# UNDP CAMBODIA

# FINAL EVALUATION

## OF CAMBODIA'S COUNTRY PROGRAMME ACTION PLAN (CPAP)
## 2016-2018

**July 2019**

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# ABBREVIATIONS

ASAC – Associations of Sub-National Administration Councils
CDC – Cambodia Development Council
CDPO – Cambodian Disabled People Organization
CEDAW – Convention on the Elimination of all Forms of Discrimination Against Women
CO – Country Office
CPAP – Country Programme Action Plan
CPD – Country Programme Document
CRPD – Convention on the Rights of Persons with Disabilities
DAC – Disability Action Council
DFAT – Department of Foreign Affairs and Trade
DIM – Direct Implementation
EIF – Enhanced Integrated Framework
EIF – Enhanced Integrated Framework
EU – European Union
FCPF – Forest Carbon Partnership Facility
GCF – Green Climate Fund
GDP – Gross Domestic Product
GEF – Global Environment Facility
GHG – Greenhouse gases
GoC – Government of Cambodia
GoJ – Government of Japan
HDI – Human Development Index
LDC – Least Developed Country
LGBTIQ - Lesbian, Gay, Bisexual, Transgender, Intersex and Questioning
M&E – Monitoring and Evaluation
MEF – Ministry of Economy and Finance
MIC – Middle-Income Country
MoWA – Ministry of Women's Affairs
NDSP – National Disability Strategic Plan
NHDR – National Human Development Report
NIM – National Implementation
NPASMP – National Protected Areas Strategic Management Plan
NRS – National REDD+ Strategy
NSDP – National Strategic Development Plan
NSDP – National Strategic Development Plan
ODA – Overseas Development Assistance
PBCR – Performance Based Climate Resilient Grant
PD – Project Document
PES – Payment for Ecosystem Service
PSC – Project Steering Committee
PwDs – Persons with Disabilities
RBM – Results-Based Management
RES – Renewable Energy Resources
RoK – Republic of Korea
RR – Resident Representative

RRF – Results and Resources Framework
RS – Rectangular Strategy
SDC – Swiss Agency for Development and Cooperation
SDG – Sustainable Development Goal
Sida – Swedish International Development Cooperation Agency
TOC – Theory of Change
UNCT – United Nations Country Team
UNDAF – United Nations Development Assistance Framework
UNDP – United Nations Development Programme
UNFCCC – United Nationals Framework Convention for Climate Change
UPR – Universal Periodic Review
USAID – United States Agency for International Development
WB – World Bank

# EXECUTIVE SUMMARY

This report presents the findings of an independent evaluation of UNDP Cambodia's Country Programme Action Plan (CPAP) 2016-2018. The evaluation was conducted by a team of three independent consultants, one of whom focused primarily on the gender aspects of UNDP's programme. The evaluation assessed the progress UNDP had made in the implementation of its programme and its contribution to the country's development results in the 2016-2018 period. The scope of the evaluation covered outcome-level achievements of the country programme, UNDP's contribution to gender equality, the effectiveness of the policy and advocacy function, and opportunities for programming and policy engagement in response to the emerging context and priorities of the Cambodian government.

During this period, UNDP Cambodia has implemented a total of 21 projects, with a total expenditure of about US$ 50 m. Inclusive and sustainable growth has been the largest component of the programme, with a major focus on climate change and the environment. The area of participation and governance has included projects on disability rights, gender and governance. In the area of development knowledge, policy and finance, UNDP's activities have focused primarily on technical advisory for the government and support for the development of national plans (including the mainstreaming of SDGs).

The following is a brief summary of the main findings on the basis of the four dimensions of the evaluation.

<u>Programme Relevance</u>

Overall, UNDP country programme is aligned with Cambodia's Rectangular Strategy and the National Strategic Development Plan (NSDP 2014-2018), as well as sectoral strategic plans in areas where UNDP is working. The programme is also aligned with Cambodia's policy frameworks and strategies specifically focusing on gender equality and women's empowerment or referring to these areas as key for the country's development. UNDP has also helped Cambodia meet its international commitments, as a signatory to major international and regional agreements. A number of UNDP projects have been designed and have been implemented to address specific issues related to Cambodia's commitments to international obligations.

<u>Programme Effectiveness</u>

In terms of effectiveness of activities, four of the eight outcome targets identified in the CPAP document had been met at the end of the programme cycle. At the output level, seven of 21 targets set in the CPAP were met by the end of the programme. In total, out of 30 CPAP targets only 12

were achieved by the end of 2018. Five gender-related output targets were not achieved by the end of the CPD.

In terms of design, the programme would have benefited from a more coherent organization of the activities that would have allowed for sharper focus and better synergies within each outcome area. Also, while in practice, there are many interlinkages between projects, both in terms of design and implementation, these interconnections are not explicitly identified and articulated in the CPAP document as part of the ToC. The CO needs to elaborate a stronger, more coherent, and gender-sensitive ToC which identifies a clear transmission mechanism and change pathway from the activities to the overarching outcomes and which places all the specific projects onto a boarder context and connects them all together. A CO Gender Strategy could be a tool that details UNDP's intended contribution to gender equality and women's empowerment across outcomes.

Despite the effort made by the CO to identify solid outcomes, outputs and indicators, some of them are vague, do not meet the SMART criteria for good indicators (Specific, Measurable, Attributable, Realistic and Time-bound), and most of them are not gender-targeted and/or sex-disaggregated. The outcomes defined in the RRF are too high-level and in the absence of a ToC it is difficult to see how the country programme would be able to affect in a meaningful way the associated indicators. While they provide a good overview of the situation of the country in an area, these indicators are for the most part far too removed from the contributions of the UNDP in these areas. A clear identification of the transmission mechanisms from UNDP activities to the ultimate outcome is necessary.

UNDP's has provided major contributions in the area of Climate Change and Management of Natural Resources. At the policy level, UNDP has contributed to governance reform in the environment sector by supporting planning and budgeting in climate action, subnational capacity for climate adaptation action on the ground and the operationalization of forest management safeguards and strategies. It has helped mainstream climate change in national and sectoral strategies, promote climate-sensitive planning and budgeting at national and sub-national levels, test and scale up climate change adaptation activities, establish and strengthen national mechanisms to address environmental degradation and address emerging environmental challenges such as pollution and renewable energy. The CO helped the government develop policies and tools to address more effectively the challenges of climate change and management of natural resources, including a gender and climate change action plan. Another key area of UNDP's work was the establishment of mechanisms and tools to promote financing of climate action. Significant public investments were leveraged with UNDP's support to implement climate change adaptation activities: climate-smart agriculture, water management infrastructure, disaster preparedness, renewable energy and energy efficiency in industry. At the practical level, the CO has helped local communities which are most vulnerable to climate variation adapt to the impact of climate change on agriculture and livelihood activities. Contributions were also made to research and knowledge development. UNDP supported a number of research activities, such as the production of the De-risking Renewable Energy Investment report, waste management report,

solar pumping study, Payment for Ecosystem Service (PES) feasibility study, etc. In the area of disaster risk management, UNDP helped strengthen the national early warning system by providing real-time information on climate and natural hazards.

Another area of UNDP engagement was in addressing inequalities and exclusion by supporting the capacities of government and civil society organization to enhance rights, voice and participation of vulnerable and marginalized groups. UNDP interventions addressed rights-based challenges, including structural barriers, faced by those with disability, women and girls, youth, and those vulnerable to poverty, economic exclusion, and disability due to the threat of mines. In the area of disability, UNDP activities focused on strengthening the degree to which national institutions and the broader society recognize the needs and rights of persons with disabilities. Another area of focus for UNDP was support for skill development and employment of young people. For this work, UNDP used a multi-media approach branded as "Klahan9" aimed at promoting confidence, job-seeking behavior and access to employment related information. UNDP and UNAIDS also provided support in establishing the system of "IDPoor" identification which consists of an ID card that enables people in need to access to healthcare and social services.

UNDP has also had a long-term involvement in supporting development effectiveness in Cambodia. In this cycle, the focus of this work was on strengthening the system for tracking and expanding development financing. UNDP supported the Ministry of Planning to map the SDG goals, targets and indicators, and to develop a gender-sensitive Cambodian Sustainable Development Goals (CSDG) framework, which was approved by the cabinet in 2018. The CSDG framework was in turn used to inform the drafting of the National Strategic Development Plan (NSDP) 2019-23, another process which was supported by UNDP. NSDP incorporated 50% of the indicators from the CSDG. It should also be mentioned that gender considerations are central to the CSDG framework. The Goals are being integrated with national plans, through UNDP support to the Council for the Development of Cambodia (CDC) and the Ministry of Planning.

UNDP also contributed to the development of a system for monitoring the impact of mine action on human development. UNDP supported the development of the National Mine Action Strategy 2018-25, aimed at eliminating all land mines by 2025, the Mine Action Performance Monitoring System to support its implementation, and respective gender mainstreaming plan. Another area of activity for UNDP has been support for the production of cassava as an industrial crop by enhancing market access and tapping into global value chains. Cassava plantation techniques have been provided to farmers using an on-farm-demonstration approach and the Ministry of Agriculture is expected to scale up the application of these techniques across the country. UNDP has further assisted with the establishment of farmer forums which are used to share information and knowledge. To address pollution and road safety concerns in Phnom Penh, UNDP also partnered with Grab in innovative partnership with the private sector called "Sustainable Urban Mobility for all Initiative" (SUMAI). This initiative supported capacity-building efforts for sustainable and safe urban mobility solutions.

The impact of UNDP's activities during the current programme cycle has been tangible. A large part of the impact of this work is at the institutional level. UNDP helped strengthen the policy and legal framework, as was the case with a number of laws, regulations and methodologies mentioned above. By helping introduce change at this level, UNDP has helped shape the incentives of the respective organizations and agents, which ultimately has an effect on their behavior (assuming these instruments are implemented – more on this in the sustainability section). Further, through the various training activities, UNDP has supported the development of the capacities of various organizations to carry out their functions. The infrastructure projects in the areas of natural resource management and climate change adaptation have had two dimensions in terms of their contributions. First, they have demonstrated the value and feasibility of business models and technologies. Second, they have demonstrated approaches for how these infrastructure projects could be identified and carried out. On both counts, UNDP has introduced innovative concepts which have the potential to shift existing practices into more efficient levels.

Programme Efficiency

In the current cycle, the CO has eliminated the programme clusters, consolidating them into a programme unit and policy unit. This shift has involved two major changes. First, the previous multiple-thematic "clusters" that constituted the programme have been consolidated into a unified poverty-reduction programme intended to provide greater programmatic focus (whether this focus has been there will be discussed further in this report). Second, programming has taken a more "policy-based" approach, whereby interventions are developed in line with an on-going policy dialogue with the government. In organizational terms, this approach has led to a CO structure which consists of the current two programmatic components – "Programme and Results" and "Policy and Innovations" units. The programme unit is primarily responsible for overseeing the implementation of projects. By contrast, the policy unit is primarily responsible for providing policy support to government partners (this includes support in the areas of SDGs, social protection, national development planning, waste management, circular economy, payment for ecosystem services, etc.). It also has responsibility for resource mobilization and development of partnerships, as well as advocacy and communications. The creation of these two units seems to have the potential to free programme analysts from advisory and PR/communications duties and make it easier for programme officers to deepen their technical expertise in the areas they cover and foster more effective cooperation between the different projects. However, this has created some uncertainty with regards to how programme development is coordinated with programme implementation which the CO should address in the coming cycle.

The assessment of the quality of the human resources employed by the programme revealed that overall it is adequate and in line with programme requirements. CO staff are well-qualified individuals who work in challenging circumstances. One option the CO could explore is the creation of project portfolios or bundles where projects are similar in nature and where the CO has created some depth through sustained engagement (this could be the area of climate change, management of natural resources, disability, etc.). Through this approach, a project manager would

be able to manage a bundle of projects, rather than one individual project and a project technical advisor would be able to oversee a bundle of projects, rather than a single project.

Gender Focal Team's tools and agenda should equally target programme and operations matters, with the Team's meetings regularly attended by CO's senior management to facilitate decision-making. To sustain collective gender knowledge and capacity, the CO should consider creation of a dedicated gender analyst/specialist that would provide/ facilitate technical expertise on all thematic areas UNDP is engaged into. This person should not assume all gender-related tasks, as gender programming requires efforts and adequate capacity among all UNDP personnel. As a consideration, the post can be pool-funded by CO's projects or sponsored by UNV or UN Junior Professionals Programme.

With regards to synergies among activities, the CO has forged various collaborations among projects in the past few years. Despite such achievements in forging greater cooperation between activities, some projects appear to be operating in silos. Certainly, there is some sharing of information at the level of meetings organized by the CO and some events have been organized jointly between some projects. However, cooperation between the projects is generally not strategic and does not take full advantage of commonalities they share. What the CO can do is to strengthen project linkages as much as possible within the existing constraints. The CO could in particular aim for further integration and consolidation of its operations at the at the sub-national level where a number of projects have operated. This strategy could include integrated frameworks for project planning and implementation at the sub-national level and matched with the CO's plans at the national level.

Further, the lack of strong donor coordination presents an opportunity for UNDP to become more involved in the coordination of development assistance. In the area of climate change and natural resource management, UNDP is well-positioned and capable of playing a more important role, and, through that role, to be able to mobilize more resources for its operations in the country. The same applies to a potentially stronger "integrator" (as defined in the CPD) role in the area of gender equality and women's empowerment, in close cooperation with other concerned agencies, such as UN Women. Especially at the sub-national level, UNDP is well positioned to help governments and donors coordinate their efforts more effectively, which may also provide additional funding opportunities.

Programme Sustainability

With regards to sustainability, one key issue identified in this evaluation is the challenge of weak implementation of policies, strategies and laws. Weak implementation has an impact on the sustainability of UNDP projects supporting policy reforms because in such a situation projects have a hard time turning project outputs (such as policies, regulations, studies, etc.) into sustained action leading to improved outcomes. Despite some good practices in the UNDP projects, there is room for further work on supporting authorities to focus more on the implementation of laws and

regulations on the ground. At the level of project design, the CO could take a more systematic approach to the support it provides to national partners, covering the whole policy-making spectrum, including implementation. Of particular importance are the sustained efforts to consistently advance gender equality in all areas of interest to the government and where UNDP operates: this requires engagement with and enhancing gender capacity of all stakeholders (government and non-government, and internally for UNDP staff) starting from CPD design and individual project conceptualization stage and evolving into clear exit strategies. The CO should also strive to reach at least 15% mark of budget allocations to project activities aimed at gender equality and women's empowerment.

Further, UNDP's programme has had a significant focus on piloting and demonstrating innovative solutions to specific problems, with the expectation that if successful they will be replicated, scaled up and institutionalized. There have been many good examples of proper institutionalization of the piloted initiatives, which enhances their sustainability. However, the scaling up of pilot initiatives and their institutionalization is an area where there are still many challenges and where there is room for further improvement by the CO. One important aspect is having a clear strategy for how these piloting initiatives will be brought to scale. Another area where the CO could make improvements is in strengthening the system for the monitoring and tracking of the performance of pilots over time – the lessons they generate during the piloting stage and the extent to which they get replicated and scaled up. Ultimately, the CO should strengthen its planning and monitoring of pilot initiatives and their demonstration effects, so that their replicability and scaling up are monitored and supported more effectively. The CO should focus more on documenting results, lessons, experiences, and good practices so that they are shared more widely, replicated, and scaled up.

Another issue the requires more attention from the CO is the establishment of competitive market mechanisms to ensure the sustainability and scale of project initiatives. In particular for initiatives in the area of climate change and energy efficiency, the CO should look more closely at the private sector as a partner that can provide more sustainable solutions. Also, the area of information sharing and awareness raising requires renewed thinking and strategizing, focusing on behaviour change and strategizing about the various instruments that can be used to change behaviour. This is something that the CO should consider more strategically and systematically in the context of the development of the new CPD and new projects.

UNDP's Positioning

Cambodia's achievement of middle-income status in 2016 and decreasing financing from certain development partners in response to government restrictions for civil society will present an increasing challenge to UNDP in the coming programme cycle. This evaluation suggests that the CO's best response to this situation would be a three-pronged strategy consisting of the following priorities:

1. Leveraging success and good standing in the areas where the CO is already well-established to further strengthen partnerships with traditional partners on the basis of competence, results and cost-effectiveness.
2. Explore new areas where UNDP could strengthen its presence on the basis of its comparative advantage (i.e. democratic governance, energy efficiency, advocating for gender equality, service delivery, etc.).
3. Engaging non-traditional sources of funding by presenting them with attractive options of cooperation.

New areas where there seems to be untapped potential for UNDP involvement are democratic governance and energy efficiency. Further, UNDP can strengthen its engagement at the sub-national level and be a quite competitive player, especially if it will be able to further integrate and consolidate its local-level activities across sectors. UNDP's long-running programmes on area-based development have enabled it to accumulate knowledge of local development issues and forge strong partnerships with local governments and communities. Needless to say, cross-cutting features of the CO's programming (such as SDGs, gender, innovations, mainstreaming of environmental and disaster risk concerns, etc.), which are already in place, will remain key features of UNDP's programme. But the CO may further capitalize on them to strengthen its competitiveness and positioning. Another source of funding available to UNDP is cost-sharing from the government. Given Cambodia's advancement towards middle-income status, the CO should seek to establish a cost sharing mechanism with the government on the basis of annual project proposals developed jointly with line ministries in key priority areas. The CO should try to make its support more demand-driven by pursuing direct cost-sharing in the provision of policy support.

This evaluation draws the following three major lessons from the experience of UNDP Cambodia:

1. For a CO to create depth and be sustainably positioned in a particular area, it takes continued engagement and effort over many years. The process does not happen overnight and is not contingent on the amount of resources available initially. It is rather dependent on a commitment to engage in that area and taking a long-term approach focused on establishing sound foundations. UNDP Cambodia has created this depth in the areas of climate change and management of natural resources where its contributions have been significant. Projects like *FCPF* or *CCCA* have been running for several years and in different phases, which has allowed UNDP to build trust with the relevant partners and develop the necessary expertise and track record in this area.

2. Another lesson can be drawn with regards to the structuring of the CO's programme section. Generally speaking, there are two formats in UNDP COs – one in which policy analysis and advisory functions are integrated with programme implementation under one unit (the previous CO model) and another in which policy and programme implementation functions are split (current model). Each model has certain advantages and disadvantages, which are discussed in

this report. But eventually what matters is how well coordinated these functions between or within the units and whether roles and responsibilities are clearly defined and respected.

3. As for gender equality, whereas the country's strategic frameworks contain respective aspirations and plans, interviews conducted during the evaluation data collection phase showed diversity of opinions with regard to gender norms. It appears that there are still opportunities to strengthen the understanding of the definition of gender among Government and sub-national stakeholders. This can be done by careful approach and innovative thinking, for instance, by starting with strengthening gender within areas the Government is particularly interested in (i.e. economic growth). Considering UNDP as an important development partner, one still may assume that given the CO's limited resources, its contribution to transformative changes in gender equality are yet to be seen. Therefore, it is of crucial importance to join efforts with UN agencies and development partners in prioritizing gender-related challenges and consolidating efforts on a few areas, without dispersing on small scale interventions and pilots.

Based on the analysis presented in this report, this section provides a set of key recommendations.

## 1. *Results-focused Operations*

The CO should further strengthen its focus on results. There is a need to focus beyond "traditional activities", such as awareness raising, training and drafting of documents, and look into the process of change at the level of behavior and institutions. As described in this report, the management is in the process of doing this through a stronger commitment to results. A strategy in support of the implementation of the new CPD is currently under preparation by the CO and is a good first step. At the practical level, the CO should focus on the following elements of a results-based management system at the programme and project level:

- Develop a more coherent Theory of Change that links all projects under one framework and identifies in clear terms the mechanisms and channels of change. A strong ToC will provide the CO with ideas about how to tie these specific projects more closely together.
- As the methodological note that the CO has developed, ensure that programme baselines, indicators and targets are further harmonized and aligned with those of individual projects
- Apply quality criteria for the development of project documents and respective RRFs.
- Undertake more project evaluations, where possible using a portfolio approach (more than one project in a thematic area), and apply quality criteria for evaluations. The CO should also strengthen the tracking of recommendations derived from evaluations and manage more effectively the learning that is derived from them.

Given the challenges with project delivery and uncertainty around programme development described in this report, the CO should consider using and tracking performance indicators related

to delivery rates and programme development. These performance indicators could be linked to specific units or positions in the CO.

## 2. *Going Beyond Policy Formulation to Address Implementation*

The focus on results also implies that the CO should pay closer attention of the problem of implementation, identified in this report. When designing and implementing activities, the CO should assess them in relation to their implications for the implementation of policy. The focus should be not only on form (how a draft law or strategy looks like), but also on functionality (how it can be executed and what effects it is going to yield). Implementation requires measures that go beyond the passing of laws and strategies. It involves actions that establish or consolidate organizational structures, staffing organizations and allocating funding for their operations, training management and staff to implement policies, etc. It also involves a careful analysis of the political economy of the intended reform (change), which includes a careful identification of the stakeholders involved and their positions on the reform. To strengthen this type of work, the CO should identify in the design of its project indicators related to implementation and should track them systematically, ideally even after a specific project is completed.

The CO should also strengthen communications and link them more effectively to results. A careful review of the communications practices and challenges would be a first good step to understand the options that are available to the CO. Based on such a review, the CO could identify a more effective approach and arrangement for how it communicates with partners and stakeholders.

## 3. *Positioning and Resource Mobilization*

As far as the positioning of the programme is concerned, this report recommends that the CO consider developing a Resource Mobilization Strategy, which may include the following three elements:

1. *Leveraging success and good standing in the areas where the CO is already well-established to further strengthen partnerships with traditional partners on the basis of competence, results and cost-effectiveness.* These are the area of climate change, natural resource management, disability rights, youth development and mine action, where UNDP is already well-established, by creating significant depth and emerging as a serious player in the country. In these areas, UNDP will continue to be a major player by dint of its historical engagement and contributions. The main task here will be on maintaining momentum and further developing trust with the partners.

2. *Explore new areas where UNDP could strengthen its presence on the basis of its comparative advantage.* The CO has already started engagement in the areas of waste management and solar energy. New areas where there seems to be potential for more engagement and which the CO could explore are *democratic governance*, *energy*

*efficiency*, and *service delivery at the sub-national level.* In the area of service delivery and social accountability at the local level, there seems to be increasing interest from the government, but also development partners, recently. A number of preparatory activities led by the National Committee for Sub-National Democratic Development and World Bank seem to have started and UNDP should join them, if it decides to become involved in this area.

3. *Engaging non-traditional sources of funding by presenting them with attractive options of cooperation.* Given Cambodia's advancement towards middle-income status, one potential source of funding for the programme could be cost-sharing from the government. By pursuing government cost-sharing in the provision of policy support, the CO would make its policy support work more demand-driven and relevant.

## 4. Programme Integration

The CO should address coordination and collaboration at the programme and project levels more systematically.

- At the programme level, the CO should strengthen collaboration between the policy and programme unit across all areas, but in particular with regards to programme development. For this to happen the CO should establish mechanisms of coordination and cooperation between units and clear roles and responsibilities on the development of new projects. Also, the CO should strengthen its communications, starting with a systematic review of the area and the identification of key measures.

- The CO should also establish more effective mechanisms and incentives for cooperation between projects. This may include not only regular coordination meetings between projects, but also integrated frameworks for project planning and implementation where feasible. In locations outside of the capital where UNDP has more than one project running, the CO should identify ways of strengthening project synergies. Where the potential for integration is significant, the CO could consider an area-based approach that will allow it to integrate more effectively a range of cross-cutting issues such as citizen engagement in service delivery, social inclusion, gender equality, SDGs, etc. Stronger synergies could also be forged with development partners at the sub-national level, which may also provide funding opportunities.

## 5. Awareness Raising

The CO should take a more systemic and strategic approach to awareness-raising.

- As a first step, the CO should ensure that information sharing and awareness raising activities are driven by a clear understanding of the behaviour that is being targeted. The

end goal of these activities should not just be to raise the of awareness of the target group, but to change a particular behaviour which is well identified in advance. This requires a careful identification of the behavior that the activity is intending to promote and the agents whose behavior will be changed.

- Further, it will important to recognize that the channel through which the information will be carried matters enormously and should be chosen strategically. It is important to identify whose opinion matters for the target group and how that opinion can be constructed and used to influence behavior.
- It is also important to recognize more explicitly the role of social norms in behavioural change and understand what shapes the social norms in a particular community. Social norms are a powerful instrument that can be harnessed to induce behavioural change.
- Such change of approach towards awareness-raising raising activities will require a new direction by the CO leadership and resources for research and training of staff.

## 6. *Gender-responsive Programming and Implementation*

CPD Design, M&E and Budgeting for Gender Equality

Results-based and gender-responsive programme design and budget are crucial for implementation of activities that equally take into account the needs of women and men. It is, therefore, recommended, through the process of regular CPD review, to design the Country Programme's ToC that includes a detailed description of CO's intended realistic contribution to gender equality and women's empowerment, with related risks and assumptions. Gender equality should be equally mainstreamed across CPD Outputs (currently, Outcome 1 and 3 each have one gender-sensitive output out of four, while Outcome 2 has zero outputs of this kind). Between 33-50% of CPD indicators in the Results and Resources Matrix should allow for measuring changes in gender equality and women's empowerment. At least 15% of CPD's budget should be allocated to activities with gender equality being principal. Government, other partners and civil society stakeholders, including those representing the most vulnerable groups of population (e.g. persons with disabilities, LGBTIQ) and women's groups, should participate at regular reviews of CPD progress and Results and Resources Matrix, including by providing feedback on CO's gender-targeted interventions and their monitoring. The CO should strive to apply same process with regard to every project's design, including budgeting, and institutional set-up, such as composition and agenda of steering board meetings.

Gender Capacity

UNDP is recommended to develop a Gender Strategy for the remaining CPD period and strive to renew its Gender Seal award. Gender Focal Team's tools and agenda should equally target programme and operations matters, with GFT meetings regularly attended by CO's senior management to facilitate decision-making. To sustain collective gender knowledge and capacity, the CO should consider creation of a dedicated gender analyst/specialist that would provide or

facilitate technical expertise on all thematic areas UNDP is engaged into; advise project gender-sensitive design, M&E, and reporting; identify potential synergies and actors that can contribute with innovative gender-related knowledge and skills (e.g. blogs by women-meteorologists). This person should not assume all gender-related tasks, as gender programming requires efforts by all UNDP personnel. As a consideration, the post can be pool-funded by CO's projects or sponsored by UNV or UN Junior Professionals Programme.

Championing, Communication and Advocacy on Gender Equality

CO's senior management and staff, especially those who have decision making power (i.e. programme analysts) and regular access to Government counterparts, are recommended to further champion and advocate for gender equality and women's empowerment in all thematic areas, by using evidence of successfully implemented gender-targeted projects (Bangkok Regional Hub can provide examples). CO's communication on gender should be diversified; it is also recommended to publish respective senior management's op-eds (not only for traditionally gender-related occasions, such as International Women's Day), including in Khmer language, and through youth-friendly communication tools (e.g. Facebook, Snapchat).

CO should strive to strengthen engagement with women equally across all projects, both at national level and in the field, and invest in long-term strategies (including exit strategies) of breaking gender stereotypes. This would allow for reducing barriers to women's economic and political participation and for contributing to decrease of gender-based violence, especially directed at most disadvantaged. UNDP should ensure these interventions are embedded in strategic national- and local level policy efforts and complemented by the work of development partners in order to have a larger coverage and potentially sustained results.

Partnerships and Integrator Role

UNDP should more strongly exercise its "integrator" role in fora and networks working on gender equality, such as the UN Gender Theme Group, within donor coordination and civil society, especially within and with women's groups. Coordinated and joint programming would enhance the effectiveness of gender-targeted interventions, in particular if it stresses on normative changes and scale up. UNDP, led by the Resident Representative, and together with other development partners and government, should consider up-streaming of demand for accountability for gender mainstreaming across government entities into the authority with a decision-making power larger than the one of MoWA – namely, the National Council for Women.

Together with other development actors, the CO should continue its support to duty bearers and rights holders to further advance the implementation of national and international commitments (e.g. CEDAW and UPR) through strong advocacy for gender-responsive planning, budgeting and data collection.

# CHAPTER 1: EVALUATION PURPOSE AND METHODOLOGY

This chapter provides a brief overview of the evaluation's objectives and scope, the methodology and the process that was followed for the preparatory phase, data collection, data analysis and finalization of the report. It will also outline major limitations that were encountered during the evaluation.

## 1.1. OBJECTIVE AND SCOPE

This report presents the findings of an independent evaluation of UNDP Cambodia's Country Programme Action Plan (CPAP) 2016-2018. UNDP's CPAP is an integral part of the larger UN framework called the United Nations Development Assistance Framework (UNDAF) 2016-2018. UNDAF is the operational plan of the UN system in Cambodia and is guided in turn by the government's Rectangular Strategy (RS) and National Strategic Development Plan (NSDP).

The evaluation's primary goal is to assess implementation progress and UNDP's contribution to the country's development results in the 2016-2018 period, and generate lessons learned during the three-year implementation. The objectives of this evaluation are: 1) for the UNDP and the government to jointly review the results achieved during the country programme period; 2) to identify lessons learned during the three-year implementation; and, 3) to inform UNDP's positioning in the context of the new government mandate and emerging priorities. It was commissioned by UNDP Cambodia based on the Terms of Reference included in Annex II of this report.

The scope of the evaluation is to assess 1) outcome-level achievements of the country programme; 2) UNDP's contribution to gender equality; 3) the effectiveness of the policy and advocacy function; and, 4) opportunities for programming and policy engagement in response to the emerging context and priorities of the Cambodian government.

*(1)     Assessment of country programme outcome-level achievements:*

CPAP Outcome 1&3: Sustainable and inclusive growth (UNDAF Outcome 1)

Under these two outcomes, UNDP has been supporting the government in its effort to address multi-faceted vulnerabilities (social, economic and environmental) of Cambodian people through: i) strengthening the capacity of national institutions, policy dialogue and policy development in the areas of environmental governance, natural resource management, youth employment, climate resilience and disaster risk reduction, cassava value chain, mine action, social protection and development financing; and ii) strengthening resilience of local communities through investment in community-based climate change adaptation actions and mine clearance.

CPAP Outcome 2: Inclusive governance, participation and human rights (UNDAF Outcome 3)

This outcome has helped to 1) strengthen the institutional capacity of the national and sub-national institutions by creating platforms for dialogue between duty bearers and rights holders; 2) put in place policies and regulatory frameworks to enhance access to information and basic rights of persons with disabilities; and 3) strengthen government mechanisms to promote women in leadership.

