framework will be finalised in next semester; as well as to update the final draft of CCJAP Performance Assessment Framework and modify the draft of assessment indicators in accordance with the project intervention.

### 4. Summary of Financial Reports

During this semester, there was limited progress in project implementation due to the focus of the project was on the operational management, work plan development and budget plan in the first three months (April-June), and the busy schedule of Cambodian counterparts with the National Election event in the following three months (July- September). Therefore, the expenditure on project implementation was lower than the approved budget. The following table shows the actual expenditure with the approved spending by the NMB at the 24 June, 2013 NMB meeting:

**Table-A-2 The expenditure and the approved budget for July 2013 – June 2014**

No.	Fund Type	Planned	Actual Expense	Balance
1.	Infrastructure and Equipment Fund	US\$306,585	US\$0	US\$306,585
2.	Innovation and Technical Assistance Fund	US\$317,880	US\$19,683	US\$298,197
3.	Partnership Support Fund	US\$156,800	US\$0	US\$156,800
<b>Total</b>		<b>US\$781,265</b>	<b>US\$19,683</b>	<b>US\$761,582</b>

**Note:** This figure is not yet included in the general operational support fund for the project; it is only reflected in program investment.

Phnom Penh, 17 October 2013

Co-chair of NMB Secretariat

Tep Phearun

John Rennie





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