The evaluation assesses UNDP's contributions to country programme results at the outcome level in support of the government's efforts to address poverty, socio-economic vulnerabilities, environmental issues, social exclusion and gender inequality.

*(2)      Assessment of UNDP's contribution to gender equality:*

The UNDP country programme is guided by the global and country office's Gender Equality Strategy 2014-17. In addition to UNDP's core gender programme, being implemented in partnership with the Ministry of Women's Affairs, gender mainstreaming architecture is embedded across the programme and project management cycles of UNDP from design to budgeting, implementation, monitoring and evaluation. Gender is mainstreamed throughout UNDP's support to the policy work of the government to ensure that policies and regulations are informed by comprehensive gender assessment, address gender concerns, and uphold and promote gender equality. This includes equal opportunity to participate in the public sphere and in decision making, and benefit from policies and regulations related to but not limited to climate change, environment, natural resources management, disabilities, skills development and employment, and demining. Policies and dialogues are pursued to promote the participation of women in politics and representation in public offices. The Official Development Assistance database and analysis has enabled policy makers and development partners to track and promote investment in gender programmes. On the ground, through UNDP's assistance, mechanisms are in place to ensure women and men benefit equitably from various programmes and projects related to climate change adaptation, natural resource management, decentralization, disability rights, employment, and mine action, among other areas. Specifically, at sub-national level, UNDP's support to decentralization, participation, and climate resilient agriculture takes into consideration gender issues. A number of key interventions took place to ensure that these issues were addressed and that women could participate and benefit from these interventions.

This evaluation assesses the effectiveness of UNDP's institutional mechanisms to integrate gender concerns into the programming process, UNDP's contribution to promoting gender responsive policies and institutional arrangements of the government, progress toward gender-related outcomes and outputs, and the impact of UNDP's interventions on the empowerment of women and gender equality in Cambodia across the three outcomes.

*(3)      Assessment of the effectiveness of policy and advocacy function:*

The country programme 2016-18 shifted from project-oriented programming towards policy-oriented programming. Policy advocacy thus became one of the core functions of UNDP in

Cambodia. As a result, the Policy and Advocacy Unit was tasked with the main functions of programming, provision of policy advice and pioneering research, policy dialogues and advocacy to frame the public discourse on critical development issues. During the programme implementation, UNDP has contributed to the development of key national policies across all programmatic areas, mobilized financial resources in support of key development issues and raised awareness on critical emerging issues among policy makers and other stakeholders. This included mobilizing support for issues such as access to affordable medicine, disabilities, gender inequality, social protection for people living with HIV and for environmental issues such as solid waste management, forestry, climate change and renewable energy. The evaluation reviews results achieved from the policy and advocacy angle and linkages from these policy level results to UNDP's development interventions on the ground.

*(4) Informing the formulation of new programmes, projects, policy and research in the new country programme cycle:*

The UNDP Country Programme Document 2019-23 has been drafted in consultation with the government, development partners and civil society organizations. In line with the government priorities set out in the Rectangular Strategy Phase IV and the UNDAF 2019-23, the new country programme identifies three programmatic areas:

- Prosperity: expanding economic opportunities
- Planet: sustainable living
- Peace: participation and accountability

This evaluation provides recommendations to UNDP on the approaches and opportunities for future programming, research, advocacy and policy advisory in response to emerging and long-term development priorities of Cambodia. The evaluation also looks into new modalities of engaging with different partners including the private sector in advancing the development agenda.

## 1.2. METHODOLOGY

The CPAP Monitoring and Evaluation Framework serves as the major guiding framework of this evaluation. The CPAP M&E framework is part of UNDP's contribution to the results framework of the UNDAF 2016-18 and the National Strategic Development Plan 2014-18.

The evaluation focused on:

- *Outcomes status*: the extent to which the planned outcomes and the related outputs had been achieved by end of the programme cycle.
- *Strategy*: if and which programme processes, strategic partnerships and linkages proved critical in producing the intended outcomes;

- *Factors that facilitated and/or hinder the progress in achieving the outcomes, both in terms of the external environment opportunities and risks, as well as internal, including*: strengths and weaknesses in programme/project design, implementation and management, human resource skills, and resources; added value and comparative advantage of UNDP in contributing to the outcomes, including a better understanding of similar work implemented by other partners and stakeholders and how UNDP adds its values.
- *Strategic complementarities and programmatic coherence*: to what extent the outcomes and interventions were inter-connected, as well as complementary to other work areas (including with other UN agencies), thus maximizing development results.
- *Innovation*: assess the extent to which UNDP applies innovation in its work related to the outcomes and substantiate this aspect with concrete examples/case studies.
- *Lessons learned*: Identifying lessons learnt and recommendations as the critical aspect of the evaluation that will be used for eventual course corrections in the current implementation or to inform design of a better implementation strategy for the next UNDP programmatic cycle.

The evaluation assessed the degree to which UNDP initiatives have supported or promoted gender equality, a rights-based approach, and human development. In this regard, United Nations Evaluation Group's guidance on Integrating Human Rights and Gender Equality in Evaluation was applied.

The evaluation applied OECD DAC criteria[1] and definitions and followed norms and standards established by the United Nations Evaluation Group. It was guided by the requirements set forth in UNDP's evaluation toolkit, and in particular the "*Handbook on Monitoring and Evaluation for Development Results*"[2].

The methodology was based on mixed methods and involved the use of commonly applied evaluation tools such as documentary review, interviews, information triangulation, analysis and synthesis. A participatory approach was taken for the collection of data, formulation of recommendations and identification of lessons learned.

Evaluation activities were organized according to the following stages: i) planning; ii) data collection; and, iii) data analysis and reporting. Figure 1 below shows the three stages and the main activities under each of them.

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[1] Criteria for evaluating development assistance: relevance, effectiveness, efficiency, sustainability and impact of development efforts.
[2] http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf

**Figure 1: Evaluation Stages**



Planning
- Development of ToR (by UNDP)
- Initial documentary review
- Futher development of methodology and work plan
- Inception Report

Data collection
- Desk review
- Interviews
- Country Mission, including briefing and debriefing

Analysis and reporting
- Compiling and analysis of data and preiminary analysis
- Report drafting
- Comments from stakeholders
- Editing
- Final report and dissemination

Table 1 further details the main activities that were undertaken by the evaluators under each stage.

**Table 1: Evaluation Steps**

| I. Planning |
| --- |
| • Development of the ToR (by the CO) |
| • Start-up teleconference and finalization of the inception report |
| • Collection and revision of project documents |
| • Elaboration and submission of inception report |
| II. Data Collection |
| • Further collection of programme documents (home based) |
| • Mission preparation: agenda and logistics |
| • Country Mission (26 February – 8 March 2019) |
| • Interviews with key stakeholders |
| • Mission debriefings & Mission report summary |
| III. Data analysis and reporting |
| • In-depth analysis and interpretation of data collected |
| • Follow-up interviews |
| • Develop draft evaluation report |
| • Circulate draft report with project team and stakeholders |
| • Integrate comments and submit final report |

Evaluation Planning

The planning and preparation phase included the development of the ToR by the CO and the design of the evaluation framework which was presented in an inception report. The evaluators, in consultation with UNDP's CO, identified key interviewees, stakeholders, NGOs, and CSOs for focus group meeting, discussion, and interviews. The evaluators further developed for their own use interview guides for interviews with stakeholders.

<u>Data Collection</u>

The evaluation used combined quantitative and qualitative analysis methods based on data and information from different sources including but not limited to the national statistical sources, UNDP programmatic data, reports, evaluations, policy documents of the government and stakeholder interviews (see Table 2 for a list of data sources).

The largest part of information was collected during the country mission and field visit which took place from 26 February to 8 March 2019.[3] During the field mission, the evaluation team collected disaggregated data wherever possible. During this time, the evaluators reviewed additional documents, conduct interviews, site visits, and preliminary analyses. The evaluators also developed interview guides (list of questions) for use during the evaluation visits (the questionnaire can be found in Annex III). Stakeholders who were met included UNDP staff, representatives from government agencies, local authorities and communities, development partners, NGOs, academia, other United Nations organizations, etc. Interviews were conducted with relevant stakeholders, including government officials, beneficiaries, donors, development partners, UN agencies and UNDP staff members. Efforts were made to meet a wide range of stakeholders and programme partners, in particular to address any limitations pertaining to areas where programme documentation and monitoring had not been sufficient. A full list of people interviewed was developed in cooperation with the Country Office. Special attention was given to inclusion of women and marginalized groups (including beneficiaries of projects with limited gender mainstreaming), by holding separate discussions with them to mitigate potential barriers and sources of exclusion, such as unequal power relations. Female/male ratio of persons interviewed is approximately 1:2 (32 women and 68 men). The collected information was triangulated to strengthen the validity of findings. The following secondary data were reviewed:

- o Background documents on the national context, including national strategies and policies prepared by the government and documents prepared by international partners during the period under review;
- o Country programme documents and project documents for completed, ongoing or proposed UNDP projects, including preparatory phase documents, annual reports and financial data;
- o Country office reviews of the country programme and annual reporting; and
- o Independent research reports and academic publications on various subjects.

**Table 2: Data Sources**

| Evaluation tools | Sources of information | |
|---|---|---|
| Documentation review (desk study) | General documentation | • UNDP Programme and Operations Policies and Procedures<br>• UNDP Handbook for Monitoring and Evaluating for Results |

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[3] The list of people to be interviewed for this evaluation can be found in Annex I of this report.

| Evaluation tools | Sources of information | |
|---|---|---|
| | UNDP strategic documents | • UNDP Strategic Plans<br>• Country Programme Documents<br>• Gender Equality Strategies |
| | Project documentation | • Annual work plans<br>• Project Progress Reports<br>• Project Board Minutes<br>• Updated risk logs<br>• A large number of reports produced by the project. |
| | Governments documents/papers | Including relevant policies, laws, strategies, etc. |
| | Third party reports | including those of the World Bank, ADB, Sida, and others, independent local research centres, etc. |
| Interviews with project staff and key project stakeholders | These included: | • Interviews with key project personnel including the programme and project staff and technical experts.<br>• Interviews with relevant stakeholders including government representatives, non-governmental organizations, other UN agencies, donors, etc. |

The evaluation utilized the information that was generated by project evaluations and assessments that have been conducted thus far by the Country Office.

Data Analysis

Information obtained through the documentary review and interview process was triangulated against available documented sources, and then synthesized using analytical judgement. The method of triangulation is shown in Figure 2 below.

**Figure 2: Method of Triangulation**
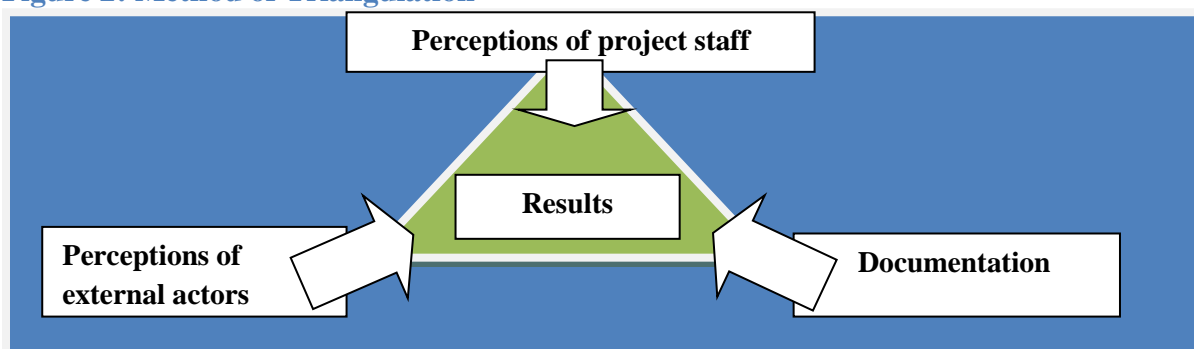


The analysis phase involved a number of complementary components. First, the evaluation reviewed progress towards the relevant outcomes and the main outputs based on indicators included in the Country Programme Document and the Country Programme Action Plan. The evaluation considered indicators at the outcome and output level and whether they captured fully the achievements and change brought about by the programme. The evaluation also delved further

into the programme, considering outputs produced and change brought about by individual projects and related outputs. Second, the method of triangulation was used to verify the information gathered from the documentary review (both those produced by UNDP and by third parties) and the interviews. It involved developing a method for checking the reliability of findings through multiple data sources, bringing as much evidence as possible into play from different perspectives in the assessment of hypotheses and assumptions. In the assessment of the outcomes, an attempt was made to attribute the results to the projects/programme when feasible: when not feasible, contribution analysis was used.

The evaluation analysis was conducted on the basis of the standard criteria of relevance, effectiveness, efficiency, and sustainability (see Box 1 below and Annex III for a more detailed list of questions that were used for the analysis of information)

**Box 1: Evaluation Criteria**

The evaluation sought to answer the following questions, so as to determine the relevance, effectiveness, efficiency, impact and sustainability of UNDP interventions, including lessons learned and forward-looking recommendations. These are summarised below.

Relevance
- To what extent the country programme has addressed country development priorities?
- Have UNDP interventions been relevant to the socially excluded populations and gender-sensitive?
- What are potential areas of engagement for UNDP's successive Country Programme? Thematic areas and form of engagement, e.g. should UNDP remain focused on technical advisory and capacity development or should UNDP support the government in other/different form of support.

Effectiveness
- To what extent has CPAP been achieved or has progress been made towards its achievement?
- What has been UNDP contribution to the country? How have corresponding outputs and projects delivered by UNDP influenced the outcomes? Are there any inefficiencies in achieving the outputs and the outcomes?
- What is the added value and comparative advantage of UNDP in contributing to the country?
- If and which programme processes, strategic partnerships and linkages proved critical in producing the intended outcomes?
- Has UNDP's partnership strategy been appropriate and effective in contributing to the outcomes?
- What were the positive or negative, intended or unintended, changes brought about by UNDP's work?
- What are the challenges to achieving the outcomes?
- Is innovation featuring within the work related to the outcomes?
- To what extent have the poor, women and other disadvantaged and marginalized groups benefited from UNDP interventions?

Efficiency
- To what extent have the programme outputs resulted from the cost-efficient use of resources, including the resources for integrating gender equality as an investment in short-, medium-, and long-term changes?
- Has there been any duplication of efforts among UNDP's own interventions (especially those contributing to the outcomes) and interventions delivered by other organizations or entities in contributing to the outcomes?
- Are there any weaknesses in programme/project design, management, human resource skills, and resources?

Sustainability
- How strong is the level of ownership of the outcome results by the relevant government entities and other stakeholders?
- Is sustainability, including that on the real changes in area of gender equality, an overarching consideration across interventions within the programme?
- Are there concrete sustainability approaches that may be considered as exemplary in their design and implementation?
- What could be done to strengthen sustainability?

Figure 3 shows the steps that were taken for the analysis.

**Figure 3: Steps in Analysis Process**



| Step 1. Develop the results chain | Step 2. Assess the existing evidence on results | Step 3. Assess the alternative explanations | Step 4. Assemble the performance story | Step 5 Seek out the additional evidence | Step 6 Revise and strengthen the performance story |
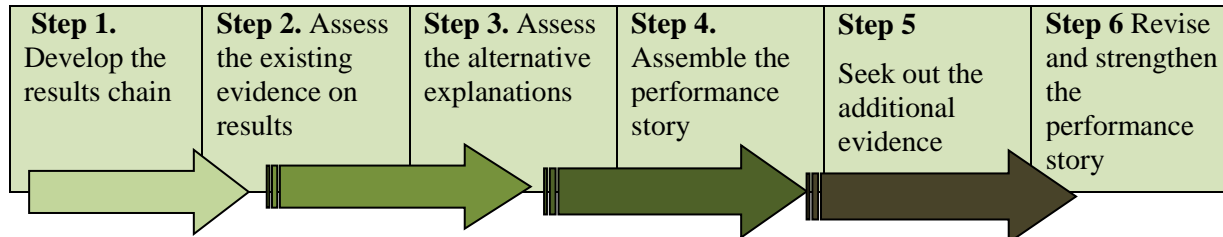
The analysis also covered aspects of programme formulation, including the extent of stakeholder participation during project formulation; replication approach; design for sustainability; linkages between various interventions within the programme; adequacy of management arrangements, etc.

The Terms of Reference (ToR), where the scope and main steps of the evaluation process were laid out, are attached in Annex I of this report.

## 1.3. LIMITATIONS

UNDP Cambodia has been very cooperative throughout the evaluation process and has worked hard to provide all the information that was required. Some limitations were encountered with regards to the participation of rights holders in the evaluation: one focus groups discussion was held with persons with disabilities. To mitigate this and other potential data gaps, the evaluation team relied on progress reports and findings by previously conducted evaluations. All possible efforts were made to minimize other potential limitations in the evaluation process.

## 1.4. ETHICS

The evaluation will be conducted in accordance with the United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the UN System.

Specific commitments will include:

- Independence and Impartiality. The consultants are independent from UNDP. Clear reasons for evaluative judgments and the acceptance or rejection of comments on the evaluation report were provided. This report presents the views of the consultants, and not necessarily those of UNDP, which may articulate its voice through a Management Response.
- Credibility and Accountability. The consultants aimed at using best review practices to the best of their abilities at all times and ensure that all deliverables were met in the timeframes specified, or that UNDP was advised ahead of time so that mitigating action can be taken.
- Rights to self-determination, fair representation, protection and redress. Data collection included a process of ensuring that all contributors and participants gave genuinely free, prior and informed consent. Contributors were given opportunities to refuse, grant or withdraw their consent based upon clear understandings of the persons/institutions involved, the intention of the process, and possible risks or outcomes.
- Avoidance of Harm. The consultants worked with UNDP to identify vulnerable groups prior to the field work and to ensure that the process was responsive to their needs.
- Accuracy, completeness and reliability. During the desk review and data collection and analysis phases, the consultants sought to ensure that all evidence is tracked from its source to its use and interpretation.

## 1.5. STRUCTURE OF THE REPORT

The report starts with an overview of the evaluation's purpose and methodology. This is followed by a chapter that outlines the country context. The third chapter provides a brief overview of the UNDP programme. The fourth chapter presents the report's main findings and consists of four parts: the first part assesses the programme's relevance; the second assesses the programme's effectiveness and summarizes main achievements; the third part assesses efficiency; and, the fourth sustainability. The fifth chapter presents an analysis of the programme's positioning, including UNDP's comparative advantage in the country, its positioning, resource mobilization and integration of cross-cutting dimensions, such as human rights and Sustainable Development Goals (SDGs), in programme activities. The last section summarizes the main conclusions, identifies key "lessons learned" drawn from the experience of the programme and provides a set of recommendations for the consideration of the Country Office and partners. Additional information supporting the arguments made throughout the document is provided in annexes attached to this report. Data included in the report has been gender-disaggregated wherever possible.

# CHAPTER 2: SITUATION ANALYSIS[4]

In the last couple of decades, Cambodia has achieved impressive results in the area of economic growth and human development. Cambodia's GDP has tripled since 2000, with annual economic growth above 7.5% which have placed Cambodia among the world's fifteenth fastest growing economy during the period. The country achieved lower Middle-Income Country (MIC) status in 2016 and intends to graduate from Least Developed Country (LDC) status in the next few years. Cambodia is rapidly modernizing, and the economy is shifting from an agricultural base towards industry and services. However, the economic base remains narrow, with two sectors - garments and tourism - dominating exports. These two sectors, plus construction and agriculture, generate most of the employment.

Cambodia's demographic structure present threats and opportunities: two-thirds of the population are under 30 and constitute 43% of the working age population, yet over 50% of employed youth are undereducated and engaged in low-skilled labour. The majority of the labour force are poor or in vulnerable employment.[5] While the employment rate is high, the majority of the labor force is engaged in low skill and non-formal sectors. Many Cambodians migrate to find better jobs internally and abroad. The challenge is to provide quality education and skills and create decent employment, so that the demographic dividend enables a successful middle-income transition. Furthermore, the industrial sector needs to move up to a higher value-added base, with higher skill levels in the labour force, while the agricultural sector needs to improve productivity and competitiveness if rural livelihoods are to be improved.

During this period, Cambodia has achieved significant reductions in the incidence of income poverty, which have been accompanied by improvements in the nation's Human Development Index (HDI) rankings.[6] The country has seen one of the fastest rates of HDI growth in the region. However, these gains have not benefited everyone and have fostered greater inequality between urban and rural areas. As the UNDP Poverty Thematic Evaluation pointed out, "*the pathways out of poverty have not been accessible to everyone and consequently poverty levels amongst the rural poor have not been reduced to the same extent as in the urban centers*".[7] Moreover, even in the urban centers there appears to be an increasing degree of inequality between those in formal employment and those in the informal economy.

The economic growth model of the past decades has put increasing pressure on natural resources and the environment which cannot be sustainable in the long run. Rapid development has exerted increasing pressure on natural resources and biodiversity in rural areas and led to higher levels of waste and air pollution in urban areas. The degradation of natural resources has adversely impacted

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[4] This section uses text and information from various documents related to UNDP projects covered by this evaluation.
[5] From country programme document for Cambodia (2019-2023).
[6] In 2017, HDI rose to 0.563 (medium HD), an increase of 0.84%, ranking 143rd out of 188 countries.
[7] Thematic Poverty Evaluation, UNDP Cambodia, 2016.

rural livelihoods and reduced capacity for climate change adaptation and mitigation, including to reduce emissions from deforestation and degradation (REDD+).

A UNDP-supported assessment estimated that GDP growth would be 9.8% lower than expected in a "Business as Usual" scenario if no further climate action is taken by 2050.[8] Cambodia's subsistence farming is vulnerable to climate change. Disaster relief systems and early recovery mechanisms are largely missing. Social protection systems do not address vulnerability to climate change risks. Farmers have insufficient access to extension support. Forest-dependent livelihoods of 40 per cent of rural households, including indigenous communities, are affected by land degradation and deforestation.[9] Women are particularly dependent on natural resources for livelihoods and domestic responsibilities, which makes them highly vulnerable. According to the national REDD+ Readiness Plan for Cambodia, deforestation is partly driven by "escalating development pressures, in particular for land for economic and social land concessions." Furthermore, Cambodia could experience a significant decline in the availability of fish stocks by 2030. Consequently, resilience to external shocks, including the impacts of natural disasters and climate change, as well as the sustainability of resource exploitation, need to be factored into the policy framework.

Households do not have the coping capacity to deal with shocks, and some coping strategies hamper their health and livelihoods. Until recently, the 60,000 people living with and affected by HIV and their families were excluded from social protection schemes. People with disabilities have limited access to appropriate services and infrastructure. Livelihoods in the poorest province of the northwest are still at risk from landmines and explosive remnants of war. Rural households are financially vulnerable, and the financial services available to them are exploitive, putting them at risk of over-indebtedness.

Emerging from protracted conflict, the country has now secured stability and peace. However, Cambodia experienced a reduction in democratic space, freedom of expression and press freedom in events leading up to the July 2018 national election. Cambodia's Democracy Index dropped from 4.27 in 2015/16 to 3.63 in 2017. Despite improvements, the status of women is still precarious. As the CPD (2019-2023) document noted, "disparities in primary and secondary education, maternal mortality and gender inequalities in decision-making have all narrowed. However, violence against women persists: one in five ever-partnered women have experienced physical or sexual violence by their intimate partner at least once. Other vulnerable groups face multiple challenges and disparities. For example, while persons with disabilities (10 per cent of the population) are increasingly considered in national policies, they still experience discrimination and challenges due to limited physical infrastructure and social services. People in remote areas risk exclusion, especially those living where mines and explosive remnants of war

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[8] Cambodia is among the world's most vulnerable countries to climate change. The 2001 floods and 2015-2016 drought are examples of severe weather events that are forecast to become more frequent and extreme.
[9] CO documents - http://procurement-notices.undp.org/view_file.cfm?doc_id=82749.

remain a threat; indigenous people and forest dependent communities have seen their livelihoods adversely impacted by socioeconomic change. Ensuring better governance, human rights and rule of law are critical. The United Nations Development Assistance Framework (UNDAF) recognizes governance as the lynchpin to achieving national development objectives and the goals."[10]

In response to these challenges, the government has been implementing policy reforms, strengthening public service delivery and transitioning to a more sustainable growth model. Government priorities include tackling gender-based violence, enrolment in tertiary education, economic empowerment and increased participation in public and professional life. Rising domestic revenues have reinforced these efforts, though policy, resource and capacity challenges remain. In response to Cambodia's development needs, UNDP's country programme for the 2016-2018 period was designed to help Cambodia sustain the gains from poverty reduction, build pathways out of poverty and expand the scope for public actions on building up the assets of the poor that requires incentives and opportunities to invest in human capital and to transform subsistence agriculture.

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[10]  Fom the country programme document for Cambodia (2019-2023).

# CHAPTER 3: PROGRAMME OVERVIEW

This section provides a broad overview of UNDP Cambodia's programme activities that have taken place in the 2016-2018 programme cycle. Its objective is to highlight major activities, describe their purpose, and provide a description of key features of the programme, such as implementation timelines, budgets, sources of funding, organizational structure, etc. This overview places provides the context on which the report's successive analysis builds.

## 3.1. OVERVIEW OF ACTIVITIES

UNDP Cambodia's Country Programme Action Plan (CPAP) for the 2016-2018 period is structured in the following three components (*outcome areas*):

- *Inclusive and Sustainable Growth* – This is the largest component in the programme and, although it is framed as an "anti-poverty" and "economic resilience" component, its main focus is on climate change and the environment. Three of the five outputs in this area relate to climate change or disaster risk management, one focuses on HIV and disability and only one related to mine action has a more direct link to poverty reduction.
- *Participation/Governance* – This area includes projects on disability rights, gender and governance.
- *Development Knowledge/Policy/Finance* – This area consists of two projects – *Policy Project* and *PfDR2* – which provide technical advisory for the government and support for the development of national plans (including the mainstreaming of SDGs).

Under these three components, UNDP Cambodia has been implementing a total of 21 projects. These projects correspond to "Outcome 1" and "Outcome 3" of the United Nations Development Assistance Framework (UNDAF) for Cambodia. The full list of these 21 projects is shown in Table 3 below and in more detail in Annex IV at the end of this report. Given that these projects' names will be used extensively throughout this report, they will be referred to by an abbreviated version of their title which is typically used by the CO and is shown in Table 1.

Table 3: List of projects that fall under the scope of this evaluation

| No. | Project Title | Abbreviated Name | Donor |
|-----|--------------|------------------|-------|
| 1 | Reducing the Vulnerability of Cambodian Rural Livelihoods through Enhanced Sub-national Climate change Planning and Execution of Priority Actions | SRL | GEF, UNDP |
| 2 | Cambodia Climate Change Alliance Phase II | CCCA2 | UNDP, Sida, EUCOMM |
| 3 | Forest Carbon Partnership Facility - 1 | FCPF1 | UNDP, FCPF |
| 4 | Forest Carbon Partnership Facility -2 | FCPF2 | UNDP, FCPF |
| 5 | Collaborative Management for Watershed and Ecosystem Service Protection and Rehabilitation in the Cardamom Mountains, Upper Prek Thnot River Basin | CoWES | UNDP, GEF |

| No. | Project Title | Abbreviated Name | Donor |
|---|---|---|---|
| 6 | Generating, Accessing and Using Information and Knowledge Related to the Three Rio Conventions | 3Rio | UNDP, GEF |
| 7 | Environmental Governance Reform | EGR | USAID, UNEP, JPN, UNDP |
| 8 | Early Warning Systems | EWS | GEF |
| 9 | Cambodia Export Diversification and Expansion Programme (CEDEP) II - Cassava Component | CEDEP | Enhanced Integrated Framework, UNDP |
| 10 | Disability Rights Initiative in Cambodia | DRIC | DFAT |
| 11 | Multimedia Initiative for Youth Project | MIY/Klahan9 or Brave9 | UNDP, Sida |
| 12 | Association of Councils for Enhanced Services | ACES | EUCOMM, UNDP |
| 13 | Leading the Way for Gender Equality Programme | PSLWGE | Sida, UNDP |
| 14 | Partnership for Development Results Phase 2 | PfDR2 | UNDP, DFAT, Sida, USAID, EU |
| 15 | Mine Action for Human Development: Clearing for Results Phase 3 | MAfHD: CfR3 | DFAT, SDC, UNDP, Canada |
| 16 | Access to Justice without Barriers for Persons with Disabilities | A2J-Disability | UNPRPD, UNDP |
| 17 | United for Youth Employment in Cambodia | UNJP/YE | SDC through ILO as Managing Agent |
| 18 | Policy, Communications, Social Innovation for Human Development | Policy Project | UNDP |
| 19 | Sustainable Urban Mobility for All Initiative (SUMAI) under the Policy, Advocacy and Communications for Human Development Project (an output under Policy Project) | SUMAI | UNDP, GRAB |
| 20 | Inclusive Governance for Service Delivery and Social Accountability | Inclusive Governance | ROK, UNDP |
| 21 | Accelerating Inclusive Cassava Market Development | AI-CMD | Green Leader, UNDP |

The country programme also includes 10 projects which are in the process of being launched. They are either approved and expected to start in 2019 or 2020 or in the process of negotiation with the respective government and donor counterparts (referred by the CO as "pipeline projects"). Table 4 shows these pipeline projects.

**Table 4: Pipeline Projects**

| No. | Project Title | Status | Donor |
|---|---|---|---|
| 1 | Towards Environmental Sustainability in Cambodia | Approved | Sida, UNDP TRAC, Government (in-kind) |
| 2 | Accelerating Inclusive Cassava Market Development (AI-CMD) | Approved | UNDP TRAC, Green Leader |

| No. | Project Title | Status | Donor |
|-----|---------------|--------|-------|
| 3 | Policy and Innovation | Approved | UNDP |
| 4 | Promoting Decent Youth Employment in Cambodia | Approved | Russia Trust Fund |
| 5 | Developing a Comprehensive Framework for Practical Implementation of the Nagoya Protocol | Approved | GEF |
| 6 | Integrated Natural Resource Management (INRM) in the productive, natural and forest landscape of Northern Region of Cambodia | Pipeline | GEF |
| 7 | Clearing for Results Phase IV: Mine Action for Human Development - starts in 2020 | Pipeline | DFAT |
| 8 | CCCA Phase III | Pipeline | EU, Sida |
| 9 | Climate Change and Disability in Asia and the Pacific | Pipeline | Adaptation fund |
| 10 | Democratic Governance | Pipeline | Japan |

The timelines of the 21 projects are shown in Figure 7 on page 41. As can be seen from the figure, there is no exact overlap between the CPD cycle (2016-2018) and these projects' timelines. The following is a summary of project timelines in relation to the CPD cycle.

- Seven of the 21 projects were closed at the point of the evaluation. These were: *FCPF1, 3Rio, CEDEP, DRIC, MIY/Klahan9, ACES* and *Policy Project*. Additionally, the *EGR* project was extended till August 2019.
- Eleven of the 21 projects – *SRL, CCCA2, FCPF1, 3Rio, EWS, CEDEP, DRIC, MIY/Klahan9, PfDR2* and *Policy Project* – originated from the previous programme cycle and continued into the current cycle (2016-2018).
- Ten projects – *FCPF2, CoWES, PSLWGE, MAfHD:CfR3, A2J-Disability, EGR, UNJP/YE, SUMAI, Inclusive Governance* and *AI-CMD* – have had their start in the current cycle.
- Fourteen projects have continued into the post-2018 programme cycle (*SRL, CCCA2, FCPF2, CoWES, EGR, EWS, PSLWGE, PfDR2, MAfHD:CfR3, A2J-Disability, UNJP/YE, SUMAI, Inclusive Governance* and *AI-CMD*).
- Ten projects have received or are expected to receive extensions (*SRL, FCPF1, 3Rio, EGR, EWS, CEDEP, MIY/Klahan9, ACES, PSLWGE* and *PfDR2*).

The programme has relied on a mixture of *National Implementation* (NIM)[11] and *Direct Implementation* (DIM)[12] methods for the implementation of these 21 projects, as can be seen from

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[11] Responsibility for NIM projects rests with the government, as reflected in the Standard Basic Assistance Agreement signed by UNDP with the government, and with the implementing partner, as agreed in the country programme action plan or United Nations development assistance framework action plan and respective annual work plan.

[12] Direct Implementation (DIM) is the modality whereby UNDP takes on the role of Implementing Partner. In DIM modality, UNDP has the technical and administrative capacity to assume the responsibility for mobilizing and applying effectively the required inputs in order to reach the expected outputs. UNDP assumes overall management

Table 5 below. Three projects have involved the *NGO Implementation* method (*DRIC*, *MIY/Klahan9* and *ACES*).

### Table 5: Mode of Implementation

| No. | Project | Mode of Implementation |
|---|---|---|
| 1 | SRL | NIM |
| 2 | CCCA2 | NIM |
| 3 | FCPF1 | NIM |
| 4 | FCPF2 | NIM |
| 5 | CoWES | NIM |
| 6 | 3Rio | NIM |
| 7 | EGR | DIM |
| 8 | EWS | Started as NIM; changed to DIM in 2018 |
| 9 | CEDEP | DIM |
| 10 | DRIC | DIM & NGO implementation |
| 11 | MIY/Klahan9 | NGO Implementation |
| 12 | ACES | NGO Implementation |
| 13 | PSLWGE | Started as DIM; changed to NIM in 2018 |
| 14 | PfDR2 | NIM |
| 15 | MAfHD: CfR3 | NIM |
| 16 | A2J-Disability | DIM |
| 17 | UNJP/YE | DIM |
| 18 | Policy Project | DIM |
| 19 | SUMAI | DIM |
| 20 | Inclusive Governance | DIM |
| 21 | AI-CMD | DIM |

It should also be noted that in the 2016-18 period there have been three projects implemented by the CO jointly with other UN agencies. These projects are:

- *DRIC* (Disability Rights Initiative Cambodia): UNDP/ UNICEF/ WHO
- *UNJP/YE* (United for Youth Employment in Cambodia): ILO/ UNDP/ UNV and others
- *A2J-Disability* (Access to Justice for Persons with Disabilities): UNDP/ OHCHR

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responsibility and accountability for project implementation. Accordingly UNDP must follow all policies and procedures established for its own operations.

## 3.2. FINANCIAL OVERVIEW

Table 6 shows the funding sources for all 21 projects under the scope of this evaluation (UNDP contributions are not shown in this table). As can be seen from the table, the programme in this cycle has had a quite diversified donor base. The Global Environment Facility (*GEF*) and the Swedish International Development Cooperation Agency (*Sida*) have funded four projects each, followed by the Swiss Agency for Development and Cooperation (*SDC*) with three projects. Other donors are the Forest Carbon Partnership Facility (*FCPF*), Australia's Department of Foreign Affairs and Trade (*DFAT*), United States Agency for International Development (*USAID*), European Union (*EU*), Government of Japan (*GoJ*), Republic of Korea (*RoK*), the Enhanced Integrated Framework (*EIF*),[13] etc. A non-traditional donor in this programme cycle is Grab, Southeast Asia's leading on-demand transportation and mobile payments platform, with which the CO launched a partnership to reduce pollution and enhance traffic safety and efficiency in Cambodia.

**Table 6: Project Donors**

| No. | Project | Donor |
|---|---|---|
| 1 | SRL | GEF |
| 2 | CCCA2 | Sida, EU |
| 3 | FCPF1 | FCPF |
| 4 | FCPF2 | FCPF |
| 5 | CoWES | GEF |
| 6 | 3Rio | GEF |
| 7 | EGR | USAID, UNEP, JPN |
| 8 | EWS | GEF |
| 9 | CEDEP | Enhanced Integrated Framework |
| 10 | DRIC | DFAT |
| 11 | MIY/Klahan9 or Brave9 | Sida |
| 12 | ACES | EU |
| 13 | PSLWGE | Sida |
| 14 | PfDR2 | DFAT, Sida, USAID, EU |
| 15 | MAfHD: CfR3 | SDC, DFAT, Canada |
| 16 | A2J-Disability | UNPRPD |
| 17 | UNJP/YE | SDC |
| 18 | Policy Project | UNDP |
| 19 | SUMAI | GRAB |
| 20 | Inclusive Governance | ROK |
| 21 | AI-CMD | Green Leader |

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[13] EIF is a partnership of 51 countries, 24 donors and eight partner agencies that work closely with governments, development organizations and civil society to assist Least Developed Countries (LDCs) use trade as an engine for development and poverty reduction.

Table 7 shows financing amounts from donors and UNDP for each of the 21 projects (these amounts are based on commitments in project documents and their revisions). As can be seen from the table, donor commitments vary by project. The largest donor investments are for the projects on demining (*MAfHD:CfR3*) and climate change alliance (*CCCA2*) – about US$ 10 m each. Other projects with significant donor contributions are *FCPF1*, *FCPF2*, *EWS*, *DRIC* and *MIY/Klahan9*. The total amount of financing contributed by donors for all projects amounts to about US$ 60 m.[14]

**Table 7: Project Financing[15]**

| No. | Project | Donor Contribution (Revised) | UNDP Contribution (Revised) | Donor Contribution (Project Document) | UNDP Contribution (Project Document) |
|---|---|---|---|---|---|
| 1 | SRL | 4,567,500 | 238,029 | 4,567,500 | 1,350,000[16] |
| 2 | CCCA2 | 10,325,895 | 1,374,849 | 11,247,600 | 1,150,000 |
| 3 | FCPF1 | 4,040,219 | 136,274 | 6,528,000 | 0 |
| 4 | FCPF2 | 5,200,000 | 15,000 | 5,500,000 | 0 |
| 5 | CoWES | 1,100,917 | 150,000 | 1,100,917 | 150,000 |
| 6 | 3Rio | 990,000 | 324,036 | 990,000 | 1,150,000[17] |
| 7 | EGR | 3,897,147 | 193,374 | 2,877,760 | 0 |
| 8 | EWS | 4,910,285 | 59,850 | 5,982,285 | 0 |
| 9 | CEDEP | 997,026 | 319,242 | 997,026 | 137,574 |
| 10 | DRIC | 3,366,907 | 0 | 7,538,461 | 0 |
| 11 | MIY/Klahan9 | 4,298,320 | 1,261,654 | 4,087,266 | 1,250,004 |
| 12 | ACES | 1,961,712 | 1,441,156 | TBD | 1,600,000 |
| 13 | PSLWGE | 1,115,116 | 1,040,523 | 0 | 940,523 |
| 14 | PfDR2 | 1,262,514 | 585,983 | 2,745,750 | 240,645 |
| 15 | MAfHD: CfR3 | 10,453,068 | 757,531 | 7,658,828 | TBD |
| 16 | A2J-Disability | 197,308 | 42,000 | 386,474 | 10,000 |
| 17 | UNJP/YE | 337,000 | 0 | 337,000 | 715,000[18] |
| 18 | Policy Project | 545,234[19] | 3,818,450 | 750,000[20] | 1,650,000 |
| 19 | SUMAI | 150,000 | 320,000 | 150,000 | 200,000 |
| 20 | Inclusive Governance | 309,000 | 50,962 | 309,000 | 50,962 |
| 21 | AI-CMD | 500,000 | 231,444 | 500,000 | 350,000 |
| | **TOTAL** | **60,525,167** | **12,360,357** | **64,253,867** | **10,944,708** |

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[14] It is important to bear in mind that, given that some of the projects originated from or continue into a different programme cycle, not all of the 61 m USD was meant to be spent during the 2016-2018 cycle.
[15] The revised contribution amounts reflect any funding changes after the project document was signed.
[16] Parallel financing.
[17] Cash 150,000; 1 million was supposed to be in-kind.
[18] Parallel financing.
[19] UNDP's Interest Income.
[20] UNDP's Interest Income.

UNDP's commitments (of its own resources) were about US$ 12 m (revised figure), an amount that constitutes about 20% of the total funding provided by donors. At the project level, UNDP has committed cash contributions to most projects (with the exception of the *DRIC* and *UNJP/YE* projects), but where it has invested the most from its own resources – about US$ 4 m – is on the Policy Project (which will be discussed in more detail further in this report). Projects with high UNDP leverage – which means significant mobilization of donor funds with a small amount of core resources – are *SRL*, *FCPF1*, *FCPF2*, *EWS* and *DRIC*.

Table 8 shows donor contributions for the 21 projects at the focus of this evaluation. As can be seen from the table, the largest donor in the programme are GEF, DFAT, Sida, FCPF and the EU. Their contributions have ranged between US$ 8 and 12 m. Significant contributions have also been provided by SDC and USAID. Other donors such as Japan and the Republic of Korea have played a minor role.

**Table 8: Donor Contributions**

| Donor | Amount (USD) |
|---|---|
| GEF | 11,568,702 |
| DFAT | 10,746,934 |
| Sida | 9,283,806 |
| FCPF | 9,240,219 |
| EU | 8,759,784 |
| SDC | 3,837,000 |
| USAID | 3,709,235 |
| Others | 3,379,488 |
| **Total** | **60,525,167** |

Figure 4 (below) shows the share of donor contributions in the programme. With a total of about US$ 11.5 m, GEF has been the largest funder of the environmental programme and has provided 19% of total donor contributions. GEF funding has been channeled through four projects – *SRL*, *CoWES*, *3Rio* and *EWS* (between US$ 1 and 5 m each). Second in terms of contributions comes DFAT with about US$ 11 m of contributions, constituting 18% of donor funds. DFAT has funded activities in the areas of demining (*MAfHD:CfR3*), disability (*DRIC*), and partnership for development results (*PfDR2*). Sida has provided more than US$ 9 m in funding, which constitutes 15% of all donor contributions. Sida has been a major supporter of the climate change alliance (*CCCA2*) and the multimedia (*MIY/Klahan9*) projects, and the only supporter of a project that has gender equality as a principal objective (*PSLWGE*). FCPF has been a major funder of the CO's REDD+ activities and the two phases of the *FCPF* project. The total amount contributed by FCPF to these activities has been about US$ 9 m, constituting 15 % of all donor contributions. The EU has also provided about 15% of donor contributions, amounting to about US$ 9 m and supporting climate change alliance (*CCCA2*) and local governance (*ACES*) projects. SDC and USAID have contributed about US$ 4 m each, which amounts to about 6% of total donor funding.

**Figure 4: Shares of Donor Contributions**
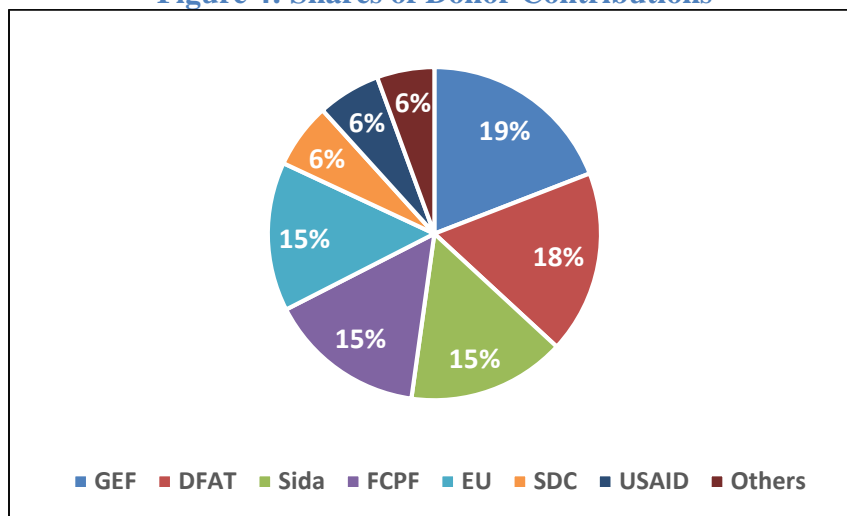


In terms of thematic areas, the majority of support for climate change interventions has come from GEF. Major bilateral donors for this area have been the EU and Sida. Natural resource management has received its main support from FCPF and USAID. Australia has been the main donor supporting economic vulnerability (through mine action and development financing) and disability rights. Sweden has provided the most support in youth employment and gender.

Donor and UNDP contributions by project are shown in Figure 5 below. A few observations can be derived from this figure. First, for the programme as a whole, UNDP contributions are quite small compared to donor contributions, which highlights the programme's donor-driven nature. Second, projects with the largest budgets are by far *CCCA2* and *MAfHD:CfR3*. Third, UNDP has invested significant resources (about US$ 4 m) in the *Policy Project*, and has provided its major contributions to the *CCCA2*, *MIY/Klahan9*, *ACES*, *PSLWGE* and *MAfHD:CfR3* projects.

**Figure 5: Financial Contributions by Project**
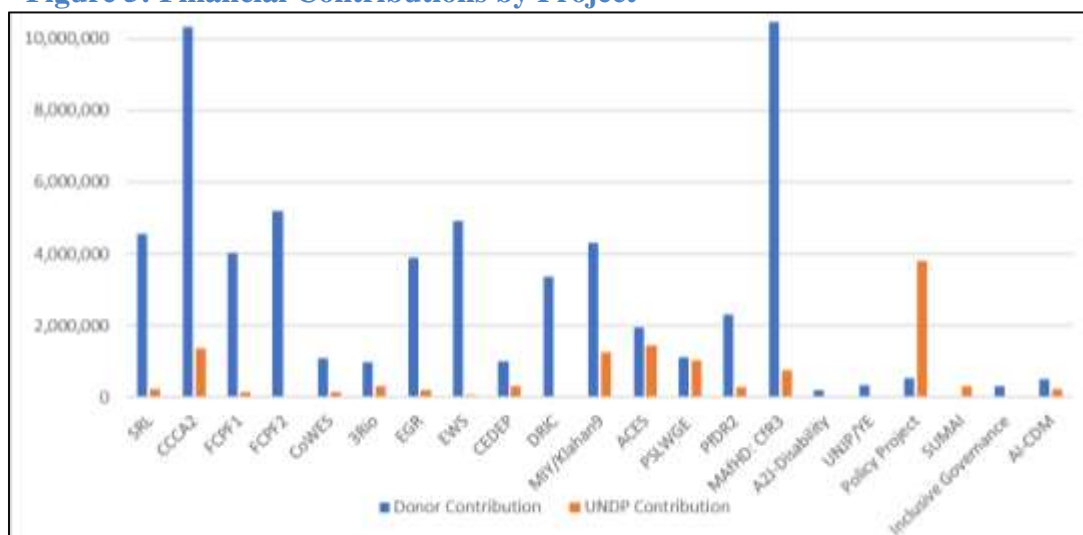
Table 10 on page 42 shows the projects' budgets and expenditures for each year in the three-year period (2016-2018). A number of conclusions can be drawn from this table. First, the amount of money spent by the programme during the 2016-2018 period has been about US$ 50 m, out of about US$ 56.5 m budgeted by the CO for the same period, which implies an execution rate of about 88%. In this period, year 2017 has seen the highest amount of spending – about US$ 20 m – with a drop to about US$ 18 m in 2018. Overall, spending in this period has varied between US$ 12 m and 20 m, reflecting the volatile nature of donor funding which makes up the lion's share of project budgets. Second, budget execution has been between 80% and 90% for the three years in question. Three "problematic" projects in terms of delivery have been the *EWS*, *UNJP/YE* and *CoWES* projects, with delivery rates between 40% and 70%.

It is also useful to examine the shares of expenditure for each programme components (as defined in the CPAP document). As shown in Table 9 and Figure 6 below, for the 2016-2018 period, total programme spending of UNDP Cambodia was about US$ 50 m, of which about 66 % (or about US$ 33 m) was expenditure related to the first programme component. The second and third components has spending shares of 9% and 24% respectively. Table 9 also shows that the third programme component has had the highest budget execution rate (92%), whereas the other two components have had execution rates of 86 and 88% respectively.

## Table 9: Budgets and Expenditures for all Programme Sectors

| No. | Project | Total 3-Year Budget | Total 3-Year Expenditure | Component as % of Total Expenditure | Execution Rates |
|-----|---------|---------------------|--------------------------|-------------------------------------|-----------------|
| 1 | CPAP Component I | 37,992,724 | 32,781,784 | 66% | 86% |
| 2 | CPAP Component II | 5,259,907 | 4,641,269 | 9% | 88% |
| 3 | CPAP Component III | 13,207,443 | 12,129,001 | 24% | 92% |
| | **Total** | **56,460,074** | **49,552,054** | **100%** | **88%** |

Table 9 and Figure 6 clearly show that the environmental-related activities clustered in the first programme component have constituted the main part of the programme.

### Figure 6: Sector Shares in Total Expenditure



40
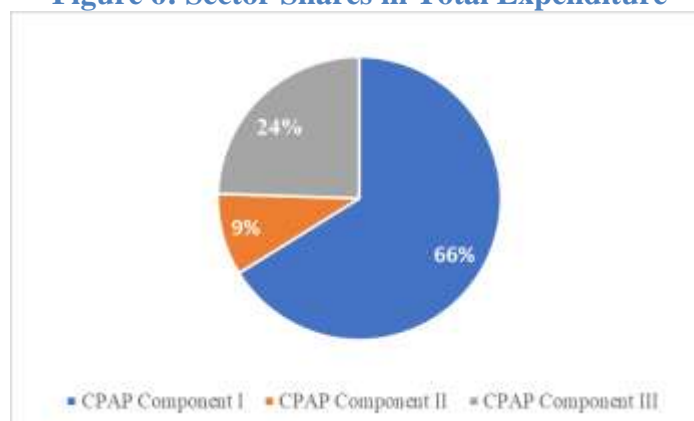
# Figure 7: Project Timelines

| # | PROJECTS | CPAP Period | | | | | | | | | | | | Non-CPAP Period | | | | | | | | | | | | % of Budget Spent |
|---|----------|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 2016 | | | | 2017 | | | | 2018 | | | | 2019 | | | | 2020 | | | | 2021 | | | | |
| | | Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 | Q1 | Q2 | Q3 | Q4 | |
| 1 | SRL | G | G | G | G | G | G | G | G | G | G | G | G | G | G | | | B | B | | | | | | | 53% |
| 2 | CCCA2 | G | G | G | G | G | G | G | G | G | G | G | G | G | G | | | | | | | | | | | 85% |
| 3 | FCPF1 | G | G | G | G | B | B | B | B | | | | | | | | | | | | | | | | | 100% |
| 4 | FCPF2 | | | | | | | | G | G | G | G | G | G | G | G | G | G | G | G | G | | | | | 41% |
| 5 | CoWES | | | | | | | | | G | G | G | G | G | G | G | G | G | G | | | | | | | 30% |
| 6 | 3Rio | G | G | G | G | G | G | G | G | B | B | B | B | B | | | | | | | | | | | | 98% |
| 7 | EGR | G | G | G | G | G | G | G | G | B | B | B | B | B | B | | | | | | | | | | | 87% |
| 8 | EWS | G | G | G | G | G | G | G | G | B | B | B | B | B | B | B | B | B | B | | | | | | | 51% |
| 9 | CEDEP | G | G | G | G | G | G | G | G | B | B | B | B | | | | | | | | | | | | | 91% |
| 10 | DRIC | G | G | G | G | G | G | G | G | G | G | | G | | | | | | | | | | | | | 41% |
| 11 | MIY/Klahan9 or Brave9 | G | B | B | B | B | B | B | B | B | B | B | B | | | | | | | | | | | | | 99% |
| 12 | ACES | B | B | B | B | B | B | B | B | | | | | | | | | | | | | | | | | 97% |
| 13 | PSLWGE | G | G | G | G | G | G | G | G | G | G | G | G | G | G | G | G | B | B | B | B | | | | | 52% |
| 14 | PfDR2 | G | G | G | G | G | G | G | G | G | G | G | G | B | B | B | B | | | | | | | | | 87% |
| 15 | MAfHD: CfR3 | | G | G | G | G | G | G | G | G | G | G | G | | | | | | | | | | | | | 80% |
| 16 | A2J-Disability | | | | | | | | | G | G | G | G | G | G | G | G | G | G | G | | | | | | 39% |
| 17 | UNJP/YE | | | | | | | | G | G | G | G | G | G | G | | | | | | | | | | | 22% |
| 18 | Policy Project | G | G | G | G | G | G | G | G | G | G | G | G | | | | | | | | | | | | | 97% |
| 19 | SUMAI | | | | | | | | | | | | | G | G | G | G | G | G | G | G | G | G | G | | 27% |
| 20 | Inclusive Governance | | | | | | | | | | | | | G | G | G | G | G | G | | | | | | | 10% |
| 21 | AI-CMD | | | | | | | | | | | | G | G | G | G | G | G | G | G | G | G | G | G | G | 10% |

Regular Implementation (green)
Extension (blue)

## Table 10: Projects' Budgets and Expenditures by Year

| No. | Project | 2016 Budget | 2016 Expenditure | 2017 Budget | 2017 Expenditure | 2018 Budget | 2018 Expenditure | Total 3-Year Budget | Total 3-Year Expenditure | Execution Rates |
|---|---|---|---|---|---|---|---|---|---|---|
| 1 | SRL | 43,160 | 37,867 | 953,673 | 885,206 | 1,680,408 | 1,643,536 | 2,677,241 | 2,566,609 | 96% |
| 2 | CCCA2 | 2,689,006 | 2,317,365 | 2,821,353 | 2,769,285 | 3,089,808 | 2,807,455 | 8,600,167 | 7,894,105 | 92% |
| 3 | FCPF1 | 1,771,504 | 1,204,148 | 1,520,133 | 1,508,744 | 0 | 202 | 3,291,637 | 2,713,094 | 82% |
| 4 | FCPF2 | 0 | 0 | 796,220 | 738,743 | 1,871,099 | 1,660,001 | 2,667,319 | 2,398,744 | 90% |
| 5 | CoWES | 0 | 0 | 184,950 | 120,673 | 472,877 | 347,100 | 657,827 | 467,773 | 71% |
| 6 | 3Rio | 481,250 | 187,657 | 411,661 | 369,252 | 728,511 | 699,282 | 1,621,422 | 1,256,191 | 77% |
| 7 | EGR | 1,303,394 | 872,593 | 1,623,323 | 1,519,807 | 1,617,677 | 1,341,011 | 4,544,394 | 3,733,412 | 82% |
| 8 | EWS | 86,000 | 83,586 | 2,000,000 | 1,197,908 | 2,192,144 | 1,458,350 | 4,278,144 | 2,739,844 | 64% |
| 9 | CEDEP | 221,726 | 212,099 | 665,873 | 662,954 | 124,222 | 121,764 | 1,011,821 | 996,817 | 99% |
| 10 | DRIC | 807,222 | 733,889 | 734,083 | 713,050 | 244,375 | 214,340 | 1,785,680 | 1,661,279 | 93% |
| 11 | MIY/Klahan9 | 1,093,152 | 993,708 | 1,565,088 | 1,561,796 | 1,684,337 | 1,647,437 | 4,342,577 | 4,202,941 | 97% |
| 12 | ACES | 1,039,395 | 893,421 | 1,001,133 | 791,416 | 8,478 | 2,008 | 2,049,006 | 1,686,845 | 82% |
| 13 | PSLWGE | 0 | 0 | 384,567 | 358,212 | 904,334 | 801,635 | 1,288,901 | 1,159,847 | 90% |
| 14 | PfDR2 | 767,327 | 655,460 | 962,235 | 776,567 | 1,047,661 | 831,818 | 2,777,223 | 2,263,845 | 82% |
| 15 | MAfHD: CfR3 | 2,713,170 | 2,389,701 | 4,391,347 | 4,165,711 | 2,550,056 | 2,456,601 | 9,654,573 | 9,012,013 | 93% |
| 16 | A2J-Disability | 0 | 0 | 0 | 0 | 93,296 | 93,296 | 93,296 | 93,296 | 100% |
| 17 | UNJP/YE | 0 | 0 | 60,075 | 219 | 130,830 | 78,825 | 190,905 | 79,044 | 41% |
| 18 | Policy Project | 1,334,353 | 1,130,063 | 1,514,000 | 1,498,720 | 1,712,620 | 1,702,749 | 4,560,973 | 4,331,532 | 95% |
| 19 | SUMAI | 0 | 0 | 0 | 0 | 160,000 | 130,633 | 160,000 | 130,633 | 82% |
| 20 | Inclusive Governance | 0 | 0 | 0 | 0 | 43,024 | 40,002 | 43,024 | 40,002 | 93% |
| 21 | AI-CMD | 0 | 0 | 0 | 0 | 163,944 | 124,189 | 163,944 | 124,189 | 76% |
| | **Total** | **14,350,659** | **11,711,557** | **21,589,714** | **19,638,264** | **20,519,700** | **18,202,233** | **56,460,074** | **49,552,054** | **88%** |

## 3.3. ACTIVITY AREAS

Another aspect of the programme that is important to clarify in this chapter is the nature and positioning of the projects. While the CPAP document categorizes the projects on the basis of the three components (outcome areas) outlined in the previous sections, we will use here a slightly different categorization method which is more intuitive for analytical purposes.[21] For example, the first CPAP component is framed as a set of activities related to inclusive growth and poverty reduction, but in essence the focus of most of these activities is more on climate change and environmental protection. Given the centrality of environmental protection in this country programme, it is useful from an analytical perspective to separate the projects that are more focused on climate change and environmental protection from projects that have other goals.

The three categories used to group the projects are the following:

1. *Environment* – This category includes all projects related to environmental protection, climate change and the management of natural resources. This is pretty much the first outcome area (component) of CPAP, but it excludes the non-environmental projects such as the demining, cassava and youth projects (these have instead been shifted into the third category here labelled "other").
2. *Rights of Vulnerable Groups* – This category includes all projects related to advocating for and promoting the rights of persons with disabilities, persons with HIV, youth, women, etc.
3. *Other* – This category includes all the projects that do not fit in the two categories above. This category consists of disparate projects in the area of local governance, demining, development effectiveness and the promotion of the cassava production.

A brief description of the 21 projects that have constituted the 2016-2018 programme (and thus fall under the scope of this evaluation) is provided in Table 11 below. Also, the respective activity area is shown for each project.

### Table 11: Projects by Activity Area

| No. | Project | Brief Description | Activity Area |
|---|---|---|---|
| 1 | SRL | This project aims at reducing the vulnerability of rural Cambodians, especially land-poor, landless and/or women-headed households through investments in small-scale water management infrastructure, technical assistance to resilient agricultural practices, and capacity building support, while especially targeting poor women, for improved food production in home gardens. The project is being implemented in 89 communes and 10 districts of Siem Reap and Kampong Thom provinces. | *Environment* |

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[21] These categories are for analytical purposes only and care should be taken not to interpret these categories as strictly including one particular type of activities.

| No. | Project | Brief Description | Activity Area |
|-----|---------|-------------------|---------------|
| 2 | CCCA2 | This project addresses climate change with an emphasis on strengthening the institutional framework for the coordination of the climate change response. | *Environment* |
| 3 | FCPF1 | The project is designed to develop and strengthen the government's capacities for tackling deforestation and forest degradation, as well as for measuring, reviewing and verifying emission reductions. The project's goal is to reduce GHG emissions from deforestation and forest degradation and the conservation and sustainable management of forests and the enhancement of forest carbon stocks. With the help of the project, RGC is establishing a REDD+ implementation framework, which includes a national REDD+ strategy, national forest reference emission level (FREL), NFMS, and a safeguards information system. | *Environment* |
| 4 | FCPF2 | This is Phase II of the project listed above. Building upon the earlier REDD+ readiness efforts, the main goal of the FCPF-II project is to prepare Cambodia for implementation of REDD+ under the UNFCCC. Being ready for REDD+ is a precondition for Cambodia to move to the next phase of REDD+, that is, to implement REDD+ policies and measures to effectively reduce emissions from deforestation and forest degradation, and promote the role of conservation, sustainable management of forests and enhancement of forest carbon stocks. | *Environment* |
| 5 | CoWES | The project is designed to reduce pressures on upland watershed areas from competing land uses by demonstrating collaborative management and rehabilitation of agriculture lands and forest areas by promoting sustainable land management and stabilizing watershed catchment functions in a priority degraded area, Upper Prek Thnot watershed in Kampong Speu Province, as identified by the National Action Plan to Combat Land Degradation. | *Environment* |
| 6 | 3Rio | The project's goal is to improve the implementation of the three Rio Conventions in Cambodia through the development of national capacities to better coordinate and generate information related to the implementation. Through a learning by doing process, this project is expected to harmonize existing environmental information systems, integrating internationally accepted measurement standard and methodologies, as well as developing a more consistent reporting on the global environs. | *Environment* |
| 7 | EGR | The project aims at assisting the Government in implementing environmental governance reforms by creating an enabling policy and legal environment for conserving and protecting environmental resources at risk and for achieving sustainable development for Cambodia. | *Environment* |

| No. | Project | Brief Description | Activity Area |
|---|---|---|---|
| 8 | EWS | The project is designed to increase institutional capacity to assimilate and forecast weather, hydrological, climate and environmental information; to ensure that climate and weather information is available and utilized for national, sectoral and sub-national planning, as well as for transboundary communication in the region; and that strengthened institutional capacity exists to operate and maintain EWS and climate information infrastructure, both software and hardware, in order to monitor weather. | *Environment* |
| 9 | CEDEP | The project aims at increasing the quality of Cambodia's cassava production, and ensuring improved processing and transformation techniques, as well as raised standards of Cambodia's cassava exporters and their products to meet existing and new market requirements. It endeavors to transform informal exports into more formal ones and seeks to improve the organization of Cambodia's cassava sectors, by encouraging producers, processors and exporters to join forces, in their negotiations with their trading partners, as well as with Government. | *Other* |
| 10 | DRIC | The project is designed to support coordination on the implementation of the National Disability Strategic Plan, aligned to the Convention on the Rights of Persons with Disabilities (CRPD).  It will also support the representation of the Disabled People's Organizations in identifying the needs and priorities and advocate for the rights of persons with disabilities. Other expected results include improved rehabilitation services for persons with disabilities, and increased capacity of and collaboration between subnational decision makers, civil society and communities to achieve the rights of persons with disability. | *Rights of Vulnerable Groups* |
| 11 | MIY/Klahan9 | The project aims at improving the knowledge and efficacy of rural and urban young people (aged 15-30), especially women, to negotiate with decision makers for better employment opportunities and livelihood enhancement. | *Rights of Vulnerable Groups* |
| 12 | ACES | The project was designed to support the Associations of Sub-National Administration Councils (ASAC) to become an effective representative of local voices for democratic development, to improve ASAC capacities for boosting and sustaining the progress of Cambodia's decentralization and de-concentration reform. | *Other* |
| 13 | PSLWGE | The project aims at strengthening national systems and capacities for more effective policy work on gender equality: policy development and monitoring for gender equality and gender mainstreaming across sectors; engagement of youth, media and educational institutions for gender equality; promotion of women in public decision making and feminist leaderships; inclusion of disadvantaged groups of women and girls; and support to | *Rights of Vulnerable Groups* |

| No. | Project | Brief Description | Activity Area |
|---|---|---|---|
| | | partnerships, research and learning on gender equality and women's empowerment. | |
| 14 | PfDR2 | The project supports the government's development finance management capacities and partnership practices in order to achieve improved development results. | *Other* |
| 15 | MAfHD: CfR3 | The project aims at strengthening the national regulation and coordination capacity in the demining sector, supporting clearing of landmines and explosive remnants of war (ERW), and establishing mine action performance monitoring system that measures human development outcomes and progress towards achieving a status of impact-free from mines/ERW in Cambodia. The project also aims to enhance the use of the land assets of poor rural farmers and through this to improve their living standards. | *Other* |
| 16 | A2J-Disability | This UN Joint Programme (UNDP and UNOHCHR) is aims to increase and strengthen the protection of the rights of persons with disabilities in Cambodia and expand the disability rights network. | *Rights of Vulnerable Groups* |
| 17 | UNJP/YE | The UN Joint Programme aims at supporting the implementation of the National Employment Policy, which intends to increase decent and productive employment opportunities, especially that of young job seekers through entrepreneurship and skills training, including life skills, and volunteerism. | *Rights of Vulnerable Groups* |
| 18 | Policy Project | The project is designed to contribute a human development perspective to the quality of public discourse, the design of policies and institutional capacity development strategies, through upgrading value chains, strengthening development finance, building resilience, and enhanced voice and participation. | *Other (cutting across all areas)* |
| 19 | SUMAI | The project aims at supporting the government's efforts in rehabilitating and developing transport infrastructure as reflected based on priorities set forth in the Phnom Penh Master Plan 2035, namely through improving availability and quality of transport data in Phnom Penh to guide decisions on transport investments and policies that are in line with sustainability objectives. | *Other* |
| 20 | Inclusive Governance | The project is designed to continue improving the capacity of local administrations and citizen engagement in selected areas through the introduction and implementation of certain local service delivery models which reflect local needs, local initiatives, key national policies and regulations and that can be up-scaled and used as evidence for further policy discussion. | *Other* |
| 21 | AI-CMD | The overall objective of the project is to enhance prosperity of Cassava Smallholder farmers through increasingly profitable links to agri-business and markets. In line with its overall objective, the project seeks to increase farmers' profits through inclusive cassava value chain development and by leveraging mutual benefits of farmers and private sectors by creating reliable market-led supply chain. | *Other* |

As can be seen from the table above, the environmental cluster is the largest category in the programme, consisting of eight projects. As can be seen from Figure 8 below, this cluster constitutes about 50% of the total budget of all projects. It includes projects on climate change (*SRL*, *CCCA2* and *EWS*), management of natural resources (*FCPF1*, *FCPF2* and *CoWES*), and environmental governance (*3Rio* and *EGR*). The cluster in support of the rights of vulnerable groups consists of five projects and makes up about 16% of the budget of all 21 projects. The third category (other) makes up about 333% of the budget of all projects and, as can be seen from Figure 9, consists of four sub-components. The most significant of these is the "Demining project (*MAfHD:CfR3*), which makes up 51% of the total budget of this group. The *Policy Project* (which also includes *SUMAI*) constitutes about 22% of this group's budget, followed by the local governance projects (*ACES* and *PfDR2*) with 17% and the cassava projects (*CEDEP* and *AI-CMD*) with 10%.

**Figure 8: Programme Budget by Category**
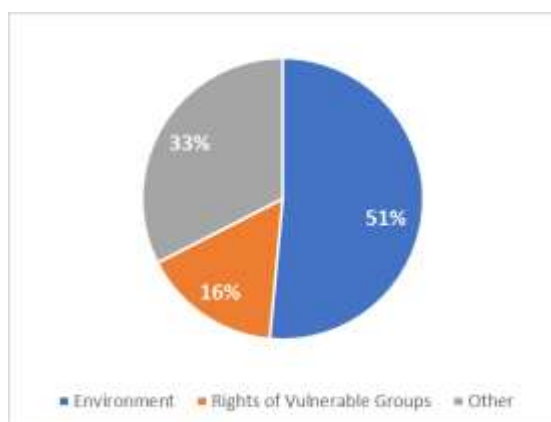


**Figure 9: "Other" Category**
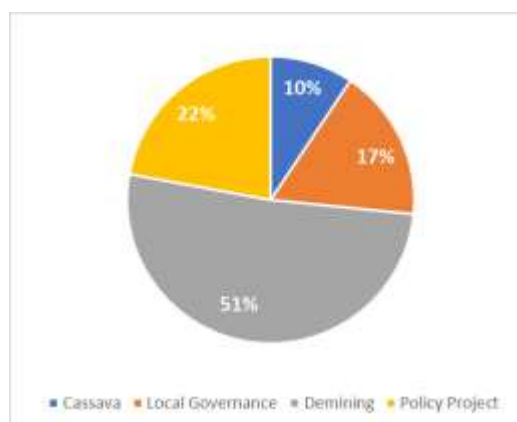


As has already been pointed out, the 2016-2018 country programme has had a significant focus on environmental issues. But also vulnerable groups have received considerable attention in relative terms. The rest of the projects have been related to disparate areas in which UNDP has been historically engaged in the country – i.e. demining, local governance and development effectiveness.

It should also be pointed out that programme activities have focused on all levels of government. Table 12 shows the level of engagement for each project.

**Table 12: Level of Engagement by Project**

| No. | Project | National Level | Provincial Level | District Level | Commune Level |
|-----|---------|----------------|------------------|----------------|----------------|
| 1 | SRL | x | x | x | x |
| 2 | CCCA2 | x | x | x | x |
| 3 | FCPF1 | x | | | x |

| No. | Project | National Level | Provincial Level | District Level | Commune Level |
|-----|---------|:--------------:|:----------------:|:--------------:|:-------------:|
| 4 | FCPF2 | x | | | x |
| 5 | CoWES | x | x | x | x |
| 6 | 3Rio | x | | | |
| 7 | EGR | x | | | |
| 8 | EWS | x | x | | |
| 9 | CEDEP | x | x | | |
| 10 | DRIC | x | x | x | x |
| 11 | MIY/Klahan9 | x | x | | |
| 12 | ACES | x | x | x | x |
| 13 | PSLWGE | x | | | |
| 14 | PfDR2 | x | | | |
| 15 | MAfHD:CfR3 | x | x | x | x |
| 16 | A2J-Disability | x | x | | |
| 17 | UNJP/YE | x | x | | |
| 18 | Policy Project | x | | | |
| 19 | SUMAI | x | x | | |
| 20 | Inclusive Governance | | | x | x |
| 21 | AI-CMD | x | x | | |

As can be seen from the table, there is a diversity of levels of engagement within the programme. All projects, with the exception of the *Inclusive Governance* project, have some level of engagement with the national level. Some projects, such as the *Policy Project*, *PSLWGE*, *PfDR2*, *EGR* and *3Rio*, have an exclusive focus on the national level – these are the high policy level projects in the programme. Most climate change and natural resource management projects have some degree of involvement with the sub-national level. These projects support a number of grant initiatives and pilots at the grassroots level. As can be seen from the table, most of the engagement at the sub-national level happens with the provincial and commune levels. Outside the environmental cluster, projects such as *MAfHD:CfR3*, *DRIC* and *ACES* have a significant focus both at the national and sub-national level.

## 3.4. ORGANIZATION OF THE COUNTRY PROGRAMME

It is also important to describe how the country office and programme is structured and organized. For most of the 2016-2018 period, the CO was headed by the Resident Representative (RR), who was also the UN Resident Coordinator (RC), supported by a Country Director and Senior Policy Advisor. After the UN reform process which resulted in the delinking of the RR and RC functions, the CO has been by the Resident Representative (RR). After a restructuring of the programme (which will be described in more detail further in this report), it has consisted of three components (unit), also referred to as pillars. These are the *Policy Pillar* (also labelled as the Policy and

Innovation Project by the CO[22]), **Programme Pillar** (referred to as the Programme and Results Cluster by the CO) and the **Operations Pillar**. A basic version of the CO structure is shown in Figure 10 below.
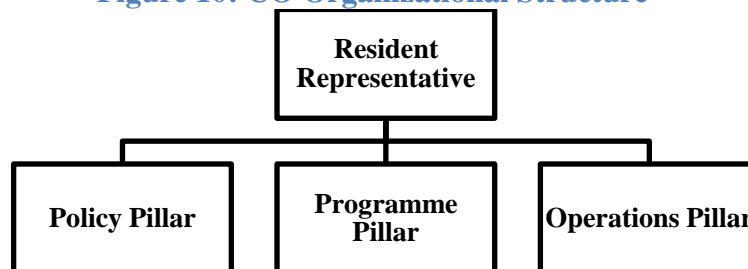
The Policy Pillar is a recent creation and has been carved out what was previously the programme component. The Policy Pillar is conceived as a project (**Policy Project**) and its purpose is to support programme development, provide policy advice to the CO leadership and government as needed, and deliver a range of other activities that are not carried out in the framework of specific projects. The Programme Pillar is headed by an Assistant Country Director (for the programme) who is responsible for overseeing the implementation of the programme portfolio.[23] The Operations Pillar acts as the backbone of the country office and supports the other pillars in the delivery of activities and outputs while ensuring compliance with UNDP administrative procedures and transparency. The CO also includes a small Results-Based Management unit (not shown in Figure 6 above), which is attached to the Management's Office. Its role it to coordinate the other units and ensure the utilization of programme and project management standards and tools (RBM, Atlas Project Management, etc.), as well as to provide ongoing training support to programme and project teams and to perform the quality assurance of the country programme and projects.

As has already been mentioned, the CO has implemented a mixture of NIM and DIM projects in the course of the 2016-2018 cycle. All these projects have had a standard structure, which makes them organizationally similar to each other. They have a National Project Director (NPD), with some having both an NPD and a National Project Manager (NPM) who carries out delegated functions of the NPD. These posts are government staff. The government may hire a project coordinator to support the NPD/NPM. NIM projects have project advisors or project management specialists hired by UNDP, whose role is to provide technical advisory support and/or project management advice to Project Managers/Directors who are government staff. Only the **3Rio** project hasn't had a project manager recruited by UNDP (not envisaged in the project design). However, in 2017, UNDP recruited a specialist to provide technical support to the project.

Project management in principle reports to the Project Board (or Project Steering Committee), which is composed of a variety of stakeholders and chaired by government and UNDP

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[22] This label is used to emphasize the focus on innovations that is becoming a key feature the CO is pursuing.
[23] An exception is the Policy Project which is under the oversight of the Policy Unit.

representatives. While project boards are responsible for important policy decisions such as the approval of budgets and work plans, day-to-day activities and staff performance are monitored by UNDP (Programme Pillar, and ultimately the Country Director) and the Implementing Partner.

It is also worth noting that NIM project staff are based in the offices of implementing partners, whereas DIM project staff are based in the UNDP office. Some DIM project staffs are also offered office space by government counterparts, so they spend time between two offices. Overall, UNDP Cambodia consists of 90 personnel (including project staff).[24] Of these, 54 work in the programme and 36 are hired by the projects. The following is the distribution of staff by pillar. The Programme Pillar consists of 48 staff, of whom 36 work for directly the projects. Two staff work in the Results-Based Management unit. The Policy Pillar employs 13 staff, whereas the Front Office (RR office) consists of two staff.

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[24] This number varies. The reported figure applies to the time of the evaluation (February 2019).

# CHAPTER 4: MAIN FINDINGS

This evaluation's findings are organized in the following four sections: i) relevance (the extent to which CPAP was relevant to the country's priorities and needs); ii) effectiveness (whether the country programme was effective in achieving planned outcomes); iii) efficiency (whether the delivery of results was efficient); and, iv) sustainability (the extent to which programme benefits are likely to be sustained).

## 4.1. RELEVANCE

This section provides an assessment of the programme's relevance for the 2016-2018 period. Relevance is assessed through the following criteria:

1. Country Needs and Priorities defined in National Strategies, Policies and Programmes, as well as International Commitments and Agreements
2. UN Country Priorities and UNDP's Country Mandate and Strategy

### 4.1.1. Relevance to Country Needs and Priorities

Assessing the relevance of the CO programme against national priorities and strategies requires an understanding of how these priorities and strategies are defined and pursued by the national stakeholders.

At the highest strategic level, the government has articulated its long-term development aims in Vision 2030, a roadmap towards upper-middle-income status, and Vision 2050, when Cambodia aspires to become a high-income country. This vision is operationalized through two overarching development strategies – the Rectangular Strategy (RS)[25] and National Strategic Development Plan (NSDP), which integrate the Sustainable Development Goals into development priorities. In 2018, the government adopted an updated version of the Rectangular Strategy 4 (RS4) for 2019-23,[26] which sets out development priorities and policy to secure sustainable and inclusive growth.

Overall, UNDP country programme is aligned with Cambodia's Rectangular Strategy and the National Strategic Development Plan (NSDP 2014-2018). In the CPAP document, UNDP's activities are structured to contribute to three overarching national goals:

- Achieving more than 1 percentage point reduction in poverty incidence annually, including the realization of other Cambodia Millennium Development Goal targets, while placing

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[25] The Rectangular Strategy for Growth, Employment, Equity and Efficiency is the Royal Government of Cambodia's main socio-economic policy agenda.

[26] The Rectangular Strategy Phase IV, approved in September 2018, follows the Rectangular Strategy 2019-2023 which placed good governance center-stage and prioritized human resource development, economic diversification, private sector employment, and inclusive and sustainable development. It sets out Cambodia's aspiration to graduate from Least Developed Country status and a longer-term vision to become an upper middle-income country.

higher priority on the development of human resources and sustainable management and use of environmental and natural resources.

- Further strengthening of institutional capacity and governance at national and subnational levels, and ensuring effectiveness and efficiency of public services to better serve people.
- Ensuring average annual economic growth of 7 per cent that is sustainable, inclusive, equitable and resilient to shocks, creating more jobs especially for youth.

The country programme is also aligned with national priorities articulated in a number of sector strategic plans in areas where UNDP is working. The following are some of Cambodia's main strategic documents with which UNDP activities and priorities are aligned:

- Cambodia Climate Change Strategic Plan, 2014-2023
- National Agricultural Strategic Development Plan 2014-2018
- National Policy on Green Growth and National Green Growth Strategic Plan
- National Protected Areas Strategic Management Plan (2016-2030)
- National REDD+ Strategy and Action Plan
- National Forestry Program (2009-2029)
- National Production Forestry Strategy 2018 - 2032
- Strategic Planning Framework for Fisheries (2010-2019)
- Policy and Strategic Framework on Gender Mainstreaming in Agricultural Sector
- Gender and Climate Change Action Plan, 2014-2018
- National Action Plan for Zero Hunger Challenge in Cambodia 2016-2025
- Strategic Plan for Gender Equality and the Empowerment of Women (Neary Rattanak IV)
- National Disability Strategic Plan
- National Mine Action Strategy
- Gender Mainstreaming in Mine Action Plan (GMAP 2013-2015)
- Industrial Development Policy
- National Social Protection Policy Framework
- National Strategy for Food Security and Nutrition 2014-2018

The large body of strategies and programmes constitutes a complex institutional and policy framework within which UNDP's programme is situated and which UNDP has to navigate and abide by while carrying out its activities. A positive aspect of UNDP's programme is that it is developed through a wide and effective consultative process with key stakeholders, which enables it to be well aligned with the government's vision and strategic framework, including the instruments shown above. Furthermore, the multi-dimensional (cross-sectoral) nature of UNDP's programme makes its contribution relevant to multiple areas simultaneously (climate change, poverty reduction, empowerment of vulnerable groups, etc.) and helps create synergies (for example, by harnessing climate change adaptation activities to contribute to agricultural productivity and poverty reduction). Also, UNDP's convening power has enabled its partners to

benefit from financing sources (i.e. the various climate instruments) and networking opportunities nationally and internationally. However, what could strengthen the relevance of UNDP interventions is the creation of more depth in some of the areas in which it is involved (this will be discussed in more detail in the efficiency section of this report).

The 2016-2018 programme is aligned with Cambodia's policy frameworks and strategies specifically focusing on gender equality and women's empowerment or referring to these areas as key for the country's development.[27] The CPAP document particularly emphasizes (in the proposed programme on Fostering Voice and Participation) UNDP's intent to support strengthening of gender mainstreaming mechanisms to foster accountability for implementing economic, social and governance priorities and promotion of gender-responsive decision-making processes and increasing the number and capacity of women in leadership and decision-making positions in the civil service, national and subnational government offices, and the National Assembly.[28] In particular, the programme has contributed to the following thematic areas of the National Five-year Strategy for Gender Equality 2014-2018 (Neary Rattanak IV):

1. Economic Growth
   1.1. Women's Economic Empowerment
2. Access to Social Services and Protection
   2.1. Education of Women and Girls, and Behavioural Change
   2.2. Health, HIV and Nutrition of Women and Girls[29]
   2.3. Legal Protection for Women and Girls[30]
3. Cross-Cutting Issues
   3.1. Women in Public Decision-Making and Politics; Gender Responsive Government Policies and Reform Programs
   3.2. Gender and Climate Change, Green Growth and Disaster Risk Management
4. Institutional Strengthening and Capacity Development toward Gender Equality

### 4.1.2. Relevance to Country's International Commitments

UNDP has also helped Cambodia meet its international commitments, as a signatory to major international and regional agreements. A number of UNDP projects have been designed and have been implemented to address specific issues related to Cambodia's commitments to international obligations. For example, the **DRIC** project has helped authorities meet the obligations emanating from Cambodia's accession to the Convention on the Rights of Persons with Disabilities (CRPD), the **FCPF** projects have supported Cambodia's participation in the REDD+ activities under the

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[27] National Five-year Strategy for Gender Equality 2014-2018 (Neary Rattanak IV), Cambodia Gender Assessment (CGA), and line ministries' Gender Mainstreaming Action Plans (GMAPs).

[28] With regards to the latter, respective output (# 2.2) and indicator is placed in CPAP Results and Resources Framework.

[29] Area where, according to Neary Rattanak IV, UNDP is not contributing, whereas UNDP records prove otherwise.

[30] Areas where, according to Neary Rattanak IV, UNDP is not contributing, whereas UNDP records prove otherwise.

United Nationals Framework Convention for Climate Change (UNFCCC), whereas the *3Rio* project has provided direct support the implementation of the three Rio conversions which Cambodia has already ratified.[31] The programme also positions UNDP as a strategic partner to the government in its efforts to adapt and implement the Sustainable Development Goals in the transition process to upper-middle-income status through sustainable growth and elimination of poverty by leaving no one behind.

Although the CPAP does not explicitly reference specific treaty body recommendations, such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action, UN Security Council Resolution 1325 and the Commission on the Status of Women, to be supported through UNDP's interventions, a mapping of Concluding Observations and CO's work provides evidence of alignment and areas for engagement (see Annex V for a more detailed analysis of this).

### 4.1.3. Relevance to UN's and UNDP's Mandate and Strategy

In the CPAP document, the UNDP programme is structured in alignment with the United Nations Development Assistance Framework (UNDAF 2016-2018).

The entirety of UNDP activities for the 2016-2018 period is organized under three outcome areas (described in the previous sections of this report), which correspond to two UNDAF outcomes.

- UNDAF outcome 1/ SP outcome 1/ inclusive growth: This includes all projects aiming at addressing vulnerabilities from economic, environmental and climate change angles are clustered in this outcome area. This is the biggest outcome area of the CPAP.
- UNDAF outcome 3/ SP outcome 2/ participation-governance: This includes all projects on disability rights, gender and governance are clustered in this outcome area.
- UNDAF outcome 1/ SP outcome 7/ development knowledge/ policy/ finance: This includes only two projects are in this outcome area: policy and advocacy and PfDR 2 aiming to support the development and monitoring process of the national plans, provide technical advisory services, test/design development solutions and knowledge management, and expanding the sources of development financing for Cambodia.

The two UNDAF outcomes in question are framed as follows:

- **UNDAF OUTCOME I**: By 2018, people living in Cambodia, in particular youth, women and vulnerable groups, are enabled to actively participate in and benefit equitably from

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[31] Cambodia ratified the United Nations Convention on Biological Diversity (UN-CBD) on 9 February 1995, the United Nations Framework Convention on Climate Change (UNFCCC) on 18 December 1995, and the United Nations Convention to Combat Desertification (UNCCD) on 18 August 1997.

growth and development that is sustainable and does not compromise the well-being or natural or cultural resources of future generations.

- **UNDAF OUTCOME III**: By 2018, national and subnational institutions are more transparent and accountable for key public sector reforms and rule of law; are more responsive to the inequalities in enjoyment of human rights of all people living in Cambodia; and increase civic participation in democratic decision-making.

The programme is also aligned with three outcomes of the UNDP Strategic Plan 2014-17 (outcome 1 - inclusive and sustainable growth; outcome 2 - voice, rule of law and accountability; and, outcome 7 - development debates and actions informed by UNDP engagement principles).[32]

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[32] Specifically, UNDAF outcome 1 is aligned to SP outcomes 1 & 7, whereas UNDAF outcome 3 is aligned to SP outcome 2.

## 4.2. EFFECTIVENESS

This section provides an assessment of achievements of the CO in the period in question. The first part examines the design of the CPAP document and its Results and Resources Framework (RRF). The second part compares the commitments the CO had made at the beginning of the programme with what it had actually achieved at the end. It also provides a broad overview of UNDP's contributions to the country's development process.

### 4.2.1. Programme Design

Design of the CPAP document

In the CPAP document, the entirety of UNDP activities for the 2016-2018 period is organized under the following three outcome areas.[33]

- *Outcome area 1* encompasses a wide range of activities, varying from sustainable management of natural resources and climate change adaptation and mitigation, to social protection policies, inclusive policies for people living with HIV and people with disabilities, and mine action programme.
- *Outcome area 2* includes activities related to government-citizen dialogue, women in leadership and decision-making and compliance with the Convention on the Rights of Persons with Disabilities.
- *Outcome area 3* includes activities related to SDGs, official development assistance and knowledge-sharing on development solutions.

If we look at the 21 projects that fall under the scope of this evaluation, we notice that they fall into two major areas of work, which correspond to the categories that we used in section 3.3. of this report to categorize them in a more coherent way. These categories are *Environment* and *Rights of Vulnerable Groups* – the two areas where most of UNDP activities have focused during the programme cycle. The remaining projects are classified under a third category called "*Other*", which is used to lump together projects that are too diverse to fit under one single thematic area (cassava, demining, development finance, local governance, etc.).

In contrast to the categorization above, the categories used in the CPAP document are quite broad and do not have a clear substantive focus. For example, and as mentioned above, activities related to climate change and natural resource management are grouped together in outcome area 1 with activities related to social protection, demining, etc. This is not unusual for a country programme document, considering the need that the CO has for flexibility in the process of defining its programme activities and plans. Given UNDP's heavy reliance on donor funds, it is challenging for the CO to determine in clear and specific terms what it is going to do in the course of the

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[33] CPAP's outcomes, outputs and indicators can be seen in their entirety in the RRF included in Annex V of this document.

upcoming programme cycle. So, these broad categories allow the CO to add in the course of programme implementation various opportunities that emerge.

However, the CPAP would have likely benefited from a more coherent organization of the activities that would have allowed for sharper focus and better synergies within each outcome area. For example, the disability and health-related activities that fall under the first outcome area could have been shifted to the second outcome area, thus making the latter an umbrella for all activities related to vulnerable groups. Similarly, the mining project could have been shifted out of the first outcome area, leaving it with a clearer focus on environmental protection and climate change. Such a rearrangement would have also strengthened the governance nature of the second outcome area.

Theory of Change

This discussion leads us to the issue of the programme's Theory of Change (ToC), which was at the discussion of the Poverty Thematic Evaluation commissioned by the CO in 2016. As of now, the programme does not have a strongly-articulated ToC that identifies in clear terms pathways of change that lead from activities to the achievement of the overarching goals. As Box 2 below (taken from UNDP's Poverty Thematic Evaluation of 2016) shows, the programme's ultimate goals are strongly related to poverty reduction. On the other hand, CPAP also outlines that UNDP interventions will build resilience, strengthen the voice & participation of women, persons with a disability (PWD) and other marginalized and vulnerable groups, promote the upgrading of value chains and sustain development finance. What is missing in this picture is a clear articulation of how activities in these four dimensions (areas) contribute to the reduction of multidimensional poverty.[34] Furthermore, while in practice, there are many interlinkages between the projects, both in terms of design and implementation, these interconnections are not explicitly identified and articulated in the CPAP document as part of the ToC.

**Box 2: Country Programme's Theory of Change[35]**

The country programme "Theory of Change" (ToC) holds that "if Cambodia is to sustain its gains in poverty reduction, efforts should focus on building assets, protecting assets, and increasing the returns to the assets of the poor and vulnerable".

More particularly the ToC has as its objectives that:
- The poor should move-up the ladder of well-being and the gains achieved are resilient to economic, social, environmental, climate shocks; such that:
- Poverty escapes are sustained through the expansion of employment & livelihood opportunities of better quality;

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[34] A version of the theory of change for the programme, as stated by the CO, is that the programme facilitates the stable pace of economic growth in the context of uncertainties related to adverse effects of climate change, risks of climate induced natural disasters, anthropogenic influence on the environment.
[35] UNDP Cambodia, Poverty Thematic Evaluation, Final Report, November 2016, pg.1.

> - Impoverishment is halted through expanded access to social & market provisioning and of ecosystems under sustainable management arrangements
> - Chronic poverty is tackled through incentives and opportunities to invest in human capital and transform subsistence agriculture.

As has already been mentioned, it is hard for a donor-dependent organization like UNDP to come up with a clear ToC at the beginning of the programming cycle. Most projects are connected to the availability of funding sources and do not necessarily fit into a clearly-detailed framework identified through the ToC. For example, CPAP's strong emphasis on climate change is primarily a result of the availability of funding rather than because this area of activity is most likely to contribute to programme objectives. Yet, despite these challenges, it is possible within CPAP's existing framework to elaborate a stronger and more coherent ToC which identifies a clear transmission mechanism and change pathway from the activities to the overarching outcomes and which places all the specific projects onto a boarder context and connects them all together.

Gender-responsiveness in the CPAP document

CPAP guidance (2011) stipulates the inclusion of sex-disaggregated data, as well as that on vulnerable groups and regional disparities, in the situation analysis. The respective part of the CPAP contains references to improving the nutrition status of women and children and to women being particularly dependent on natural resources for livelihoods and domestic responsibilities. The narrative also notes the cooperation between the Ministry of Women's Affairs and UNDP, especially in terms of strategic policies and plans on gender equality. The situation analysis could have benefited from inclusion of sex-disaggregated data and gender analysis, in particular in the existing narrative describing the situation with regard to employment, poverty, people living with HIV and their social protection, households depending on forests, etc.

The proposed programme stipulates CPAP's alignment with national gender equality and women's empowerment strategies. It also makes reference to women as a priority group (together with youth) to help them harness their unrealized potential. With regard to upgrading value chains, women are mentioned as those "to benefit from this transformation, as they are in vulnerable employment and make up much of the manufacturing workforce, half of agricultural employment and most of the micro-enterprise sector." As for fostering voice and participation, UNDP programme planned to support efforts in strengthening "mechanisms for realizing commitments to poor people, women and people with disabilities, which would take place by helping them make their voices heard, as a means to inform policies and ensure their implementation." CPAP also aimed to help strengthening "the leadership of gender mainstreaming mechanisms to foster accountability for implementing economic, social and governance priorities set out under the Five-Year Strategic Plan for Gender Equality and the Empowerment of Women (Neary Rattanak IV), as well as to promote gender-responsive decision-making processes and work to increase the

number and capacity of women in leadership and decision-making positions in the civil service, national and subnational government offices, and the National Assembly."

Design of the CPAP Results Framework

This report's Annex V shows the CPAP's Results and Resources Framework (RRF), which identifies the expected outcomes and outputs, as well as the set of indicators and targets as they were specified at the beginning of the programme cycle (with minor modifications made more recently).[36] These indicators and targets underpin the commitments made by UNDP Cambodia anf the UN family for the programme period.[37]

First, it should be recognized that the CO has invested significant effort in developing a comprehensive RRF. The number of outputs, indicators and targets identified in the framework is high (32 outcome and output indicators in total). Also, the Country Programme M&E Plan presented in Annex II of the CPAP document is detailed and provides clear instructions as to how the evidence in relation to the RRF will be collected (including roles and responsibilities).

Despite the effort made by the CO to identify solid outcomes, outputs and indicators, some of them are vague and do not meet the SMART criteria for good indicators (Specific, Measurable, Attributable, Realistic and Time-bound). The outcomes defined in the RRF are too high-level and in the absence of a ToC it is difficult to see how the country programme would be able to affect in a meaningful way the associated indicators. For example, the first indicator of outcome area 1 refers to climate change expenditure as a percentage of GDP. To understand how complex this indicator is, all one has to do is think how many factors, in addition to UNDP activities, may affect the numerator (climate-related expenditure) and denominator (GDP) of this indicator. Therefore, linking UNDP's performance to this indicator requires a clear identification of the pathway of change and effects. Likewise, other outcome indicators used in the CPAP document such as the ratio of multidimensional poverty, consumption levels or employment rate are too high-level to associate in any direct way with the performance of activities. While they provide a good overview of the situation of the country in an area, these indicators are for the most part far too removed from the contributions of the UNDP in these areas. A clear identification of the transmission mechanisms from UNDP activities to the ultimate outcome is necessary.

Similar questions arise with regards to outcome and output indicators and targets. As the Poverty Thematic Evaluation noted, some outcome indicators are actually output indicators and not directly related to the CO's overarching goals. For example, the outcome indicator on the implementation of the recommendations by UN human rights mechanisms in outcome area 2 (which corresponds to UNDAF outcome 3) seems more like an output indicator. Furthermore, some of the output

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[36] The only modification was the revision of the first outcome indicator to reflect the share of government expenditure in climate change and environmental protection to GDP rather than total government expenditure.
[37] Outcome indicators are derived from the UNDAF, and therefore underpin not only the commitments of UNDP, but also those of the UN family.

indicators lack specificity and clarity. For example, a number of output indicators are qualitative and difficult to measure in practice. Quite a few of them are framed as "the extent to which something happened", which is highly subjective and quite qualitative in nature. Take the following indicator as an example of this: "*The extent of capacity in land use data gathering and extent of crowd in the mine action sector funding through alternative and stable funding counterbalancing the shrinking of Oversea Development Assistance to facilitate the development impact of mine action measured as a 3-point scale.*" There are so many elements in this indicator and what gets measured is the extent to which these elements have changed. But it is not clear how things "capacity" or "stable" or "crowd in the mine action" are defined. Such an indicator is difficult to understand and does not measure anything meaningful. Another example of the lack of specificity of output indicators are some of the indicators under the first outcome area related to the existence/development of certain scheme for social protection or access to generic medicine. However, it is not clear what counts as a scheme and what exactly the role of UNDP should be in the development of this schemes. Furthermore, it is not clear how these schemes should be operating and what their effect on the actual quality of life of the people should be.

Another shortcoming of some output indicators is that their focus is on the development of strategies and laws – i.e. the REDD strategy, the environmental code, the EIA law, the law on compulsory licensing in the area of HIV, Gender Strategic Plan (Neary Rattanak IV), etc.), rather than on how they are actually implemented. For example, *output indicator 1.1.1* is framed as "*approval of national REDD strategy*". There are a number of questions that arise here and which require specific answers. Does the REDD strategy have to be approved to count towards the result? What about its implementation – does it matter if the strategy is actually not implemented, but exists on paper? What exactly qualifies as reportable UNDP contribution – the development of the strategy, substantial amendment of the existing one, or even minor improvements? The issue of actual implementation as opposed to what exists on paper is a crucial issue for the country and UNDP and will be discussed in more detail in this report's section on sustainability.

As far as gender is concerned, one out of nine (or 11% of all) UNDAF outcome-level indicators used in CPAP contains sex-disaggregation (Percentage of total employed population that is employed in the formal sector, disaggregated by age, location and sex). The CPAP contains one gender-targeted output (out of twelve; or 8% of all outputs): Output 2.2 (Mechanisms to increase percentage of women in leadership and decision-making are more effective), which falls under the area of Rights of Vulnerable Groups, as defined by the evaluation team. Five out of twenty-four (or 21%) of output indicators are sex-disaggregated and/or are gender-targeted (see Box 3 below). One may note that distribution of these types of indicators across CPAP Areas is quite equal.

**Box 3: Sex-disaggregated and Gender-targeted CPAP Indicators**

> **Output 1.3**: Climate- and disaster-responsive social protection policies are in place that provide protective, preventive and promotive solutions for poor, climate-vulnerable people
>
> Indicator: Number of schemes lifting **women and men** from poverty

Indicator definition: Number of tested schemes in which at least 20% of male and female beneficiaries graduate from poverty in priority provinces. Baseline: 0, target: 2. (Data source: Disaster Risk Reduction initiative)[38]

**Output 2.1**: Mechanisms and channels for government-citizen dialogue exist that establish long-term accountability relationships

Indicator: Number of ministries that included recommendations by the Cambodian **Gender Strategic Plan Neary Rattanak IV** and other **gender equality** related recommendations in their annual public investment programmes and programme budgets. Baseline: 0, target: 4. (Data source: interviews)

**Output 2.2**: Mechanisms to increase percentage of women in leadership and decision-making are more effective

Indicator: Effectiveness of policy measures to increase the **share of women leaders** across the civil service measured as a 3-point scale (1 = not effective to 3 = effective). Baseline: not effective, target: effective. (Data source: evaluation)

**Output 3.1**: The National Strategic Development Plan (NSDP) incorporates and localizes the post-2015 agenda and Sustainable Development Goals[39] priorities

Indicator: **SDGs indicators** incorporated in the NSDP and sectoral plans

**Output 3.2**: National data collection measurement and analytical systems in place to monitor progress on the post-2015 agenda and Sustainable Development Goals

Indicator: Extent to which national statistical systems allow collection of relevant data to track progress against localized SDGs with a necessary data aggregation (**sex**, income groups, and geographical areas measured as a 3-point scale (1= some extent to 3 = great extent)

It should also be noted that by the time the CPD was formulated (and approved by Executive Board in September 2015), the global SDG framework was not adopted yet (and Cambodia's SDG framework was only approved in 2018). So, obviously, there is no direct relation between the CPAP RRF and Cambodia's SDGs. In the upcoming project cycle programme, though, programme RRF indicators and targets should be firmly grounded in the SDGs. The Mainstreaming, Accelerator and Policy Support (MAPS) mission devoted a section of its report to the need for a more thoughtful approach to the UN's use of data in Cambodia.

Design of Project Documents

Also, at the project level, there are some challenges with regards to the use of evidence-based RBM practices. Some of the project documents reviewed for this evaluation have weak RRFs with

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[38] The initiative was not realized.
[39] Considering SDG 5 (Gender Equality) is one of them, the indicator can be considered as gender-targeted.

inadequate targets and indicators which do not meet the SMART criteria. A number of project evaluations conducted by the CO have pointed out this problem – in particular, the evaluation reports for the *3Rio*, *CEDEP* and *ACES* projects.[40] The issue of weak of project indicators was also raised in the Poverty Thematic Evaluation. Weak project RRFs present a challenge for activity planning, implementation and monitoring.

Further, a cursory assessment of project RRFs revealed that the "programme level" RRF does not aggregate adequately the results across individual projects. These two levels of RRFs are for the most part not compatible and do not speak well to each other, which makes it difficult to understand how project outputs contribute to broader results. The CO should ensure that programme baselines, indicators and targets are harmonized and aligned with those of individual projects.

Gender-responsiveness in Project Documents

In accordance with UNDP Quality Standards for Programming,[41] "a gender analysis should be integrated [into a programme/ project document] to fully consider the different needs, roles and access to/control over resources of women and men; appropriate measures should be taken to address these when relevant." As result of a desk review of CO's project documents (see Annex VII for details), it became evident that about third of the ProDocs (6 out of 20 consulted) contain gender analysis, with most of the documents falling under thematic areas that traditionally target gender issues, such as improvement of civil services, youth employment, poverty reduction.

UNDP Management and Monitoring standards (part of the Quality Standards for Programming) stipulate the use of gender-responsive, sex-disaggregated indicators when appropriate. Almost half (9 out of the 20) consulted ProDocs do not contain gender-sensitive and/or sex-disaggregated indicators. Such projects fall under different thematic areas, and there are cases of documents relating to the same development issue and developed at different periods of time containing either an adequate number of gender-related indicators or none: such as, respectively, the case of the Joint UN Programme on Disability Rights Initiative (2014-2018) and Joint UN Project on Access to Justice without Barriers for Persons with Disabilities (2018-2020).

Local Project Appraisal Committee (LPAC) meetings provide a platform for discussion of draft project documents, including its gender-responsiveness. Eight out of twenty project documents had LPAC minutes attached at the time of the desk review; however, few of the latter contain information on presented gender analysis and/or relevant issues raised by stakeholders. Starting from 2016, most project documents should be accompanied by Social and Environmental

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[40] For a discussion of these see the Mid-Term Review of the Rio project, the impact evaluation the ACES project, the Mid-Term Review of the CEDEP project and the Poverty Thematic Evaluation of 2017. Also, the Country Programme Performance Summary (CPPS) found that the ACES project was either off-track or progress could not be measured.
[41] Available at https://popp.undp.org/SitePages/POPPSubject.aspx?SBJID=446&Menu=BusinessUnit&Beta=0

Standards[42] and Project Quality Assurance checklists that include gender-related questions, as well as a Gender Marker checklist. The CO has been ensuring compliance with the above.

Resource Planning for Gender Equality and Women's Empowerment

Besides gender-responsive programme priorities and gender-sensitive measuring of progress towards outcomes, CPAP and CPD guidance require COs to assign gender marker to all UNDP supported outputs in the Results and Resources Framework, in line with the UNDP Gender Equality Strategy. CPAP does not contain gender marker ratings, although individual projects have assigned gender markers (see Table 13 below for details). Similarly, CPD 2019-2023 monitoring and evaluation section does not contain reference to gender marker to be used to monitor CP expenditures and improve planning and decision-making for gender equality, whereas projects have gender markers assigned at appraisal stage.

**Table 13: Projects' Gender Markers across CPAP Areas**

| CPAP Area | Number of Projects per Gender Marker | Project and Gender Marker |
|---|---|---|
| Environment | GEN 1 – 3 projects<br>GEN 2 – 5 projects | CCCA2 - 2<br>FCPF 1,2 – 2,2<br>CoWES - 1<br>3Rio - 1<br>EGR -2<br>EWS – 1<br>SRL -2 |
| Rights of Vulnerable Groups | GEN 2 – 4 projects<br>GEN 3 - 1 projects | A2J – Disability -2<br>UNJP/YE -2<br>MIY/Klahan9 – 2<br>DRIC - 2<br>PSLWGE -3 |
| Other | GEN 2 – 5 projects<br>GEN 1 – 2 projects | Inclusive Governance - 2<br>SUMAI -1<br>Policy project - 2<br>PfDR2 - 2<br>ACES - 2<br>CEDEP -1<br>MAfHD: CfR3 - 2 |

Quality of Evaluations

It should also be noted that the CO has had a low coverage of its projects with evaluations. Only seven of the 21 projects have had some kind of evaluation, and these are primarily projects funded

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[42] Exemptions are noted in https://www.undp.org/content/undp/en/home/librarypage/operations1/undp-social-and-environmental-standards.html

by GEF which requires mid-term and terminal evaluations for most of the projects it funds. More projects, including non-GEF ones, were included in the evaluation plan, which was not completed in the period (i.e. *SRL*, *FCPF2*, *EWS*, *PSLWGE*, *CoWES*, *UNJP-YE*, and *Inclusive Governance*). Further, some of the evaluations that were reviewed for this outcome evaluation were found to be lacking in quality in certain aspects – i.e. not meeting some of the basic UNDP criteria for evaluations.[43] Examples of these are the mid-term evaluation reports of the *3Rio* and *MIY/Klahan9.* Although they provide good information about the projects, the arguments, statements and conclusions they put forward are not too concise and straightforward.

Further, the evaluation reports contained gender-specific mentions in findings to varying degrees. Two reports (*MIY/Klahan9* and *DRIC*) included one gender-related recommendation each and one report (*CEDEP*) had ToR that did not contain gender-specific evaluation questions. A few reports included brief sex-disaggregated statistics of interviewed persons and/or disaggregated information on intervention results, as prompted by indicators of results and resources frameworks. Management responses to two gender-related recommendations have "completed" and "initiated" status respectively (for more details on this, please see Annex VIII of this report).

In this area, the CO could strengthen minimum criteria for the conduct of project evaluations and could establish a tracking system to closely monitor their quality. Also, the CO should consider having a more systematic approach to reviewing the projects, especially the large ones. Another option the CO could consider is the conduct of "outcome evaluations" which would save time and resources, but also provide important insights into an array of project activities.

Looking forward: CPD 2019-2023

The 2019-2023 CPD, which was approved by UNDP's Executive Board in January 2019, is an inevitably broad document, but it is an improvement over the 2016-2018 CPAP when it comes to indicators and targets. Instead of using broad indicators on which UNDP has no control, this document uses indicators which are more directly under the control of the programme. For example, one indicator is "*Number of people participating in social protection programmes supported by UNDP*". Another one is "*Number of people benefitting from UNDP assisted mine action programme*". Obviously, these indicators are limited to what UNDP is able to affect through its programme. One weakness is that a number of indicators are focused on the production of strategies and plans, which does not say anything about their implementation – and which is what eventually matters. This will be discussed in more detail under the sustainability section of this report.

It should also be noted that the CO is strengthening its focus on results in this programme cycle. The management is committed to ground the management of the programme more firmly on clearly articulated results (concrete change in behavior, institutions, etc.). The CO is in the process

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[43] UNDP evaluations should follow the guidelines compiled by the United Nations Evaluation Group, as well as the guidance provided by UNDP in its "Handbook on Planning, Monitoring and Evaluating for Results".

of finalizing an action plan in support of the implementation of the new CPD which is focused on concrete results.

Gender-responsiveness in the CPD 2019-2023

To analyze the trends of gender-responsiveness in strategic planning, the evaluation team compared CPAP and CPD narrative applying a gender lens. CPD guidance (2018) specifies the need for the programme rationale to "systematically identify relevant gender dimensions of critical development issues (gender analysis should precede the drafting of programme rationale). CPD narrative provides information on Gini coefficient, and contains a separate paragraph on gender equality issues prioritized by the Government, namely, gender-based violence, enrolment in tertiary education, economic empowerment and participation in public and professional life. Other thematic dimensions do not identify gender challenges.

Whereas there is sex-disaggregated data in three instances in the programme rationale (completion rates of lower secondary education, physical and sexual violence by intimate partner, and participation in informal employment), overwhelming majority of rationale's statistical data is not disaggregated by sex. CPD highlights data needs and capacities for SDGs monitoring, and the CO commits to promote data disaggregation and support to the Government in policy-relevant research agenda to address data gaps.

For programme priorities part, CPD guidance stipulates clear indication of UNDP means to be applied to support transformative and measurable changes in relation to gender equality and the empowerment of women under each programme priority. Whereas two of the three priorities (Prosperity and Peace) highlight respective gender dimensions – UNDP's intent to support women's economic empowerment and women's participation in politics and decision-making, the priority on Planet refers to gender dimension by noting the intent to support gender-responsive climate action, without referring to gender issues in sub-areas, such as natural resource management and biodiversity.

In comparison with CPAP's RRF, CPD 2019-2023 has a slightly different picture of gender-targeted outputs and sex-disaggregated or gender-sensitive indicators (see Box 4 below). Is it evident that both Outcomes 1 and 2 have one gender-targeted output each, whereas the Outcome on environment does not contain gender-related outputs. Eighty percent of Outcome 1 indicators are gender-targeted or sex-disaggregated; sixty percent of Outcome 3 indicators fall under these categories; whereas one-fourth of Outcome 2 indicators do so.

**Box 4: Sex-disaggregated and Gender-targeted CPD Indicators and Outputs**

**CPD Outcome 1** (*broadly, inclusive growth*):
4 out of 6 UNDAF Outcome and UNDP Strategic Plan indicators
1 out 4 Outputs contains gender-related words in titles
4 out of 5 Output indicators are gender-targeted or sex-disaggregated

CPD Outcome 2 (*broadly, environment*)
0 of 6 UNDAF Outcome indicators
0 out of 4 Outputs contains gender-related words in titles
2 out of 8 indicators are gender-targeted or sex-disaggregated

CPD Outcome 3 (*broadly, voice and participation*)
Outcome and SP indicators: 3 out of 3
1 out of 4 Outputs contains gender-related words in titles
4 out of 7 Output indicators are gender-targeted or sex-disaggregated

## 4.2.2. Achievement of Outcomes and Main Contributions

As part of the "One-UN" reform agenda, UNDP did not report separately on its annual progress through review meetings with wide participation of stakeholders. Instead, UNDAF annual review meetings served this purpose.

Annex V summarizes UNDP's achievements against the results framework laid out in its 2016-2018 CPAP. It should be emphasized that the achievements in the table were reported by the CO on the basis of their monitoring and reporting tools and were not independently verified by the evaluator in the course of this assignment (an independent collection or verification of detailed quantitative information did not fall under the scope of this evaluation).

Table 14 presents a tally of the achievement of targets based on information provided by the CO. From the table, we can see that four of the eight outcome targets had been met at the end of the programme cycle. Also, a comparison of the output indicators at the beginning and the end of the programme shows that seven of 21 output targets set in the CPAP were met by the end of the programme. In total, out of 30 CPAP targets only 12 were achieved by the end of 2018.

### Table 14: Achievement of CPAP Targets

| CPAP Targets | Achieved | Not Achieved |
|---|---|---|
| **Outcome Area I** | | |
| Outcome targets | 2 | 2 |
| Output targets | 4 | 4 |
| **Outcome Area II** | | |
| Outcome targets | TBD | TBD |
| Output targets | 1 | 4 |
| **Outcome Area III** | | |
| Outcome targets | 2 | 2 |
| Output targets | 3 | 6 |
| **TOTAL** | **12** | **18** |

Also, Annex IX provides an overview of achievement of targets against gender-specific CPAP Output (2.2), and sex-disaggregated and gender-targeted CPAP indicators (both Outcome and Output levels). One may note that out of six targets of such indicators, three have not been achieved as of the end of 2018, while the other three are on track, although without having reached their respective percentage/extent/number.

At first look, level of achievement of targets seems low across all outcome areas. However, given the challenges with the quality of CPAP indicators and targets discussed in the previous section, it is difficult to assess what this level of achievement represents in real terms. In other words, by looking at just this summary of completion of targets, it is impossible to get a real sense of the transformative effect of UNDP contributions. This challenge underscores once more the need for meaningful indicators grounded in a coherent ToC that identifies in clear terms the mechanisms and pathways through which UNDP activities lead to change and development.

In this case, it is best to provide a general overview of practical contributions made by UNDP in the 2016-2018 cycle. To make the description of UNDP's work easier to follow, the contributions are organized here based on activity areas, rather than outcomes as they are framed in the CPAP (as mentioned above, the outcomes defined in the CPAP are not always coherent). Further, as the CO has planned and achieved gender-specific results across all CPAP outcomes areas, the following section will also describe gender-related contributions for each area.

*Climate Change and Management of Natural Resources*

At the policy level, UNDP has contributed to governance reform in the environment sector by supporting planning and budgeting in climate action, subnational capacity for climate adaptation action on the ground and the operationalization of forest management safeguards and strategies. It helped strengthen key national institutions in the environmental sector, such as the Ministry of Environment and the National Council for Sustainable Development (NCSD).[44]

UNDP has helped mainstream climate change in national and sectoral strategies, promote climate-sensitive planning and budgeting at national and sub-national levels, test and scale up climate change adaptation activities, establish and strengthen national mechanisms to address environmental degradation and address emerging environmental challenges such as pollution and renewable energy. Climate change was integrated into the five-year Rectangular Strategy, under the new "Inclusive and Sustainable Development" rectangle.

The CO helped the government develop policies and tools to address more effectively the challenges of climate change and management of natural resources. Examples of this work are the development of the Environmental Code, National REDD+ Strategy 2017-21[45] (which included a

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[44] In the previous programme cycle, UNDP supported the establishment of the National Council for Sustainable Development (NCSD), an inter-ministerial body to promote sustainable development. This institutions provides overall coordination enabling line ministries to climate-proof their programmes.
[45] Cambodia is a trailblazer in the implementation of REDD+ pilot projects.

model for a results-based payment approach), Disaster Management Law, Integrated Ecosystem Mapping and Decision Support Systems, National Production Forest Strategic Plan, Action and Investment Plan for Protected Area Management, etc.[46] Planning and budgeting capacities to address climate change and environmental issues were improved at the sectoral and sub-national levels. In Siem Reap and Kampong Thom provinces, communes were supported to develop five-year Development and Investment Plans, with climate risks and gender issues fully integrated.

Another key area of UNDP's work was the establishment of mechanisms and tools to promote financing of climate action. Significant public investments were leveraged with UNDP's support to implement climate change adaptation activities: climate-smart agriculture, water management infrastructure, disaster preparedness, renewable energy and energy efficiency in industry. The CO reported that the share of climate change public expenditure to the GDP increased from 0.9% to 1% between 2016 and 2017.[47] Line ministries, such as Rural Development, Water Resources and Public Works, started integrating climate change within their budgets. Further, UNDP technical support enabled the National Council for Sustainable Development (NCSD) to access the Green Climate Readiness Fund for the first time. Through its resources, the *CCCA* project made directly available three windows of funding for government bodies and civil society organizations to implement climate change action plans and conduct research around climate change issues.

At the practical level, the CO has helped local communities which are most vulnerable to climate variation adapt to the impact of climate change on agriculture and livelihood activities. In its latest annual report (ROAR), the CO reported that it improved the climate resiliency and livelihoods of 5,869 households (including 536 female-headed households) were improved through its climate mitigation and adaptation actions such as climate-proof infrastructure, drought-resilient purified water stations and bio-digesters.[48] Three climate adaptation schemes developed with UNDP's support were scaled up, namely the Performance Based Climate Resilient Grant (PBCR), Resilient Infrastructure Manual to enhance climate resilient/proof infrastructure and a medium-scale biodigester for pig farms. PBCR is being implemented in 10 target districts in Kampong Thom and Siem Reap provinces, supporting small-scale water infrastructure projects using financing from communes and PBCR.

Contributions were also made to research and knowledge development. UNDP supported a number of research activities, such as the production of the De-risking Renewable Energy Investment report, waste management report, solar pumping study, Payment for Ecosystem Service (PES) feasibility study, etc. These are now the basis for new activities, such as the Sida-funded project "*Towards Environmental Sustainability*" that covers waste management, solar energy, and PES to

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[46] The latter are crucial for access to REDD+ financing for forest conservation and restoration efforts.

[47] Whether direct causality between UNDP activities and changes in public expenditure is difficult to establish, given the multitude of factors that affect public expenditure, it is clear from the collected evidence that UNDP played a crucial role in advocacy and awareness raising on the issue of climate change within the public sector. Also, it remains to be seen how sustainable this increase is in the longer run.

[48] This information is impossible to validate through this evaluation. It was collected by the CO through its project logs. Also, it is not clear here what specifically "improvement" means.

support Cambodia achieve its developmental goals. The findings of this research were critical to drawing government attention to new challenges and taking action in policy and planning (i.e. in the areas of renewable energy and circular economy to deal with current government priorities focused on energy and waste management).

Also, UNDP engaged with the Ministry of Economy and Finance (MEF) in conducting research on the impacts of climate change on economic growth which showed that Cambodia's GDP could be 10% lower than planned by 2050 if no additional action is taken. UNDP also supported MEF to undertake another study of existing and potential sources of financing for both climate change mitigation and adaptation. UNDP support for climate change research with MEF and NCSD was critical for integrating climate change concerns into the Rectangular Strategy, budgeting processes and public investment. The programme also supported other ministries to produce their own in-house analysis and evidence on climate change was key to securing these policy commitments.

In the area of disaster risk management, UNDP helped strengthen the national early warning system by providing real-time information on climate and natural hazards. It directly contributed to the installation of 53 automatic weather and hydro stations and the establishment of an online weather platform[49] which provides real-time early warning information at the country level. UNDP promoted the development of disaster management plans in 10 schools in the two coastal provinces of Sihanouk Ville and Koh Kong which are among the most vulnerable areas to climate change. In these two provinces, UNDP supported the rollout of an SMS-based early warning system, which is expected to be replicated in other target areas in 2019. Further, UNDP helped integrate the concept of disaster preparedness in the national Training of Trainer materials adopted by the Ministry of Education, Youth and Sports.

Gender Contributions in the Area of Climate Change and Management of Natural Resources

Throughout 2016-2018, in the area of environment, CO advocated for and provided technical expertise for gender considerations to be included in the Environmental Code and in the National Protected Area Strategic Management Plan. The latter stipulated women's representation in consultation and decision-making; design of gender criteria for identification of environmental management zones; provision of opportunities for livelihoods from payments for environmental services that consider capacities of women; and inclusion of gender equity principles and indicators in monitoring and evaluation. In addition, a Gender Action Plan on Watershed Management/Ecosystem Services Protection was developed in 2018 and implemented in a target community.

In the area of deforestation and forest degradation, the above-mentioned National REDD+ Strategy intends to pay special attention to promoting participation of vulnerable communities, women, and

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[49] The Hydrological Software Solution for Integrated Water Resource Management (WIMES) has been set up as the key platform for analysing hydrological and meteorological data. The system provides flood and drought alerts when a forecast or observed level of water is exceeded.

indigenous population. As noted by an interviewee, there are results on the ground, however, it is still difficult to make local authorities understand the importance of gender targeting and there is still homogenous gender mainstreaming culture and very little gender-targeting. Meanwhile, a 2018 Assessment on Mainstreaming Gender into Cambodia's REDD+ Action and Investment Plan was completed, noting positive trends of the National Protected Area Strategic Master Plan and Production Forestry Strategic Plan and Action Plan in gender mainstreaming. Three ministries developed gender integration provisions in their strategies/activities, whereas the Ministry of Women's Affairs was invited to join in the REDD+ Taskforce.

The CO ensured that climate change strategies and policies were gender-sensitive; and that planning and budgeting is climate- and gender-responsive in four ministries - Rural Development; Agriculture, Forestry and Fisheries; Water Resources and Meteorology; and Public Work and Transport. CO's advocacy and technical expertise ensured that 2017 Climate Vulnerability Risk Assessments takes gender issues into account.

Moreover, in 2017, 20 communes in Siem Reap and Kampong Thom provinces developed 5-year climate risks-informed and gender-sensitive Development and Investment Plans. Two ministries working on climate change issues determined climate and gender indicators within the framework of SDGs localisation.

In addition to a new gender-sensitive climate change curriculum initiated in 2016 in lower and upper secondary schools, and planned to be reviewed and approved in 2017, last year a pilot project was launched for the Ministry of Women's Affairs to integrate gender in the climate change response of Ministry of Education Youth and Sport. The two ministries jointly conducted gender-sensitive climate vulnerability assessments in 10 pilot eco-schools.

UNDP also promoted the formation of women's savings groups (21 in 2018), to strengthen their economic opportunities, as well as establishment of 52 livelihood improvement groups and 6 water user groups with high participation of women. Ministry of Women's Affairs cooperated with UNDP on further raising awareness on climate change and gender. Moreover, UNDP initiated the establishment of the Early Warning System which tracks the engagement and capacity building of female officials, for instance, in analyzing real-time weather situation.

### *Rights of Vulnerable Groups*

Another area of UNDP engagement was in addressing inequalities and exclusion by supporting the capacities of government and civil society organization to enhance rights, voice and participation of vulnerable and marginalized groups. UNDP interventions addressed rights-based challenges, including structural barriers, faced by those with disability (*DRIC* and *A2J* projects),

women and girls (***PSLWGE***), youth (***UNJP/YE*** and ***MIY/Klahan9***), and those vulnerable to poverty, economic exclusion, and disability due to the threat of mines (***CfRIII***).[50]

In the area of disability, UNDP activities focused on strengthening the degree to which national institutions and the broader society recognize the needs and rights of persons with disabilities (PwDs).[51] In broad consultation with a range of partners, UNDP supported the government in updating the National Disability Strategic Plan (NDSP) 2019-23, a previous version of which (2014-18) was formulated with UNDP support.[52] NDSP provides a strategic framework for advancing the rights of PwDs in various aspects including, but not limited to, employment, accessibility, information, social assistance and access to justice[53]. The CO also contributed to the development of the first National Legal Aid Policy, enabling PwDs to access legal aid services and entitling them to needed support in the formal justice system. Further, UNDP supported the Disability Action Council (DAC) in mainstreaming of disability concerns into key legislation (such as the laws on access to information and financial supports). As a result of this support, PwDs are now eligible to cash transfers, free health care and free public transport. In addition, UNDP has been using sex-disaggregated data to track and encourage participation of women with disabilities in community-level activities, forums, and for taking up board positions of the Cambodian Disabled People Organization (CDPO), an umbrella NGO for disability and provincial Disabled People Organizations, where women occupied 45% seats (2016).

UNDP also supported the mainstreaming of disability issues in the programmes of ten ministries. Following this advocacy work, ten out of 27 ministries allocated budgets to address disability issues. The Ministry of Land Management issued technical guidelines for disability-friendly sidewalks. Furthermore, as a result of strong advocacy efforts by disability advocates supported by UNDP, the government's budget commitment for the disability sector in 2017 increased by 700%.

UNDP supported CDPO to set up a referral directory for PwDs in need of legal support and strengthened their capacity to provide legal aid services. As a result, 16 PwDs who had legal issues were identified and were supported with legal aid. In the Battambang and Banteay Meanchey provinces, UNDP helped the authorities and civil society organizations register 7,731 PwDs (37% female) in the disability allowance scheme, 1,472 (51% female) of whom received the allowance in 2018.

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[50] The demining Project had activities and results related to vulnerable groups (PwDs), but also activities and results not related to them. For this reason, it has been included in different categories in this report.

[51] The 2014 Cambodia Demographic Health Survey established that "9.5% of the Cambodian population experience at least some degree of difficulty in performing basic functions and 2.1% experience at least a lot of difficulty and cannot do at all in performing basic functions."

[52] UNDP has been supporting the rights of persons with disabilities through the joint Disability Rights Initiative Cambodia (DRIC) programme since 2014.

[53] Aspects of access to justice for PwDs were included for the first time in the National Disability Strategic Plan (NDSP) 2019 – 2023.

To strengthen the voting rights of PwDs, UNDP supported authorities in integrating disability information into voter registration systems, enabling tailored support for PwDs at polling stations. As a result, the registration forms issued by the National Election Commission include now information on the disability status of voters which facilitates voting at polling stations. In the 2017 communal elections, UNDP supported the tracking PwDs' participation in communal elections. Based on this monitoring, it was reported that 90% of 12,000 members of disabled peoples' organizations cast their ballots in these elections.

Another area of focus for UNDP was support for skill development and employment of young people.[54] For this work, UNDP used a multi-media approach branded as "Klahan9" aimed at promoting confidence, job-seeking behavior and access to employment related information. According to the CO, about 2 million people were reached through this platform and a significant number of youth targeted by the programme expressing increased confidence in communicating with others, facing up to problems, working hard, feeling more motivated to improve their own businesses, continue their study, analyze the risks before migrating for employment and be better prepared for job interviews. An evaluation of the initiative found that the majority of beneficiaries felt motivated and confident to pursue their goals, to discuss their choices with people around them, and to acquire knowledge on soft skills.[55]

In partnership with UN Women, UNDP supported the Ministry of Women's Affairs (MoWA) in the implementation of the government's five-year gender equality strategic plan (called Neary Rattanak IV),[56] focusing on four ministries: Education, Culture, Civil Service and Agriculture. Support included provision of data and analytical advice to other government entities, as well as establishing a programme-based approach in the areas of women's economic empowerment and prevention and response to gender-based violence. The latter included advice on social media, public communications and advocacy interventions, such as two Opinion Editorials issued by MoWA which for the first time took strong position on issues of violence against women and unethical media reporting. Moreover, UNDP conducted a Gender Analysis of the Education and Public Behavioral Change Sector that is being used by MoWA to inform key stakeholders decision-making processes in respective areas. UNDP also supported authorities in expanding the Social Accountability Framework "I-SAF" to new provinces, involving more than a thousand women in the process.[57]

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[54] This is in recognition of the fact that Cambodia has one of the youngest populations in the world.
[55] Klahan 9 – PhaseII Evaluation Report, UNDP Cambodia.
[56] UNDP supported the development of a programme called "Leading the Way to Gender Equality" for the implementation of Rattanak IV.
[57] I-SAF consists of four components of action: (i) access to information and open budgets, (ii) citizen monitoring, (iii) facilitation and capacity building, and (iv) learning and monitoring.

In partnership with other UNAIDS, UNDP supported the promulgation of the Law on Compulsory Licensing for Public Health (CL law),[58] which will help secure affordable access to generic medicine, enabling Cambodians, especially the poor and vulnerable such as people living with HIV and PwDs, to manage health burdens.

UNDP and UNAIDS also provided support in establishing the system of "IDPoor" identification which consists of an ID card that enables people in need to access to healthcare and social services.[59] UNDP supported a number of people living with HIV to obtain the "IDPoor" card and at the same time worked with the Ministry of Planning in raising awareness about the system among vulnerable groups and government staff implementing the system.[60]

<u>Women's Political Participation and Representation in Civil Service, and Institutional Set-up</u>

UNDP initiated discussions with the Ministry of Civil Service and its Gender Mainstreaming Action Group on measures to increase women's representation in civil service (a Memorandum of Understanding with the Ministry is to be signed); and has been providing technical support in updating Cambodian Gender Assessment aimed at promoting evidence-based advocacy. In 2018 the Assessment included an analysis of women in public service and leadership, which will inform the development of future gender strategies.

In 2016, UNDP's project on Association of Councils Enhanced Services engaged 360 women as senator councillors, district and provincial officials over a national forum on women's political participation.

In 2017, UNDP advocated amongst political parties to increase the number women candidates in commune elections. Although it cannot be directly attributed to UNDP, there was a notable increase in the number of women elected as commune chiefs/ chief of local councils - from 95 (5.8% of total commune chiefs) in 2012 to 128 (7.8% of total commune chiefs). The UNDAF evaluation also found a significant increase in the participation of women in the work of local councils.

In 2018, at the time of review of SDG 5, Government's continuous commitment to promotion of women in decision-making became evident through ambitious SDG targets of ensuring 40% of

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[58] The law was signed by the King of Cambodia in April 2018. The law provides the Ministry of Health with the authority to rapidly issue compulsory licensing in situations of national emergency and extreme urgency to address health needs of Cambodian citizens, without a prior need to enter into negotiations with a patent holder.

[59] The IDPoor card enables cardholders to access available social protection services, particularly schemes such as the pension fund for Persons with Disabilities, Cash Transfer for Poor Pregnant Women and scholarship for education programme.

[60] It is still a challenge to track the number of Persons Living with HIV and other vulnerable groups who are granted IDPoor cards. The tracking relies on community networks which are not systematic and do not collect data regularly. The Ministry of Planning has taken efforts to review their existing database system. UNDP in close partnership with UNAIDS have provided help in restructuring the database to ensure the incorporation of PLHIV, PwDs and other key vulnerable groups in the database system. The initiative is still in progress.

women in parliament, 30% - as ministers, and 40% - as secretaries of state. A law to address discrimination against women was included as a target.

As for institutional set-up, a Technical Working Group on Women in Leadership and Governance (TWG-WLG), as part of Government-Donor Coordination Committee, was established in 2018 under the leadership of the Ministry for Women's Affairs and with support by UNDP and Oxfam. The working group is meant to serve as a multi-stakeholder mechanism to enhance knowledge exchange and coordination of activities that aim at increasing participation of women in leadership and decision-making.

*Development Effectiveness*

UNDP supported the Ministry of Planning to map the SDG goals, targets and indicators, and to develop the Cambodian Sustainable Development Goals (CSDG) framework, which was approved by the cabinet in 2018.[61] The CSDG framework was in turn used to inform the drafting of the National Strategic Development Plan (NSDP) 2019-23, another process which was supported by UNDP. NSDP incorporated 50% of the indicators from the CSDG. It should also be mentioned that gender considerations are central to the CSDG framework.[62] The Goals are being integrated with national plans, through UNDP support to the Council for the Development of Cambodia (CDC) and the Ministry of Planning.

UNDP has also had a long-term involvement in supporting development effectiveness in Cambodia. In this cycle, the focus of this work was on strengthening the system for tracking and expanding development financing. To this end, the CO commissioned a Development Finance Assessment aimed at assisting with the establishment of systems for mobilizing and managing sources of development finance.

As for gender-related development financing, UNDP's technical support to the Council for the Development of Cambodia's Official Development Assistance (ODA) database, provided since 2016, allows for recording, generating, tracking, reporting (and mobilizing) funds spent on gender interventions - classified as either "gender is the principal sector" and "making some form of contribution to gender". The latter category saw a 17% increase in 2017.  In 2018, total development cooperation funding to gender as principal sector, including civil society

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[61] UNDP-supported analysis revealed that only one-third of global indicators were considered currently measurable. Considering this limited data availability and the context of Cambodia, a reduced number of targets and indicators were chosen.

[62] To track progress towards achieving gender equality and empowering all women and girls (CSDG Goal 5), 7 country-relevant targets and 12 indicators were developed. These set out measures to collect data on progress towards the elimination of all forms of discrimination, violence and harmful practices against women, recognition and value of unpaid care and domestic work, participation and leadership opportunities for women, access to sexual and reproductive health, and adoption of policies and legislation that promote gender equality. Gender considerations were also incorporated into targets and indicators for CSDG Goal 4, to measure progress towards ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all using the Gender Parity Index (GPI) of Gross Enrolment Rate (GER).

organizations' funds, was USD 3.9 million (0.3% of total ODA); whereas projects with a value of more than USD 485 million of ODA (43% of total ODA) were recorded as having made some form of contribution to gender equality, a 30% annual increase. Agriculture, education and water and sanitation sectors were the largest in terms of gender-targeted funds (combined USD 270 million).

Another flagship activity in this area was the publication of Cambodia's Climate Public Expenditure Review (CPER) which tracks expenditure related to climate change. Another key publication produced in this cycle was the Cambodia Development Finance Assessment which provided an overview of financial flows and identified upcoming SDG financing challenges. With support from UNDP, the Council for the Development of Cambodia conducted an assessment of Development Finance in Cambodia. This assessment serves as key input informing dialogues on financing the SDGs. Another UNDP contribution in this area was enabling the government to directly access Green Climate Fund (GCF) resources for the first time.

*Other Areas*

UNDP also contributed to the development of a system for monitoring the impact of mine action on human development. UNDP supported the development of the National Mine Action Strategy 2018-25, aimed at eliminating all land mines by 2025, and the Mine Action Performance Monitoring System to support its implementation. About 17 km2 of mine contaminated land was cleared for productive use by local communities in three provinces along the border with Thailand.[63] This provided about12,000 households or 60,000 people (50% female, about 1,000 PwDs) with safe access to agricultural land and public facilities (such as schools and health centers). UNDP also assisted the Cambodian Mine Action and Victim Assistance Authority (CMAA) in sharing knowledge and expertise with international partners, such as the ASEAN Regional Mine Action Centre (ARMAC), analogous authorities in Thailand and Sri Lanka, etc. About 7,000 women and girls became more aware of gender-specific mine risks. By 2018, the country's Gender Mainstreaming in Mine Action Plan (GMAP 2018-2022) was approved.

Another area of activity for UNDP has been support for the production of cassava as an industrial crop by enhancing market access and tapping into global value chains. Cassava plantation techniques have been provided to farmers using an on-farm-demonstration approach and the Ministry of Agriculture is expected to scale up the application of these techniques across the country. UNDP has further assisted with the establishment of farmer forums which are used to share information and knowledge. Also, support has been provided to the creation of starch factories up the value chain, attraction of foreign companies in the processing of starch and identification of starch export markets. The challenges in this sector have been significant – interviewees for this evaluation listed a range of factors such as the fact that cassava producers are

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[63] Demining activities took place in the Pailin, Banteay Meanchey and Battambang provinces.

small in size, strong price fluctuation due to the lack of government intervention, lack of agricultural extension systems, etc.

To address pollution and road safety concerns in Phnom Penh, UNDP also partnered with Grab in innovative partnership with the private sector called "*Sustainable Urban Mobility for all Initiative*" (SUMAI). This initiative supported capacity-building efforts for sustainable and safe urban mobility solutions. In addition, it provided data analytics to relevant ministries to understand mobility patterns and support urban transport planning.

During the programme cycle in question, the CO launched a new NHDR on the topic of sustainable natural resource management which is expected to be published in 2019. The report is intended to raise awareness among policymakers and public on the challenges of natural resources management and provide policy recommendations on best practices regarding community-based natural resource management, sustainable timber and fuelwood production, adding value to non-timber forest products, payment for ecosystem services, and spatial planning as a tool for natural resource management. Although the report is still to be published, the analysis has informed UNDP's support for the development of the National Strategy for Production Forest and the formulation of a new project on Payment for Ecosystem Services (PES), which has already received financial support from the Swedish government. The completion of a gender assessment on sustainable natural resource management as part of the National Human Development Report (NHDR) will be completed in January 2019. As a result of this delay, lessons learned and knowledge sharing on the needs and priorities of women in resource management and the ability of these lessons learned to impact development solutions at the policy level during 2018 has been limited. The publishing of the NHDR and its integrated gender assessment in early 2019 seeks to correct this course of action.

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In conclusion and based on the foregoing, the impact of UNDP's activities during the current programme cycle has been tangible. A large part of the impact of this work is at the institutional level. UNDP helped strengthen the policy and legal framework, as was the case with a number of laws, regulations and methodologies mentioned above. By helping introduce change at this level, UNDP has helped shape the incentives of the respective organizations and agents, which ultimately has an effect on their behavior (assuming these instruments are implemented – more on this in the sustainability section). Further, through the various training activities, UNDP has supported the development of the capacities of various organizations to carry out their functions. The infrastructure projects in the areas of natural resource management and climate change adaptation have had two dimensions in terms of their contributions. First, they have demonstrated the value and feasibility of business models and technologies. Second, they have demonstrated approaches for how these infrastructure projects could be identified and carried out. On both counts, UNDP has introduced innovative concepts which have the potential to shift existing practices into more

efficient levels. Also, as can be seen in more detail in Annex X of this report, CO's contributions to gender results have been overall aligned with UNDP's Strategic Plan Outputs.[64]

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[64] Outcome 4 - Faster progress is achieved in reducing gender inequality and promoting women's empowerment.

## 4.3. EFFICIENCY

This section provides an assessment of the efficiency of the programme by focusing on key parameters closely associated with efficient management.

- Operational efficiencies such as the programme's organizational structure, budget execution rates, and timeliness of project activities;
- Quality of the human resource;
- Programme depth and synergies: the extent to which programme activities have created depth in specific areas and have been well coordinated;[65]
- Collaboration with other UN agencies to leverage their expertise and resources;
- Coordination with development partners: the extent of coordination and cooperation with other development organizations operating in the country.

### 4.3.1. Operational Efficiencies

Programme's Organizational Structure

In response to the Mid-Term Evaluation of the preceding programme cycle which recommended that UNDP Cambodia should move from a project-based approach to a policy-focused approach, the CO revamped its organizational structure in 2016 by eliminating the programme clusters and consolidating them into a programme unit and by establishing a policy unit, which was initiated as an experimental "policy project".[66] The motivation for this change was that a focus on high-level policy advice to the government responded more effectively to the changing country context (fast economic growth, shrinking development assistance, higher level of complexity and sophistication of policy environment, etc.). The need for the creation of the policy interface for engaging with the government was based on the recognition that if poverty-reduction interventions are to be sustainable, the development policies recommended and supported by UNDP must assist in ensuring that the "right" institutional, governance and market-based mechanisms are put in place, and are working both efficiently and effectively to deliver the desired outcomes. Therefore, the CO aimed to adopt a more "policy-based" approach to programming, where programmes are developed in line with an on-going policy dialogue with the government.

In practical terms, for the 2016-2018 country programme this shift meant two major changes. First, the previous multiple-thematic "clusters" that constituted the programme have been consolidated into a unified poverty-reduction programme intended to provide greater programmatic focus (whether this focus has been there will be discussed further in this report). Second, programming

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[65] Close linkages produce synergetic results and lead to cost savings, which improves overall efficiency.
[66] This is the "*Policy Project*" listed in the list of projects for this programme cycle.

has taken a more "policy-based" approach, whereby interventions are developed in line with an on-going policy dialogue with the government.

In organizational terms, this approach has led to a CO structure which consists of the current two programmatic components – "*Programme and Results*" and "*Policy and Innovations*" units.[67] As mentioned in section 3.3., the programme unit is primarily responsible for overseeing the implementation of projects. By contrast, the policy unit has a broader mandate. It is primarily responsible for providing policy support to government partners (this includes support in the areas of SDGs, social protection, national development planning, waste management, circular economy, payment for ecosystem services, etc.). It also has responsibility for resource mobilization and development of partnerships. A third function is advocacy and communications, which in the CO is placed under the Policy Unit (Box 5 provides a brief description of the areas of work in which the Policy Unit has been involved during the 2016-2018 programme cycle).

**Box 5: Key areas of involvement of the Policy Unit**

The following are areas in which the policy unit has collaborated with other units and projects:

1. Formulation of the draft national strategy for forestry production for Cambodia;
2. Completion of feasibility studies for two Payments for Ecosystem Service (PES) sites;
3. Completion of technical inputs, specifically modelling the impacts of graduation-based packages in support of the National Social Protection Policy Framework;
4. Completion of a joint research to support operationalization of the Disaster Management law; and,
5. Policy support for mainstreaming SDGs. The policy unit has also provided technical assistance for ongoing projects such as *CEDEP*, *COWES*, *EGR*, *FCPF II* and *PSLWGE*.

Box 6 shows an example of how the Policy Cluster applied the policy-based approach for developing three "signature solutions" to specific problems.

**Box 6: Signature Solutions Developed by the Policy Cluster**

In response to Cambodia's changing economic landscape and challenges to green growth, the CO applied in 2018 three of UNDP's signature solutions which were elaborated by the Policy Cluster.

- First, a resilience solution was applied through CO's contribution to research on the potential impacts of Industry 4.0's arrival in Cambodia; the opportunities and threats surrounding China's Belt and Road Initiative (BRI) to support the strategic positioning of Cambodia in the context of BRI; opportunities in the digital economy to help Cambodia position itself for competitiveness; and the creation of a social protection model focused on the transfer of assets to build resiliency for the rural poor.

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[67] These are commonly referred to as the *Programme* and *Policy* clusters.

> - Second, the CO applied the signature solution of "energy for all" through solar installation; a report on de-risking solar investment; and a solar water pumping study. This is a value-add as Cambodia committed to ensure 90% of its population has access to the grid by 2030. Investment in solar energy can ensure access to the grid for the remaining 10%.
> - Third, the promotion of nature-based solutions for a sustainable planet was applied through the drafting a National Human Development Report on natural resource management to inform the policy discourse. Green growth strategies were also developed under this signature solution, including a circular economy strategy to manage growing waste challenges and a sustainable transportation model to address increasing traffic pollution and road accidents.
>
> Contributions were also made to knowledge development (i.e. NHDR, De-risking Renewable Energy Investment report, waste management report, solar pumping study, and Payment for Ecosystem Service feasibility study). This work created the basis for new projects, including the Sida-funded "Towards Environmental Sustainability" that covers waste management, solar energy, and PES. The findings were critical to drawing government attention to new challenges and taking action in policy and planning in the areas of renewable energy and circular economy.

In terms of staff, the policy cluster is better resourced than the programme cluster. In addition to the cluster head (who is an NOC), it is projected to consist of six analysts (NOA/NOBs),[68] a few associates who assist the analysts, four P4/P5s and a few junior professionals and international volunteers.[69] Most of the positions in the policy cluster are related to the environmental sector. Three of the four P4/P5s are environmental/energy specialists, with the remaining position being the country economist, a position that was not originally planned in Policy Unit structure. Policy advisers are all part of the Advisory Group, chaired by the Country Director.

The programme cluster consists of a programme head (NOC) and four programme analysts (NOA/NOBs), each of whom is responsible for a bundle of projects. There are also four support staff assisting the programme analysts. The analysts in the programme cluster are responsible for overseeing the day-to-day implementation of all the projects. Additionally, each project has a project team (if the implementation mode is DIM) or at least one National Project Advisor or Chief Technical Advisor (if the implementation mode is NIM).[70] For the NIM implemented projects, the position of National Project Advisor or Chief Technical Advisor has proven quite useful as they play a crucial role in the monitoring and evaluation of the project, working closely with project

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[68] Of the six analysts (NO-A/B) level, 3 are new positions recruited as part of Accelerator Labs funded by HQ and not yet on board as of June 2019.

[69] The policy unit was originally expected to have a number of international experts (i.e. a senior policy advisor and 3 international policy specialists) who would play thematic coordination roles (within UNDP and with other external partners). TheCO was unable to fill all the positions envisioned in the Policy Pro Doc. There was only one policy specialist in charge of environment, a senior policy advisor/head of policy who left at the end of 2017, and a senior economist who joined in 2017.

[70] An exception is the 3Rio project which recently does not have dedicated UNDP staff.

partners to ensure that the outputs of the project were on track through field visits, consultations and reviews with stakeholders.

When considering the effects of the restructuring of the programme, one key question that emerges is whether it has lived up to its expectations?

First, it is important to emphasize here that while the organizational structure is important because it shapes staff behaviour, it cannot single-handedly serve as a panacea for addressing all functional and performance bottlenecks. It does enable a more conducive setting to work as a team with the desired approach, but ultimately it is up to all staff to make it happen. In other words, it is everyone's responsibility to play a positive, can-do role, and for managers at all levels to instill the right set of organizational values to inspire the team.

While it might be too early to assess the full effects of the reorganization of the CO, the process is expected to improve programme management, cooperation and coordination between projects and relations with partners. While before there was a programme team consisting of programme analysts and assistants responsible for implementation oversight, programme development and communications, now programme analysts are able to focus mainly on the implementation of the programme. The policy cluster, on the other hand, has been able to focus on policy advice, partnerships, communications and programme development by working with programme officers and project managers. The creation of these two clusters seems to have the potential to free programme analysts from advisory and PR/communications duties. Previously, they were unable to exercise their advisory and more strategic role in support of the development of the country programme due to heavy workload arising from their excessive involvement in day-to-day project implementation activities. Now, the reorganization is expected to make it easier for programme officers to deepen their technical expertise in the areas they cover and foster more effective cooperation between the different projects (the issue of cooperation between the projects will be discussed in more detail further in this report).

However, in interviews for this evaluation, concerns were noted with regards to how programme development is coordinated with programme implementation. The following are the main challenges identified in the course of this evaluation which management should be aware of and needs to address:

- *Programme Development* – The 2015 restructuring has led to some uncertainty about how new projects should be developed in the CO. Some interviewees noted that in certain cases not only is coordination missing in the project development process, but it is also not clear who is primarily responsible for programme development – the policy unit, the programme unit or the technical advisers based in the projects? Different views were heard on this issue.

It appears that initially (in 2016) programme development (and the preparation of project documents) was perceived to be a responsibility of the Policy Unit, but since 2017 it seems that the practice has been that whoever (from policy, program, or project) has the specific skill required for that particular project proposal will lead the design (regardless of the units).

This has led to a diversity of scenarios. In some cases, a new phase of an ongoing project has been developed by the Policy Unit (i.e. FCPF2), in other cases by the Programme Unit or projects (i.e. CCCA3, Disabilities, Inclusive Governance, Cassava, CfR4), but there have also been cases when they have been developed jointly by Programme and Policy (i.e. Youth Employment and SRL II). There have also been new projects (not a new phase) that have been developed by jointly by the Programme and Projects (i.e. Democratic Governance/ Reconciliation proposal being developed for funding from Japan). Overall, bases on interviews with CO and project staff, there seems to be some uncertainty over who should lead and actually do the writing of the project documents. Also, there seems to be uncertainty on how the substantive knowledge generated within the programme cluster informs the design of new programme ideas. Project advisors have a lot of detailed and technical knowledge about the areas they are involved in, but sometimes they felt that their reservoir of knowledge is not tapped effectively in the process of programme development.

- *Resource Mobilization* – Linked to programme development, there seems to also be uncertainty about who should be primarily for resource mobilization and how the process should be coordinated.

- *Communications* – Another concern that emerged in the course of interviews is the strength of CO communications. Communications' functions now are integrated within the policy unit and the CO has a communications strategy. But the communications strategy is not fully implemented and, based on interviews conducted for the evaluation, there seems to be limited outreach to partners and external audiences.[71] It seems that there is a need for the CO to conduct a careful assessment of communications to understand how this function may be strengthened. Another idea that was put forth by a number of interviewees was for the CO to strengthen this function by investing in human resources.

Overall, the lack of clarity around programme development, resource mobilization and communications requires the management's attention. Clear roles and responsibilities and a set of incentives are required to address these challenges.

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[71] Programme partners interviewed for this evaluation seemed to be primarily informed about their areas of activity and were not too aware of UNDP activities outside of their area. This indicated some lack of general awareness about the work of UNDP in the country.

CO's Gender Institutional Structure and Capacities

In 2014, the CO underwent the UNDP Gender Equality Seal certification process and received a "high silver" award. As a result, a Gender Seal Action Plan was developed in 2016, with establishment of Gender Focal Team being one of the action points. Currently, the CO has a multi-disciplinary gender focal team (GFT) chaired by Resident Representative. The team has Terms of Reference and annual work plan (for 2018 and 2019). There have been no records of GFT meetings in 2016-2017, whereas those had been noted as action point by the 2016 Gender Seal Action Plan. Members of the GFT participate in the CPAP design and project formulation processes in their respective capacities, i.e. programmatic, M&E, resource planning, etc., although not as a group. There are no gender focal points in thematic units or projects, however, some projects have gender specialists (**PSLWGE** and **ACES**), or a gender advisor (**SRL**).

The Gender Equality Seal has to be re-validated every two-three years. The CO has not undertaken respective process during the CPAP 2016-2018 implementation, although this was the intention for 2017, as stated in 2016 ROAR. Human Resources staff keeps track of gender parity situation and the completion of mandatory trainings, sends reminders (or asks senior manager to take action) to colleagues who have not yet undertaken the trainings, and ensures gender-sensitive recruitment processes. In 2018 the CO has launched an Action Plan to Prevent Sexual Harassment in the Workplace and Sexual Exploitation and Abuse. Gender-related 2018 Global Staff Survey results have been reviewed and discussed among the management team, with respective workplan and follow-up actions being developed. CO's staff working on M&E issues, received capacity building on gender-sensitive M&E during CPAP period.

Budget Execution Rates

Budget execution rates show the proportion of a project's resources that has been spent at a certain point in the project's lifetime. Inefficient projects are typically inadequately planned or have delays in expenditure which result in higher amounts of spending occurring at accelerated rates closer to project end dates. This typically leads to hurried decisions and hastened implementation which is rarely efficient. Also, project extensions lead to higher administrative costs which reduce the overall efficiency of the intervention. Table 15 below shows budget execution rates for each project in the period 2016-2018 (cumulative).[72]

**Table 15: Budget Execution Rates**

| No. | Project | Execution Rates |
|-----|---------|-----------------|
| 1 | SRL | 96% |
| 2 | CCCA2 | 92% |
| 3 | FCPF1 | 82% |

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[72] The analysis is based on data provided by the CO, not independently verified by the evaluators. Furthermore, the analysis is based on data from the latest budget revision of a particular year and not the original budget approved in January of the respective year.

| No. | Project | Execution Rates |
|-----|---------|-----------------|
| 4 | FCPF2 | 90% |
| 5 | CoWES | 71% |
| 6 | 3Rio | 77% |
| 7 | EGR | 82% |
| 8 | EWS | 64% |
| 9 | CEDEP | 99% |
| 10 | DRIC | 93% |
| 11 | MIY/Klahan9 | 97% |
| 12 | ACES | 82% |
| 13 | PSLWGE | 90% |
| 14 | PfDR2 | 82% |
| 15 | MAfHD: CfR3 | 93% |
| 16 | A2J-Disability | 100% |
| 17 | UNJP/YE | 41% |
| 18 | Policy Project | 95% |
| 19 | SUMAI | 82% |
| 20 | Inclusive Governance | 93% |
| 21 | AI-CMD | 76% |
| **Total** | | **88%** |

As can be seen from the table, most projects have execution rates between 80 and 100%. Three projects (*CoWES*, *3Rio* and *ACES*) have rates between 70% and 80%, which is an indication of weak implementation and inadequate planning. The real "problematic" projects from a delivery perspective are the *EWS*, *A2J-Disability* and *UNJP/YE* projects which have had delivery rates between 40 and 60%. While *EWS* has been ongoing throughout the programme cycle, the other two have started only recently and weaker execution rates might be partly explained by a tendency to underspend in the first year of the project as the project infrastructure is being established. The overall execution rate for the whole programme for the period in question is 86%.

Table 13 shows in more detail budgeted and spent amounts for all projects for each year of the 2016-2018 period. Year 2016 had an overall execution rate of about 82%, followed with years 2017 and 2018 with rates 89% and 87% respectively. Further, from the table it can be seen that there has been large variation in budget execution among projects for different years. For example, the 3Rio and EGR projects have had serious delivery issues in 2016, but have improved their performance in the two successive years. In 2017, the projects with weak delivery rates were *ACES*, *PfDR2* and *UNJP/YE*. In 2018, a project with a low execution rate was *EWS*.

Overall, delivery seems to be a recurring issue in the programme and could be linked to the planning systems that are in place for the various projects. This is an area that the CO should examine more carefully.

Resources Spent on Gender Equality and Women's Empowerment

The CPAP template does not provide guidance on percentage of budget to be allocated for gender-specific interventions, whereas CPD guidance states "that the UNDP Gender Equality Strategy requires at least 15% of UNDP's budget to be invested on gender specific interventions." While gender aspects were integrated into projects to a varying degree (see Annex X), the only project that has been regarded by the CO "as directly and fully contributing to gender equality" is the Project on Partnership for Gender Equity Phase IV (**PSLWGE**). Taking into account CO budget figures, the project's budget was US$ 1.289 m (2.2%) against the CO's total 3-year budget of US$ 56.968 m – considerably below the abovementioned 15% mark. According to the CO, it is challenging to estimate an exact budget for gender activities. UNDP projects must meet requirements in terms of gender-responsiveness (to be ensured by the time of a LPAC), and each of them is accorded a gender marker rating. Figure 8 below provides an overview of CO project resources throughout 2016-2018, in accordance with gender marker ratings, provided the gender marker had been applied in a uniformed way. Based on the desk review of ProDocs, it has been found, for instance, that a project with GEN1 (**CoWES**) has more gender-responsive attributes than a project with GEN2 (**EGR**).

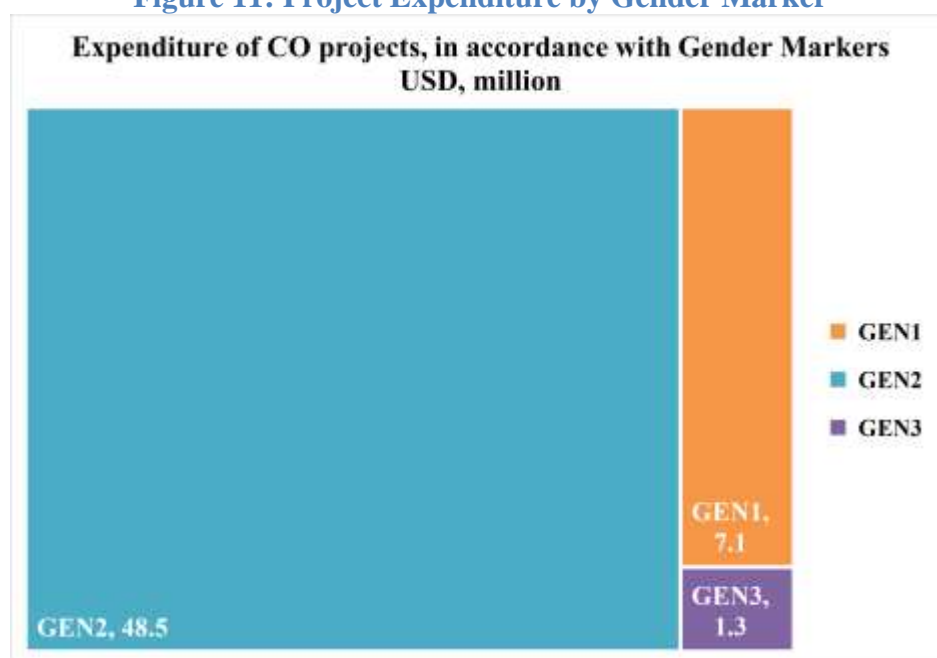**Figure 11: Project Expenditure by Gender Marker**

## Table 16: Budget Execution Rates by Project and Year

| No. | Project | 2016 Budget | 2016 Expenditure | 2017 Budget | 2017 Expenditure | 2018 Budget | 2018 Expenditure | Total 3-Year Budget | Total 3-Year Expenditure | Execution Rates |
|---|---|---|---|---|---|---|---|---|---|---|
| 1 | SRL | 43,160 | 37,867 | 953,673 | 885,206 | 1,680,408 | 1,643,536 | 2,677,241 | 2,566,609 | 96% |
| 2 | CCCA2 | 2,689,006 | 2,317,365 | 2,821,353 | 2,769,285 | 3,089,808 | 2,807,455 | 8,600,167 | 7,894,105 | 92% |
| 3 | FCPF1 | 1,771,504 | 1,204,148 | 1,520,133 | 1,508,744 | 0 | 202 | 3,291,637 | 2,713,094 | 82% |
| 4 | FCPF2 | 0 | 0 | 796,220 | 738,743 | 1,871,099 | 1,660,001 | 2,667,319 | 2,398,744 | 90% |
| 5 | CoWES | 0 | 0 | 184,950 | 120,673 | 472,877 | 347,100 | 657,827 | 467,773 | 71% |
| 6 | 3Rio | 481,250 | 187,657 | 411,661 | 369,252 | 728,511 | 699,282 | 1,621,422 | 1,256,191 | 77% |
| 7 | EGR | 1,303,394 | 872,593 | 1,623,323 | 1,519,807 | 1,617,677 | 1,341,011 | 4,544,394 | 3,733,412 | 82% |
| 8 | EWS | 86,000 | 83,586 | 2,000,000 | 1,197,908 | 2,192,144 | 1,458,350 | 4,278,144 | 2,739,844 | 64% |
| 9 | CEDEP | 221,726 | 212,099 | 665,873 | 662,954 | 124,222 | 121,764 | 1,011,821 | 996,817 | 99% |
| 10 | DRIC | 807,222 | 733,889 | 734,083 | 713,050 | 244,375 | 214,340 | 1,785,680 | 1,661,279 | 93% |
| 11 | MIY/Klahan9 | 1,093,152 | 993,708 | 1,565,088 | 1,561,796 | 1,684,337 | 1,647,437 | 4,342,577 | 4,202,941 | 97% |
| 12 | ACES | 1,039,395 | 893,421 | 1,001,133 | 791,416 | 8,478 | 2,008 | 2,049,006 | 1,686,845 | 82% |
| 13 | PSLWGE | 0 | 0 | 384,567 | 358,212 | 904,334 | 801,635 | 1,288,901 | 1,159,847 | 90% |
| 14 | PfDR2 | 767,327 | 655,460 | 962,235 | 776,567 | 1,047,661 | 831,818 | 2,777,223 | 2,263,845 | 82% |
| 15 | MAfHD: CfR3 | 2,713,170 | 2,389,701 | 4,391,347 | 4,165,711 | 2,550,056 | 2,456,601 | 9,654,573 | 9,012,013 | 93% |
| 16 | A2J-Disability | 0 | 0 | 0 | 0 | 93,296 | 93,296 | 93,296 | 93,296 | 100% |
| 17 | UNJP/YE | 0 | 0 | 60,075 | 219 | 130,830 | 78,825 | 190,905 | 79,044 | 41% |
| 18 | Policy Project | 1,334,353 | 1,130,063 | 1,514,000 | 1,498,720 | 1,712,620 | 1,702,749 | 4,560,973 | 4,331,532 | 95% |
| 19 | SUMAI | 0 | 0 | 0 | 0 | 160,000 | 130,633 | 160,000 | 130,633 | 82% |
| 20 | Inclusive Governance | 0 | 0 | 0 | 0 | 43,024 | 40,002 | 43,024 | 40,002 | 93% |
| 21 | AI-CMD | 0 | 0 | 0 | 0 | 163,944 | 124,189 | 163,944 | 124,189 | 76% |
| | **Total** | **14,350,659** | **11,711,557** | **21,589,714** | **19,638,264** | **20,519,700** | **18,202,233** | **56,460,074** | **49,552,054** | **88%** |

<u>Timeliness of Project Activities</u>

Another indicator of project efficiencies is the extent to which implementation falls behind established timelines. One quick way of assessing this is to look at projects that require extensions to complete planned activities. As can be seen from Figure 7 on page 41 (Chapter 3), the CO reported that nine projects have required extensions or will need one. A couple of these projects have required extensions for reasons outside the control of the CO (i.e. late disbursements by the donor, etc.), but still the number of extensions is considerable. Another issue for attention is the long time it takes for the projects to get started. Examples of this are the *SRL* project which took more than one year to get fully launched or the *3Rio* project that took about one year. The CO should take a more systematic look at the issue of project timelines to identify the main factors that are causing the delays in project start up or implementation.

### 4.3.2. Quality of the Human Resource

UNDP's single most important assets are its people. The quality of the individuals who deliver its activities is crucial for the quality of its work, as well as its reputation, competitiveness, partnerships, fundraising ability and ultimately its value proposition. There are multiple links between the quality of UNDP's human resource and the efficiency of its work.

The assessment of the quality of the human resources employed by the programme revealed that overall it is adequate and in line with programme requirements. CO staff are well-qualified individuals who work in challenging circumstances. Many of them have previous experience with implementing UNDP projects and are proficient with UNDP operational rules and procedures. Further, the DIM project teams seem to be well-managed and led by competent managers, which have been with the UNDP for quite some time and have developed their skills and contacts with the government. Also, the project technical advisors or chief technical advisors supporting the NIM projects have good technical knowledge and experience in the areas they cover (i.e. climate change, water management, etc.) and were praised by a number of partners during interviews for this evaluation.

One option the CO could explore is the creation of project portfolios or bundles where projects are similar in nature and where the CO has created some depth through sustained engagement (this could be the area of climate change, management of natural resources, disability, etc.). Through this approach, a project manager would be able to manage a bundle of projects, rather than one individual project and a project technical advisor would be able to oversee a bundle of projects, rather than a single project. The portfolio approach to managing the projects has been successful in some UNDP COs and might be useful to Cambodia because it might enable the CO to create economies of scale and maintain project managers, staff and advisors when individual projects close down. This could be a good solution to the perennial challenge of short project timeframes faced by most UNDP COs which do not allow for job stability for the people employed in the

projects and which typically leads to high turnover rates. Also, significant investments in the capacity of project staff are not possible in such short timeframes.

### 4.3.3. Programme Depth and Synergies

Another angle from which to assess the efficiency of the country programme is by examining the extent to which activities under different projects have been coordinated and synergetic with each other. From an efficiency perspective, it is important to understand how project activities have reinforced each other and the degree to which the programme has functioned as one.

As has already been mentioned, the consolidation of CO activities into a unified programme was intended to provide greater focus on poverty reduction and greater synergies. The previous sections of this report have already highlighted the fact that the poverty-reduction focus of the programme has not been clear, especially given the lack of an explicit ToC that identifies the mechanisms and channels through which a programme focused primarily on climate change affects multi-dimensional poverty. The question that will be explored in more detail in this section is whether the CO's new programmatic approach has led to increased synergies (and, by definition, better efficiencies) of its activities.

Programme Depth

First of all, a precondition for stable synergies and efficiencies is the depth of engagement. There are few possibilities for creating synergies where activities are short-term, superficial and volatile. So, the need to create a degree of depth in interventions is crucial. While the relevance and quality of work are essential, assuming they are both in place, there are two ways to create depth – significant and concentrated effort in one particular area or sustained engagement over time that established a history of interactions, partnerships and trust.

If we look at the activities of UNDP in the 2016-2018 cycle, it seems that the areas where the CO has created real depth are climate change, natural resource management, disability and mine action. This was also confirmed by the interviews with programme stakeholders in the course of this evaluation. Also, the area of community development has potential for depth given UNDP's heavy focus on poverty reduction in previous cycle and the presence of the *SRL* project in the cycle in question. But with the *SRL* project only it will be difficult to maintain the necessary level of depth for a number of reasons. First, the financing available from the project for the water infrastructure projects has been limited. Second, the amount of co-financing by local authorities was limited, especially in small and remote communities. Further, in some locations, the real needs and priorities of the commune identified in the commune development plan (i.e. rural roads) have been different from the project's targeted intervention (i.e. irrigation system). Consequently, funds have been sometimes insufficient and could only cover a section of an infrastructure project selected by the project (i.e. half of an irrigation canal), resulting in infrastructure that was only

partly rehabilitated. And, lastly, the project's intervention will come to an end soon and for some of its key results to be supported sustained support is required.[73] Therefore, if UNDP wants to create real depth in this area, it will need to follow up on the *SRL* project with additional community development interventions.

Programme Synergies

With regards to synergies between projects, this evaluation found that the similar nature of some projects (especially those with a focus on climate change and natural resource management) provides the CO with opportunities to forge good cooperation between projects.[74] As has already been mentioned, one of the reasons for the consolidation of CO activities into a unified poverty-reduction programme was intended to strengthen synergies between projects. The CO has forged various collaborations among projects in the past few years. The following are some key examples:

- Mine action and cassava/livelihoods: CO has coordinated and facilitated interaction between the two teams.
- Cassava and economic analysis: Collaboration between the programme team, cassava project team and policy unit in conducting an analysis on the effect of cassava on the economy.
- Economic return of education investment: Collaboration of the economic team from the Policy Unit and Youth Employment Team from the Programme Unit.
- Kulen Mountain management plan and Kulen Payment for Ecosystem Services: EGR project with support from the Policy Unit developed the Kulen management plan which has been approved. The Policy Unit is now taking it forward and is working on PES.
- Environmental Code: CCCA and FCPF projects have been heavily involved in providing technical inputs to the draft environmental code.
- CSDGs and Voluntary National Review: Collaboration between Programme/PfDR project team and Policy/Economic team
- Disability and Climate Change: Led by the Disabilities project team, the CCCA project team has been engaged in the formulation of the new programme on disabilities and climate change and facilitated/connected the disabilities team with NCSD.

Despite such achievements of the CO in forging greater cooperation between activities, some projects appear to be operating in silos. One example of this is the relationship between the *SRL* and *CCCA* projects. Both projects implemented by NCSD and share the same Project Manager and Project Director. While *SRL* is more focused on the sub-national level and works with

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[73] See Mid Term Review of the *SRL* project for more on this.
[74] This is not always easy or straightforward, because the opportunistic nature of UNDP's funding model does now allow for great flexibility in the design and structuring of the programme. Often, in its continuous search for funds, UNDP has to find compromises between government and donor preferences and interests and its own operational modalities set by Headquarters. Compromise sometimes results in individual projects with specific requirements that are difficult to integrate into the broader programme framework.

communities in two pilot provinces, **CCCA** works more at the policy level, focusing on capacity building and advisory support for MOE, but also has sub-national pilots focused on budgeting for local infrastructure initiatives. Two other projects with potential for significant linkages are **SRL** is the **Early Warning Systems** project. On water-related issues, MoWRAM is expected to facilitate information sharing and cooperation between the two projects. Also, the **CCCA2** and **FCPF** projects have significant potential for cooperation and synergies, given their focus on mitigation. Furthermore, UNOPS has been running for many years now the Small Grants Programme (SGP), which at the sub-national level is somehow similar to **SRL** because of the grant-making component.[75] There are also potential linkages with projects of other partners. For example, the Mid-Term Review of the **CEDEP** project found that there were potential linkages with several projects such as "*CIRAD on sustainable cassava agriculture, DFAT on transformation of cassava productions, JICA on research and development*".[76]

The evidence collected during the evaluation suggests that despite significant opportunities for synergies between projects, the potential is not fully used. Certainly, there is some sharing of information at the level of meetings organized by the CO and some events have been organized jointly between some projects. However, cooperation between the projects is generally not strategic and does not take full advantage of commonalities they share. Stakeholders of certain projects were not well aware of UNDP projects in other areas and could not speak to joint initiatives. Also, a quick review of the portfolio's project documents revealed no strong linkages are identified at the design stage with other projects.

A number of stakeholders interviewed for this evaluation confirmed that coordination between projects has generally been weak, although some improvement has taken place recently. They noted that when the "programme cluster" structure in place before the reorganization of the office coordination was slightly better. Some project teams do not seem to be well informed of the work that is carried out by other projects. The creation of the two units (programme and policy) has weakened coordination within the programme unit. Although the policy unit has attempted on a couple of occasions to organize project coordination meetings (primarily in the environmental area), the ultimate responsibility for project coordination falls with the programme analysts responsible for the management of project clusters.

There are obvious reasons for why greater synergies across sectors are difficult to forge. UNDP's funding is often of an opportunistic nature, so projects are developed with specific donors in mind and are driven by specific donor requirements and priorities, resulting in programmatic fragmentation and multiple projects with sometimes overlapping outputs and activities, potentially limiting results and impact. Also, when the funding source is committed to a specific issue or project, sector "silos" emerge within the programme and get further reinforced by separate project

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[75] UNDP's Cambodia Community Based Adaptation Programme (CCBAP), which was closed in 2015, adopted the SGP grant model
[76] Mid-Term Review of CEDEP project, pg. 7.

teams and steering committees. UNDP's funding model is not going to change any time soon, so the challenges of creating synergies between the different sectors will remain. What the CO can do, however, is to strengthen project linkages as much as possible within the existing constraints.

Programme Synergies at the Sub-national Level

The CO could in particular aim for further integration and consolidation of its operations at the at the sub-national level where a number of projects have operated. This strategy could include integrated frameworks for project planning and implementation at the sub-national level and matched with the CO's plans at the national level.

The programme has a significant focus on the sub-national level. Table 17 below shows the level of engagement of the 21 projects that fall under the scope of this evaluation. Only 5 projects have an exclusive engagement with the central level. The other projects have a considerable footprint at the provincial, district and commune levels. Although some of them may have a different thematic focus (on issues such as climate, natural resource or water management, disability, youth employment, etc.), these projects often share common objectives such as promoting economic diversification at the local level, strengthening the effectiveness of institutions and enhancing the capabilities of sub-national governments to carry out their functions.

For example, the *SRL* project has supported the planning process at all sub-national levels and has provided grants for the implementation of local priorities (primarily, in the area of water management). The *ACES* project has promoted citizen engagement in the policy making process (creation of commune forums) and the use of grants to incentivize them. *CCCA2* and the *Small Grants Programme* (managed by UNOPS) have provided grants for small-scale infrastructure projects in support of policy initiatives.

### Table 17: Level of Engagement of the Projects

| No. | Project | National Level | Provincial Level | District Level | Commune Level |
|-----|---------|----------------|------------------|----------------|---------------|
| 1 | SRL | x | x | x | x |
| 2 | CCCA2 | x | x | x | x |
| 3 | FCPF1 | x | | | x |
| 4 | FCPF2 | x | | | x |
| 5 | CoWES | x | x | x | x |
| 6 | 3Rio | x | | | |
| 7 | EGR | x | | | |
| 8 | EWS | x | x | | |
| 9 | CEDEP | x | x | | |
| 10 | DRIC | x | x | x | x |
| 11 | MIY/Klahan9 | x | x | | |
| 12 | ACES | x | x | x | x |
| 13 | PSLWGE | x | | | |

| No. | Project | National Level | Provincial Level | District Level | Commune Level |
|---|---|---|---|---|---|
| 14 | PfDR2 | x | | | |
| 15 | MAfHD:CfR3 | x | x | x | x |
| 16 | A2J-Disability | x | x | | |
| 17 | UNJP/YE | x | x | | |
| 18 | Policy Project | x | | | |
| 19 | SUMAI | x | x | | |
| 20 | Inclusive Governance | | | x | x |
| 21 | AI-CMD | x | x | | |

UNDP's access to local communities and authorities through these projects is an invaluable asset which can be tapped more effectively to save costs and accelerate activities. In particular, UNDP's work in support of strategic planning for local authorities (through the *SRL* project) has presented openings and opportunities for linkages to various initiatives and activities through the planning and budgeting process. There is also significant potential for efficiency gains from sharing assets or integrating activities – i.e. reduced overhead and administrative costs.

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Overall, the challenges of programme coordination and collaboration need to be addressed more systematically. The CO management should clarify roles and responsibilities and establish more effective mechanisms and incentives to strengthen coordination among projects. Another idea that was floated in the interviews is to make project coordination part of the performance indicators for the programme unit or programme analysts. The CO should also strive for further integration and consolidation of its operations at the local level and should strengthen its operational strategy at the sub-national level. This strategy could also include integrated frameworks for project planning and implementation at the sub-national level matched with the CO's plans at the national level. Such an approach will enable UNDP to weave more effectively cross-cutting issues (such as climate change, citizen engagement, social inclusion, transparency and accountability, gender equality) into thematic activities (i.e. community development, improved service delivery, disaster resilience, etc.).

### 4.3.4. Collaboration with UN Agencies and Development Partners

Collaboration with UN Agencies

The CPAP document states that "using finance as an integrator for the Goals, UNDP can provide a platform for other United Nations organizations to participate in innovative collaborations." To what extent has UNDP collaborated with the sister UN agencies in the 2016-2018 cycle and what have been the effects of that collaboration?

In the 2016-2018 period there have been UN Joint programmes:

- *Disability Rights Initiative Cambodia*: UNDP, UNICEF, WHO[77]
- *United for Youth Employment*: ILO, UNDP, UNV, UNESCO and UNICEEF.
- *Access to Justice for Persons with Disabilities*: UNDP, OHCHR

Further, a new joint programme on access to justice for people with disability was initiated in partnership with the UNOHCHR and with funding from the UN Partnership to Promote the Rights of Persons with Disabilities Multi-Donor Trust Fund.

Also, a new Joint Programme on youth employment was approved in 2017 with funding from the Swiss Development Cooperation. ILO, UNDP, UNV, UNESCO and UNICEF, will be jointly contributing to the implementation of this programme.

In addition to these joint programmes, UNDP has sought to involve UN agencies in some of the activities of its ongoing projects. The following are key examples of this involvement:

- Forest carbon partnership facility/REDD+: FAO
- Gender equality: UNWOMEN
- Joint advocacy for the adoption of law on compulsory licensing for public health and HIV sensitive ID Poor process: UNAIDS
- Social protection: UNICEF

UNDP participates in the UNDAF consolidated annual work plan and UNDAF annual results reporting. UNDP was instrumental in developing the CAWP as a member of the Programme Management Team (PMT), and as PMT focal point for UNDAF Outcome 1 on sustainable, inclusive growth and development (jointly with FAO).

The CO participates in the work of the UN Gender Theme Group. As noted at one of the interviews, at UNDAF design stage, several UN agencies had tried to advocate for a separate UNDAF outcome on gender equality, which did not happen. In addition, there was no dedicated UNDAF consultation with wide participation of stakeholders, including women's networks, on challenges with regard to gender equality, which could have allowed for prioritization of interventions.

UNDP has contributed in financial and technical terms in the formulation of the 2019-2023 UNDAF (particularly the Common Country Assessment, the vulnerability assessment and the foresight exercise), as well as the evaluation of the preceding UNDAF. UNDP supported the RC

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[77] The DRIC project had four components. The first two managed by UNDP supported government implementation of the Convention on the Rights of Persons with disabilities, along with support to disabled people's organizations to raise the profile of the issue; the third, managed by WHO, supported the strengthening of rehabilitation services through the medical system and assisted in transitioning the rehabilitation services from relying on international NGO support to being supported by the government; the fourth, managed by UNICEF, provided awareness training to communes and small grants to civil society organizations at community level to provide assistance of various sorts of disabled persons.

office in the formulation of the Media Engagement Strategy. UNDP continues to support the function of the UN RC by administering the RCO staff and budget, receiving contributions, managing security costs, and providing operational support including recruitment and procurement.

For all these positive examples of joint cooperation, there are challenges to working together as part of the UN family. As the UNDAF evaluation noted, "*joint programmes are few in number and agencies are not readily inclined to work closely in tandem and, in any event, it is difficult given quite different corporate cultures*."[78] Certain partners of UN joint programmes noted that although these programmes are formulated as one package, implementation still takes place in silo. This is to be expected to some extent, given the fragmented nature of the UN system. The agencies come with their different approaches and systems which cannot be unified or even harmonized at the country level. But there seems to agreement among the interviewees that the agencies, including UNDP, can do a lot more to streamline and coordinate their processes to lower transaction costs for their partners. Further, given UNDP's flexibility in engaging in a wide range of thematic areas, there were also concerns expressed by certain partner agencies about the lack of a clear division of mandates and responsibilities at the country level. Again, this is a problem of coordination because in areas where a UN agency is better positioned UNDP does not need to compete with it or substitute it, but can leverage the expertise of that organization to the benefit of the client and the country. Another example of inadequate coordination that was noted during this evaluation is in the process of allocation of GEF funding. UN agencies approach the government individually and seem to be competing with each other for funding, which creates challenges for the government in managing these relationships.

Coordination with Development Partners

Overall, donor coordination was perceived as weak by many stakeholders interviewed for this evaluation. Development partners hold coordination meetings occasionally, but the level of cooperation is mainly on information sharing. The government's role in donor coordination is not fully adequate as it seems to lack the capacity and commitment to coordinate the donor community and harmonize incoming financial flows. Overall, a strong leadership role of the government is lacking and information about donor activities in this area is fragmented.

UNDP has supported Cambodia Development Council (CDC) to establish and maintain an Overseas Development Assistance (ODA) database for several years. While there is room for improvements, the database is considered to be a good practice among developing countries. Partner country governments, UNDP COs or other donors often approach Cambodia to learn more about its information management system, which is an indicator of its quality. UNDP has played a key role in the area of climate change and has led coordination around specific issues on the basis of its ongoing projects. It has actively partnered with the development partners.

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[78] Evaluation of the UNDAF Cycles 2011-2015 and 2016-2018 in Cambodia, November 2017.

The lack of strong donor coordination presents an opportunity for UNDP to become more involved in the coordination of development assistance. In the area of climate change and natural resource management, UNDP is well-positioned and capable of playing a more important role, and, through that role, to be able to mobilize more resources for its operations in the country. The same applies to a potentially stronger "integrator" (as defined in the CPD) role in the area of gender equality and women's empowerment, in close cooperation with other concerned agencies, such as UN Women.  Especially at the sub-national level, UNDP is well positioned to help governments and donors coordinate their efforts more effectively, which may also provide additional funding opportunities.

## 4.4. SUSTAINABILITY

While several factors shape the sustainability of UNDP's programme, the focus of this report will be on those aspects that require more attention from the CO. The areas that will be reviewed in this section are: i) policy implementation; ii) pilots, replication, and institutionalization; iii) co-financing by the government and private sector; and, iv) information sharing and awareness raising.

### 4.4.1. Policy Implementation

A key feature of UNDP's programme with important implications for sustainability is its focus on policy formulation. Many of the projects in the 2016-2018 cycle have contributed to the development of an impressive body of policy instruments - draft laws, regulations, plans or strategies – at the national, sub-national and sectoral level. The following are main examples of strategies, policies and tools the CO has helped the government develop:

- National Strategic Development Plan (NSDP)
- Cambodia Sustainable Development Goals (CSDG) framework
- National Protected Areas Strategic Management Plan (NPASMP)
- National REDD+ Strategy 2017-21 (which included the results-based payment system)
- Environmental Code
- Disaster Management Law
- Integrated Ecosystem Mapping and Decision Support Systems
- National Production Forest Strategy
- Action and Investment Plan for Protected Area Management, etc.
- National Disability Strategic Plan (NDSP) 2014-18
- Law on Compulsory Licensing for Public Health
- National Mine Action Strategy and NMAS Action Plan

However, beyond the development and adoption of policy and legislation, a serious issue for all levels of government is implementation. This was identified as a major issue by many stakeholders interviewed for this evaluation. Insufficient follow through on policy development is a systemic challenge for all levels of government. A number of approved programmes across sectors exist on paper and are not implemented. Years of reforms and amendments in legislation and policies have led to only small improvements in the capability to implement. The lack of implementation has an impact on the sustainability of UNDP projects supporting policy reforms because in such a situation projects have a hard time turning project outputs (such as policies, regulations, studies, etc.) into sustained action leading to improved outcomes.

The CO recognizes that there is a possible risk of disconnect between its work at the policy level and the reality on the ground.[79] The problem of implementation is also highlighted in some project evaluations. For example, the Mid-Term Review of the **MAfHD:CfR3** project noted that "*the results of the project were very likely to be sustainable considering that they had focused on policy and strategy development (NMAS, 'Safe Village'), and mainstreaming tools and new practices (PMS) into the day-to-day work of CMAA. However, strategies and tools only go so far, and must be both owned and implemented by CMAA to effect any change.*" In practice, some UNDP interventions in this area have supported not only the development of policy but also the capability of government entities to implement policies. The focus has been on human resource and financing aspects which are key (but not the only) prerequisites for implementation. The **CCCA2** project, for example, has focused not only on the development of sectoral climate change strategies, but has also provided ministries with grants to implement selected activities from those activities. The project has also been closely involved with the budget process to ensure that climate change strategies receive the needed allocations of funding for implementation. At the sub-national level, the **SRL** project has supported not only the development of district or commune development plans, but has also financed practical priority initiatives identified in those plans. Further, the two **FCPF** projects have focused on helping the government establish sound and sustainable financing mechanisms in the areas natural resource management.

Despite these good practices, there is room for further work on supporting authorities to focus more on the implementation of laws and regulations on the ground. One area of work is to challenge the idea that "adoption of laws is all that matters" that was noted during some of the interviews for this evaluation. According to this mentality, the passing of a law or adoption of a strategy is considered a success. At the level of project design, the CO could take a more systematic approach to the support it provides to national partners, covering the whole policy-making spectrum, including implementation.[80] The implementation challenge is a big question that falls outside the scope of this evaluation, but one which the CO could explore further.

### 4.4.2. Pilots, Replication and Institutionalization

UNDP's programme has had a significant focus on piloting and demonstrating innovative solutions to specific problems, with the expectation that if successful they will be replicated, scaled up and institutionalized. The key idea here is that UNDP is not in the business of itself solving

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[79] UNDP's Results-Oriented Annual Reporting (ROAR), 2017.
[80] In this approach, UNDP's focus could be not only on passing laws and strategies, but also on creating and strengthening the organizational structures that will implement those laws and strategies. A series of steps need to be considered for building successful organizations, including drafting and adopting laws that create institutions and organizations, staffing organizations and allocating funding for their operations, training management and staff to implement policies, etc.

Cambodia's problems, but helping national stakeholders identify systemic solutions to these problems.

The following are just a few (non-exhaustive) examples that provide a sense of the importance of piloting in the 2016-2018 programme:

- *CEDEP* – The project piloted the creation of producer associations in the cassava sector in response to the problem of market fragmentation resulting from the small size of landholdings. The challenge in the project was to make these associations sustainable after the end of the project. The sustainability of the created associations was highlighted by the project's Mid-Term Review as a major challenge of the project.
- *ACES* – The project piloted the establishment of local government associations. These associations were funded by the project, but when financing stopped the challenge was how to make them sustainable. The impact evaluation report of the *ACES* project focused on the sustainability of the structures created on the basis of grants as one of the project's key challenges.
- *3Rio* – The project promoted the piloting of the Clearing-House Mechanism (CHM) at municipality level. To implement the pilot, the project entered into an implementing partnership agreement with a municipality to develop and pilot test a CHM Three Rios training package for NGOs to disseminate and carry forward the learning about the CHM and the three conventions through its network of communities. The question is how will this work be carried out sustainably in the future when project financing is now available anymore.
- *FCPF* – Cambodia is a trailblazer in implementing REDD+ pilot projects.[81] However, as the MTR of the FCPF project indicated, demonstration activities provide valuable insights, lessons and options for successful REDD+ implementation. Consolidation of lessons and identifying opportunities and options for upscaling REDD+ actions are still to be undertaken.
- *Inclusive Governance* – The project was designed to strengthen the capacity of local administrations and citizen engagement in selected areas through the introduction and implementation of local service delivery models which reflect local needs, local initiatives, key national policies and regulations and that can be up-scaled and used as evidence for further policy discussion. The scaling up of these models have been a significant challenge of this project because a range of financing and organizational issues need to be resolved in the process.

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[81] As stated in the FCPF MTR (page 33), the FCPF project has piloted Commune Land Use Planning (CLUP) with the integration of Partnership Forestry (PF) and CF as a means to reduce emissions from deforestation and forest degradation and to also to improve rural livelihoods. Partnership Forestry is decentralized forest management between the commune council and the Forestry Administration where the FA extends rights to communes to manage the forest resources under specific conditions.

- ***A2J-Disability*** – UNDP supported the Cambodian Disabled People Organization (CDPO), an umbrella NGO for disability, and provincial Disabled People Organizations in the Battambang and Banteay Meanchey provinces to set up a referral directory for PwDs in need of legal support and strengthened their capacity to provide legal aid services. The question is how will this scheme be established in other provinces and operated sustainably.
- ***SRL*** – By integrating climate change adaptation measures into local governments' practices and development planning activities, this project provided durable solutions to concrete problems of climate change. A key focus of this institutional strengthening included the local development planning process that exists at the provincial, district and commune levels and improving the links between this process, the networks of NGOs/CSOs that have been playing a critical role of filling the gap of public service shortfalls, especially in rural Cambodia. Thus, the project's logic was not based on solving specific problems in a one-off manner, but by helping local institutions take care of these problems in the long run. However, some of the livelihood groups created by this project are not properly institutionalized and their organization is weak. Getting these groups to operate on self-sustaining fashion will require sustained support, financially, technically and also politically. Also, questions remain around the sustainability of some of this project's water infrastructure initiatives, whose purpose was to demonstrate in very practical terms solutions to adaptation problems. How are these initiatives going to be maintained after the completion of the project? And, how is this model going to be scaled up at the national level?

These are just a few examples of how challenging it is to move from the piloting of solutions to scaled up implementation driven by national institutions. But there have also been good examples of proper institutionalization that enhances sustainability. For example, the decision that was made early on by the ***CCCA*** project to use the government system to channel climate change funds, rather than use an external trust fund as foreseen in the project document, seems to have been a reasonable one. Similarly, the use by the ***SRL*** project of the government's budget system for the allocation of grants to sub-national government is a good example of this. Using existing government systems is the best path to sustainability.

However, the scaling up of pilot initiatives and institutionalization is an area where there are significant challenges and where there is room for further improvement by the CO. One important aspect is having a clear strategy for how these piloting initiatives will be brought to scale. This challenge has already been noted in a number of project evaluations. Some UNDP COs like Bosnia and Herzegovina have undertaken studies into the replication and scaling up of their pilot initiatives which have helped them develop strategies for how to approach this aspect of sustainability more effectively. This is an experience that UNDP Cambodia could consider.

Another area where the CO could make improvements is in strengthening the system for the monitoring and tracking of the performance of pilots over time – the lessons they generate during

the piloting stage and the extent to which they get replicated and scaled up. Information about pilots and replication was not easily available or sufficient in the UNDP reporting documents reviewed for this evaluation. More data on this will be useful not only for the CO, but also for partners and donors. As part of the monitoring and evaluation system, the programme could track pilot initiatives over time and way beyond the end of a project's lifetime – which is typically too short to allow for a definitive assessment of the success of pilots. Ultimately, the CO could strengthen its planning and monitoring of pilot initiatives and their demonstration effects, so that their replicability and scaling up are monitored and supported more effectively. The CO could focus more on documenting results, lessons, experiences, and good practices so that they are shared more widely, replicated, and scaled up.

### 4.4.3. Co-financing by the Government and the Private Sector

The 2016-2018 programme has also involved commitment of co-financing by government entities or the private sector, especially in the case of GEF-funded projects.[82] Co-financing is an indication of commitment and ownership from the partners. But it is also an important aspect of sustainability. It is important that UNDP projects be placed on a sound footing with sustainable financing provided by the state or the market.

Co-financing is typically committed at the project design stage and is utilized for the implementation of pilot initiatives. Projects like *MAfHD:CfR3*, *EWS*, *EGR*, *FCPF* and *SRL* have had significant commitments of co-financing on paper. However, the amount of co-financing that has actually transpired in the course of project implementation has been quite different from what was committed. For example, in the case of the *MAfHD:CfR3* project, the Mid-Term Review reported that although "*the project was designed and budgeted with the expectation that the RGC would commit to cost-sharing or co-financing some of the activities, it was difficult and finally impossible to get the Ministry of Economy and Finance to agree to cost-sharing in any form*".[83] Understanding what level of co-financing was generated by the whole programme in the period 2016-2018 was not possible because the CO has not been able to fully track and justify project co-financing. This happens for two reasons – either the definition of "co-financing" in the project document is not too clear or the project did not have the right mechanism/system for tracking it. This requires the establishment of clear methods and systems for defining these financing streams and tracking them over time.

Given the systemic nature of this problem, the CO should look into the co-financing issue more carefully. The key issues to which the CO should pay attention are:

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[82] Contributions committed the government (national and subnational levels) and other sources (primarily the private sector) are agreed in signed project documents. This is mainly in the form of in-kind contributions for the various demonstration pilots or infrastructure initiatives designed to take place under the projects.
[83] Mid-Term Review of *MAfHD:CfR3* project, pg. 15.

- Establishing a clear definition of financing and a sound system for tracking co-financing based on solid evidence (and as part of the CO's RBM system).
- Working with partners in making clear and realistic commitments about co-financing in project documents. This requires a good assessment of what is feasible and what isn't.

Furthermore, where possible, UNDP should seek to establish competitive market mechanisms to ensure the sustainability and scale of initiatives. For certain initiatives in the area of climate change and energy efficiency, the CO should look more closely at the private sector as a partner that can provide more sustainable solutions. This is already happening in some of the projects (*CCCA* and *CEDEP*, in particular). For example, the next phase of the *CCCA* project (*CCCA3*) is planning to engage more actively with the private sector to ensure that climate change regulations get enforced. Furthermore, the CO has for the first time mobilized during this programme cycle financing from a private company (Grab). But given Cambodia's fast growth and the emergence of a strong private sector, there is potential for more sustainable solutions through the private sector. Furthermore, instead of providing grants (which are a ubiquitous feature of the current programme), the CO could consider the right incentives and conditions for the projects it promotes to secure access to international financial institutions and banks for finance. By playing the role of the catalyzer, UNDP will be able to achieve much more impact than if it had just provided grants.

### 4.4.4. Information Sharing and Awareness Raising

A number of projects have had components related to information-sharing and awareness-raising around issues of climate change, management of natural resources, gender equality, rights of PwDs, youth employment, mine awareness, etc., with large budgets on communications and information sharing. This evaluation was not able to estimate the amount of money spent on awareness raising activities, but the amount must be quite significant relative to the total budget spent. While many of these activities are useful and serve a clear purpose, this is probably a good time for the UNDP to take a more strategic approach in this area. Taking the work on information sharing and awareness one notch up will help the CO strengthen its impact and image in the country.

The CO should not lose sight of the fact that the purpose of information-sharing and awareness-raising is to change people's behavior. So, when designing public information campaigns and events, it is important to examine what behavior and whose behavior the programme is changing. For example, the activities undertaken by the CO in the area of youth employment focused on the production of a popular TV programme aimed at raising awareness among youth on employment opportunities. When asked what indicator of progress the project staff were tracking, they mentioned the number of people watching the TV programme. However, this does not say anything about the extent to which the behavior of the targeted audience was changed. When asked whether the team was tracking the number of people in the TV programme audience who were

actually getting jobs, the answer was negative. And it is this number (number of people who get a job) that actually matters when it comes to behavior change.

This requires detailed thinking about the type of behavior the CO wants to promote and the agents whose behavior it is seeking to change. The CO should identify the type of information that has the power to change behavior and the channel through which this information should be communicated to the target group. The way the information is packaged matters a lot, but the way it is transmitted to the target group matters even more. Therefore, it is important to identify whose opinion matters for the target audience and how that opinion could be used most effectively to change behavior. It is also important to recognize that individuals operate in a social environment and that human behavior is largely influenced by social norms set within the community in which individuals live. So, if the CO wants to change individual behaviour, it needs to understand the social norms prevailing in the community and the factors that shape social norms.

As can be seen from this very short discussion, the area of information sharing and awareness raising is quite complex and requires a lot of thinking and strategizing. The latest research on social psychology has produced many interesting insights about this kind of work and many development organizations have begun to internalize them in their activities. The approach that was noted during this evaluation in the CO's programme and projects was more simplistic, focusing on carrying a certain message to the target group, without reflecting too deeply about the process of behavior change and strategizing about the various instruments that can be used to change behavior. This is something that the CO should consider more strategically and systematically in the context of the development of the new CPD and new projects.

Gender Programming

In addition to the above-mentioned findings that equally apply to gender programming, an attempt has been made to look into factors and opportunities that relate to sustainability of CO's gender-results: staff, partners' and beneficiaries' gender knowledge and capacity, financing, partners' commitment and leverage.

As noted at an interview, most of UNDP personnel know gender targeting "on the surface"; however, there is a demand to deepen this knowledge which occurs in the context of non-existing budget for capacity building on results-based gender mainstreaming. Related to the latter is an opinion shared that implementation of gender-specific activities remains challenging due to the fact that staff have their own thematic portfolios to implement. As a result, as noted by an interviewee, "some aspects of gender are not sufficiently taken into account".

Moreover, whereas the Gender Focal Team has tools (i.e. Work Plan) and functioning mechanisms (such as meetings), it has been shared by interviewees that the Team members face challenges in dedicating sufficient amount of time to tasks that require wide consultation and constant involvement by providing technical expertise. For instance, whereas most of environment area projects receive technical gender advice from regional colleagues, projects aimed at support to

vulnerable groups usually have budget constraints that prevent project developers from undertaking gender analyses and/or baseline studies. In addition, the fact that the GFT has a member who can be considered as the only one trained and experienced in gender programming, and who works full time on a GEN 3 project (**PSLWGE**) that has an end date (in 2019), may present a risk to sustainability in terms of the Group's collective gender knowledge. Some interviewees also noted that constant involvement into and championing of the Group's activities by CO's senior management would benefit the office's gender-responsiveness culture.

As can be seen from the expenditure overview (Table 13), as little as 2.2% of the total CPAP budget was spent specifically within the GEN 3 project (**PSLWGE**), while it is required by UNDP Gender Equality Strategy to reach at least 15% of respective allocation. There is, nevertheless, sufficient evidence on the fact that many CO's projects allocate funds for gender programming, while it is challenging to derive the percentage from their total budgets and aggregate the total CO's amount spent on gender-related activities.

Despite the fact that many UNDP projects on the ground involve beneficiaries, including women, there is little evidence of adequate level of capacity for these groups of population to take over the ownership of the actions and results of the projects and maintain and further develop the results.

It has also been noted by interviewees that development funding for gender equality in Cambodia is still insufficient, and that encouraging commitment towards women's empowerment and gender knowledge of government partners (including on gender-sensitive results-based management) require further investment, behavioral change and longer-term development interventions. An opinion shared by an interviewee related to the criticality of UNDP's continued support in this regard, especially in terms of advocacy directed at the Ministry of Finance for increased allocations towards gender equality across all thematic areas and government entities.

It is also very important for UNDP to address the opinion of some Government partners on "gender mainstreaming being sometimes excessive and gender being pushed in every line". Partners should be presented with examples on successful gender-sensitive government programmes in other countries (these can be provided by Regional Gender Advisor) and positive results achieved for all groups of beneficiaries. This is a capacity development matter: for instance, as noted by an interviewee, investing in capacity building of young change makers in MoWA proved the latter have high potential to influence implementation of gender-related activities.

In addition, given the fact that in the executive hierarchy MoWA is placed at the level equal to other ministries, it appears that the Ministry needs additional leverage to advocate for enhanced gender programming among its peers. Alternatively, as shared by an interviewee, this role can be exercised by an authority with a larger decision-making power, such as the Cambodian National Council for Women chaired by the Prime Minister. The option can be considered jointly with Government partners and other stakeholders working in the area.

# CHAPTER 5: STRATEGIC POSITIONING

This section analyzes UNDP's comparative advantage and its positioning in the country's development context relative to its comparative advantage. It also examines the partnerships' strategy that UNDP could pursue and identify sources of funding which the CO could tap into for its next programme cycle.

## 5.1. UNDP'S COMPARATIVE ADVANTAGE

UNDP Cambodia is well-positioned and has significant comparative advantages.

- First, UNDP has accumulated an extensive experience in addressing a range of development issues in the country and has created depth in the areas of climate change and natural resource management, disability, and mine action.
- Second, meetings conducted for this evaluation with a wide range of actors confirmed that UNDP has developed good relations with governments and civil society at all levels. Stakeholders value UNDP for its neutrality and impartiality and trust and respect it. The access to governments and civil society that UNDP enjoys place it in a good position to play a strong advocacy role and undertake pioneering initiatives.
- Third, UNDP enjoys high visibility and a good image in the country. Partners from all sides noted UNDP's good financial system control, effective procurement systems, and transparent decision making.
- Fourth, when needed, UNDP is able to mobilize support from a range of UNDP and UN structures. Its access to a vast global network of experts allows it to tap into comparative experiences and technical support from other regions. Although some concerns were raised in terms of receiving advice on gender programming from regional advisers, the CO benefits from substantial support with project formulation and input into the development of the logical frameworks, recruitment of international experts, identification of key stakeholders, etc.

These factors provide the CO with a strong comparative advantage and portend well for its future. The CO, however, should not become complacent, but should continue to build on the good foundations it has laid to further strengthen these success factors.

## 5.2. POSITIONING AND RESOURCE MOBILIZATION

As has been discussed in Chapter 3 of this report, UNDP's portfolio of projects in the 2016-2018 period has been primarily oriented towards environmental protection (climate change and the management of natural). This can be seen in Figure 12 below where the share of environmental projects in the total programme budget is about 50%. The other area of focus of the programme is what is called in this report "*Rights of Vulnerable Groups*", which is a group of projects targeting PwDs, women and youth. The share of this group's budget to the whole programme budget is about 20%. The rest are projects that have been already discussed in this report such as cassava, mine action, local governance, development effectiveness, etc.

**Figure 12: Programme Budget by Category**
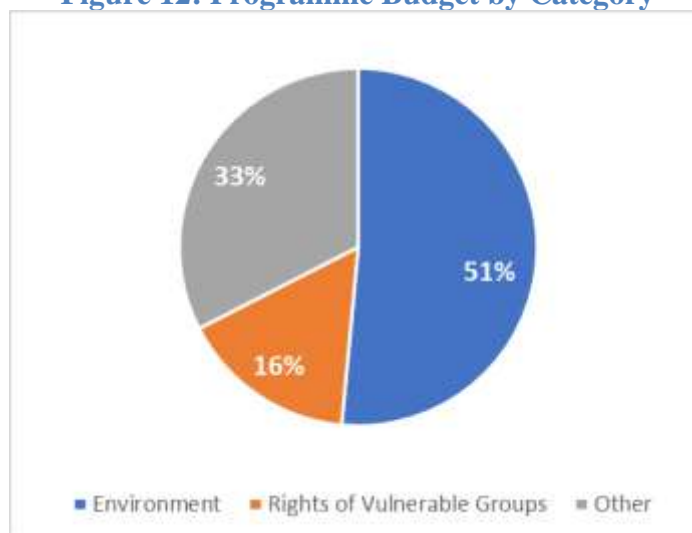


Between the 2016-2018 programme and the preceding programme a shift has happened, which was also noted in the UNDAF evaluation and the Poverty Thematic Evaluation. The shift has been in the focus of the programme - from direct poverty reduction interventions, targeting livelihoods and gender equality, to climate change. Although the poverty reduction thrust of the programme is still there, it is done primarily through climate change and natural resource management interventions which have a livelihoods component (examples of this are projects such as *SRL*, *CCCA2*, *FCPF*, etc.). Also, activities in the area of democratic governance, including those related to gender equality and women's empowerment, have shrunk considerably as a result of reduced donor funding for this sector. Obviously, the increase in prominence of the environmental sector is due to increased availability of funding for climate change activities.

Expenditure trends for the two CPD cycles (2011-15 and 2016-18) have remained similar, at approximately US$ 17-18 m per year. However, UNDP core resources have decreased from US$ 3-5 m per year to barely US$ 3 m for the period 2016-18. Likewise, bilateral funding is declining. For instance, the EU used to fund major governance programmes, but in the 2016-2018 cycle it only funded only two projects which continued from the previous cycle (*ACES* and *CCCA2*).

Vertical climate and environmental funds (such as GEF and FCPF) have gradually increased their contributions, though this type of funding has not yet made up the majority of funding for the 2016-18 cycle. Private sector funding emerged in 2018 as a new source, however, it remains limited.[84]

Figure 13 shows the sources of financing by donor. As noted in Chapter 3, GEF has been the largest contributor of the environmental programme with a total of about US$ 11.5 m, followed by DFAT with about US$ 11 m and Sida with more than US$ 9 m. Sida has been a major supporter of the climate change alliance (*CCCA2*) and the multimedia (*MIY/Klahan9*) projects, and the only supporter of the project with gender as principal objective (*PSLWGE*). FCPF has been a major funder of the REDD+ activities with about US$ 9 m, followed by the EU which has provided about US$ 9 m. SDC and USAID have contributed about US$ 4 m each.

**Figure 13: Shares of Donor Contributions**
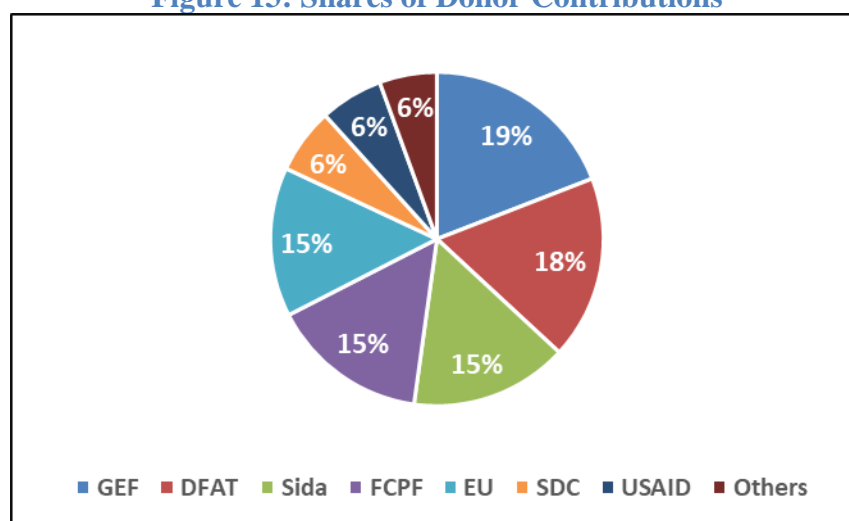


Based on this funding situation, it is obvious that the CO has been successful in creating and broad and well-diversified funding base, as far as the number of donors in concerned. This is a sign of trust and confidence that donors have in the ability of UNDP to deliver results in the areas where it is working.

Looking forward

Looking forward, the key questions the CO faces are – How is the programme currently positioned and what types of activities and sources of funding will be available to sustain activities in the coming years? Which types of activities and thematic areas the CO should engage with?

In this area, the CO faces a couple of challenges.

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[84] The CO succeeded in mobilizing private sector funding from Grab Taxi and Green Leader, a cassava processing firm.

- Cambodia's positive economic trends have been favourable for programming, expanding the fiscal space, enabling consideration of progressive reforms and spurring interest in improving the quality of growth. Yet, they have also weakened the scope for resource mobilization. Cambodia's achievement of middle-income status in 2016 is leading donors to re-examine their plans, especially terms of delivery via UN agencies.
- As a result of certain restrictions, including for CSOs and women's networks, Cambodia is facing decreasing financing from development partners. The EU and US withdrew support from the Election Committee and de-mining operations, and have limited their future engagement in these areas.

These factors, combined with fiercer competition among development partners for a smaller pool of funds, will present an increasing challenge to UNDP. The CO's best response to this situation would be a three-pronged strategy.

4. Leveraging success and good standing in the areas where the CO is already well-established to further strengthen partnerships with traditional partners on the basis of competence, results and cost-effectiveness.
5. Explore new areas where UNDP could strengthen its presence on the basis of its comparative advantage (i.e. democratic governance, energy efficiency, advocating for gender equality, service delivery, etc.).
6. Engaging non-traditional sources of funding by presenting them with attractive options of cooperation.

The first item is largely explored throughout this report, so the focus of the remainder of this section will be on the second and third elements.

*New areas*

In terms of thematic areas, climate change, natural resource management, disability rights, youth development and mine action are areas where UNDP is already well-established, by creating significant depth and emerging as a serious player in the country. Factors contributing to this success include early niche-positioning and good cooperation with authorities at the national and sub-national level. These areas are central to the new country programme (2019-2023) and will therefore remain important areas of work.

As can be seen from the description of the CPD 2019-2023 in Box 7 below, the key new areas in which the new country programme expands are solar energy and waste management.[85] For these

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[85] Waste management will be the focus of the Sida-funded project "Buliding an Enabling Environment for Sustainable Development". In 2018, UNDP undertook a new approach to support sub-national administrations in the implementation of the solid waste management function which was delegated from the national Government. The support is expected to put in place gender sensitive and inclusive solid waste management plans in three municipalities in Siem Reap, Kampong Chhnang and Steung Treng where solid waste was identified as an issue seriously polluting the environment and affecting the lives of the people. At the time of this evaluation, the project was in its inception phase, therefore results are yet to play out.

areas, there is a clear pipeline of projects. Further, in contrast to the past programme which placed a strong emphasis on capacity development, the new CPD is more focused on supporting the authorities in the delivery of public services and the engagement of citizens in the process to hold public officials accountable.[86] There is also stronger focus on innovations in governance and at the sectoral level.

**Box 7: Focus area of CPD 2019-2023**

CPD 2019-2023 identifies the following three outcome areas:

- **Outcome 1** - To expand opportunities for decent work and technological innovation in an increasingly competitive economy, UNDP will prioritize development of a graduation-based social protection pilot for several thousand households; launch of an Innovation Hub to support new development approaches focused on solar energy, circular economy and Industry 4.0; technical assistance and gender mainstreaming for mine clearance to support livelihood improvement; and dissemination of research, toolkits and multimedia to support youth employment.

- **Outcome 2** - To contribute towards improved environmental resiliency, UNDP will design a solid waste management model for subnational implementation with citizen engagement mechanisms; support development of a National Action Plan for Disaster Risk Reduction and build capacity in climate forecasting/maintaining automated weather systems; finalize Cambodia's Environmental Code and its Action and Investment Plan for implementing the National REDD+ Strategy; launch the new national climate change platform/data portal; and operationalize 50 climate-resilient infrastructure schemes.

- **Outcome 3** - To support more transparent and accountable legislative and governance frameworks, UNDP will further support Cambodia's SDG framework as an integrated M&E/development planning platform and delivery of the Voluntary National Review; finalize the Cambodia Gender Assessment 2018 and First National Gender Policy along with agreements to formalize gender equality into 4 line ministries' annual work and budget plans; develop a governance dashboard to monitor subnational council performance; and ensure the National Disability Strategic Plan (2019-2023) includes access to justice for persons with disability.

Looking at the big picture, one area in which UNDP traditionally been strong but which is not covered sufficiently well by the previous or current programme is ***democratic governance***.[87] Although this is an area where it has had large programmes in the past (i.e. programmes related to public administration, decentralization, rule of law, etc.), the current programme is limited to the

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[86] The idea behind the engagement of citizens in the delivery of services is that it strengthens social accountability by creating incentives for public officials to deliver better and more transparent services.
[87] The term "democratic governance" is a broad term that can be used to cover a wide range of things. But here it is used to describe activities related to human rights, rule of law, participation, accountability, parliament, civil service, etc.

area of governance of the environmental sector as a result of political sensitivities and resource constraints. While some donors have limited their activities in this area, others (such as Sida and EU) recognize that there may be opportunities to engage more effectively on democratic governance through UNDP. In this situation, the CO is exploring alternative approaches, such the social accountability framework, effective delivery of services and decentralization, youth mobilization and empowerment focused on employment and skills.

Another area where UNDP is globally strong, but which so far has not received a lot of attention in the programme is *energy efficiency*. As energy provision becomes an increasing challenge, one would expect that energy efficiency would be significant emerging need in Cambodia. The CO has recently hired an energy advisor and has been developing plans on solar energy. This is a good approach, but it might be worthwhile for the CO to also explore energy efficiency as another potential area of programming. One aspect of energy efficiency for which UNDP would be well positioned is energy efficiency in buildings (UNIDO is already covering energy efficiency in the industrial sector, whereas ADB has a large programme on renewables). The private sector seems quite interested in this sector, so this might also create opportunities for UNDP to engage more closely with the private sector. A major challenge in this area is that the government does not have an approved policy on energy efficiency yet, but the EU is supporting in this area and the policy might be adopted soon.

Further, as already discussed in this report, UNDP can strengthen its engagement at the *sub-national level* and be a quite competitive player, especially if it will be able to further integrate and consolidate its local-level activities across sectors. UNDP's long-running programmes on area-based development have enabled it to accumulate knowledge of local development issues and forge strong partnerships with local governments and communities. Decades of work at the local level have given UNDP greater visibility and acceptance among ordinary people and local decision makers. If the CO is to further engage in the area of service delivery (which is under consideration), the sub-national level will be important because this is where a lot of interaction with the citizens takes place. Social accountability in the delivery of services at the local level seems to be receiving a lot of attention from the government and other development partners. The government has already developed a social accountability model and is being supported by the World Bank in implementing it. The idea of a Trust Fund in support of these activities has been floated and is under consideration. Other donors are interested in this area – EU, SDC, Sida, etc. Interviewees mentioned that the donors working in this area have set up a coordination arrangement in which it appears that UNDP is not participating yet. For the CO, it will be important to join this conversation if it wishes to become more engaged with this area.

Needless to say, cross-cutting features of the CO's programming (such as SDGs, gender, innovations, mainstreaming of environmental and disaster risk concerns, etc.), which are already in place, will remain key features of UNDP's programme. But the CO may further capitalize on them to strengthen its competitiveness and positioning.

### *Non-traditional sources of funding*

Funding for the 2019-2023 is largely expected from traditional donors (such as GEF, Sida, DFAT and SDC). Also, the CO has made some progress in mobilizing funding from the private sector (two companies - Green Leader and Grab). With a more vibrant private sector, public-private partnerships are a new focus of the CPD and the CO should continue efforts in this area.

Another source of funding available to UNDP is cost-sharing from the government. Given Cambodia's advancement towards middle-income status, the CO should seek to establish a cost sharing mechanism with the government on the basis of annual project proposals developed jointly with line ministries in key priority areas. The CO should try to make its support more demand-driven by pursuing direct cost-sharing in the provision of policy support. The government is already required to make contributions to ADB/WB loan projects, so the principle of cost sharing is not new.

Overall, UNDP efforts to identify and engage non-traditional donors are commendable and will hopefully deliver practical results. What is crucial here is to show to partners that UNDP is well-positioned to take care of capacity development in areas where UNDP has created significant depth, expertise and partnerships. Given that the CO does not have a resource mobilization strategy, developing one would be an important step.

# CONCLUSIONS

The following is a brief summary of the conclusions that are drawn from this evaluation.

Strengths

- UNDP Cambodia has established itself as one of the country's key development partners, with a range of activities covering a number of areas (environment and climate change, demining, rights of vulnerable people, private sector development, development effectiveness, promotion of SDGs, governance, etc.). In particular, in the areas of climate change, natural resource management, disability and mine action, the CO has managed to create considerable depth. Also, the area of community development has potential for depth, given UNDP's significant presence at the sub-national level where it has managed to build strong relations with national partners at both central and local levels. These achievements are the result of the work of a team which is committed, well-organized, experienced and professional.

- Overall, UNDP country programme has been aligned with Cambodia's priorities, articulated in the Rectangular Strategy and National Strategic Development Plan (NSDP 2014-2018), and a range of other policy and strategic documents. The programme has also assisted the CO in meetings its international commitments and obligations.

- The CO has been instrumental in ensuring gender-sensitive design of CSDGs and other strategic policies, and substantially contributed to Cambodia's CEDAW and UPR reporting and implementation of recommendations. In most cases, it has diligently followed UNDP quality requirements, by reviewing draft project documents through Social and Environmental Screening and Project Quality Assurance checklists. The Gender Focal Team, in cooperation with Operations team, has ensured learning compliance by monitoring staff's certification in gender-related e-courses and CO's gender parity and gender-sensitive recruitment procedures.

- In the areas of climate change and natural resource management, disability, gender, youth employment, demining and local governance, the CO has provided important contributions which are summarized in section 4.2.2. of this report.

Further Improvements

- Despite the effort made by the CO to identify solid outcomes, outputs and indicators, some of them are vague and do not meet the SMART criteria for good indicators (Specific, Measurable, Attributable, Realistic and Time-bound). The outcomes defined in the RRF are too high-level and in the absence of a ToC it is difficult to see how the country programme can affect in a meaningful way the identified indicators. Also, at the project level, there are some challenges

with regards to the use of evidence-based RBM practices. Some of the project documents have weak RRFs with inadequate targets and indicators which do not meet the SMART criteria.

- The 2016 consolidation of programme clusters and establishment of the policy unit has strengthened the CO's focus on high-level policies and helped it shift to a "policy-based" approach to programming, where programmes are developed in line with an on-going policy dialogue with the government. However, there is sometimes uncertainty on which unit (policy or programme) should lead programme development, resource mobilization and communications. Clear roles and responsibilities and a set of incentives are required to address these challenges.

- Despite significant opportunities for synergies between projects, the potential is not fully used. Although some improvement has taken place recently, cooperation between the projects is generally not strategic and does not take full advantage of commonalities they share. The CO should clarify roles and responsibilities and establish more effective mechanisms and incentives to strengthen coordination among projects. It should also aim for further integration and consolidation of its operations at the at the sub-national level where a number of projects have operated.

- Some UNDP interventions have not only supported the development of policy but also the capability of government entities to implement policies. However, there is room for further work on supporting authorities to focus more on the implementation of laws and regulations on the ground. The issue of implementation is crucial because it has an impact on the sustainability of UNDP projects supporting policy reforms. The CO should take a more systematic approach to the support it provides to governments, covering the whole policy-making spectrum, including implementation.

- Another area where the CO could make improvements is in strengthening the system for the monitoring and tracking of the performance of pilots over time – the lessons they generate during the piloting stage and the extent to which they get replicated and scaled up.

The evaluation also identified a set of improvements needed in the area of gender-responsive programming and implementation.

- *CPAP Design*: While CPAP 2016-2018 had not contained an explicit Theory of Change on gender-targeted interventions, implementation of the plan resulted in gender activities introduced across all CPAP Areas. The CO has also contributed, to a varying degree, to all SP Outcome 4 Outputs. Nevertheless, a regularly revisited ToC, describing specific planned gender interventions, with risks and assumptions, and an up-to-date results chain and targets would have allowed for a more gender-targeted CPAP planning, monitoring and reporting,

overall. Gender-related risks and assumptions could have been reviewed and provided important lessons learned for future programming.

- *Project Design for Measuring Changes in Gender Equality*: It appears that project design that takes into account gender aspects, such as gender analysis of a development situation, has not been uniform across CPAP Areas, whereas the matter is closely linked to CO institutional gender structure and the implementation of the Gender Action Plan (resulted from the Gender Seal process). Whereas one of the Plan's indicators states that "project document appraisal process shall include mandatory gender screening and benchmarking against programming guidelines," CO's respective action has been in ensuring that all new projects have a mandatory Social and Environmental Standards in place and that records are kept on corporate system. A gender analysis would normally lead to a gender-targeted strategy and a results framework that contains a considerable number of gender-sensitive and/or sex-disaggregated indicators for a CO to monitor progress with regards to targeted groups. The latter should be systematically identified and engaged, with prioritization of the marginalized and excluded. Project results progress should consistently respond to gender analysis, in accordance with accurate gender marker. A uniformed approach, led by the Gender Focal Team which takes the above-mentioned elements into consideration, would lead to a more comprehensive reporting on CO's gender interventions and results, going beyond traditional "gender-friendly" thematic areas.

- *Reporting on Changes in Gender Equality and Periodic Consultations with Stakeholders*: There have been no annual CPAP review meetings with wide stakeholder participation, whereas annual UNDAF review meetings do not disaggregate inputs according to UN agencies. Therefore, it is rather challenging to attribute the results in gender area to UNDP alone, and to learn stakeholders' reactions and suggestions in this regard. UNDP Annual Results-oriented Reports, therefore, were consulted to identify respective evidence; however, a separate wide discussion with participation of Government, civil society representatives and other stakeholders, specifically on progress with regard to gender equality, would benefit the programming.

- *Gender-responsiveness in CO Evaluations*: As noted in the UNEG Handbook on Integrating Human Rights and Gender Equality in Evaluation, evaluations play a critical role in examining the extent to which UN interventions benefit rights-holders. Based on the data collected during CPAP evaluation, it appears that the CO has been constantly including at least one or two gender-specific questions in evaluation ToRs (except for the one on Cassava Component), and in some cases has been involving stakeholders working in the area of gender equality and women's empowerment (e.g. MoWA, women and men – beneficiaries of UNDP interventions, gender groups, etc.). It is, however, challenging to derive the information on changes a project interventions brought to women and men respectively; to what extent a project's financing of gender-related activities has been efficient and aimed at medium- and long-term results; and

to which degree the capacities, knowledge and practices of project beneficiaries, especially women, have increased to allow for sustainability of an intervention results. Very few evaluation reports contain sex-disaggregated data, which most probably stems from the fact that there is a limited number of respective indicators in projects/ programmes results and resources frameworks, thus demonstrating the importance of gender-sensitive programming starting from a project design stage.

Looking Forward

- Cambodia's positive economic trends have been favourable from a programming perspective, opening new opportunities for UNDP engagement with national partners. But at the same time, they have also weakened the scope for resource mobilization. This is further complicated by the recent shrinking of democratic space which has led some donors to limiting their support to the country. In these conditions, the key questions the CO faces are – How is the programme currently positioned and what types of activities and sources of funding will be available to sustain activities in the coming years? Which types of activities and thematic areas the CO should engage with?

- In response to these challenges, this report advocates a three-pronged strategy.
    i. *Leveraging success and good standing in the areas where the CO is already well-established to further strengthen partnerships with traditional partners on the basis of competence, results and cost-effectiveness.*
    ii. *Explore new areas where UNDP could strengthen its presence on the basis of its comparative advantage.* The CO has already started engagement in the areas of waste management and solar energy. New areas where there seems to be potential for more engagement are *democratic governance*, *energy efficiency*, and *service delivery at the sub-national level*.
    iii. *Engaging non-traditional sources of funding by presenting them with attractive options of cooperation.* Given Cambodia's advancement towards middle-income status, one crucial source of funding for the programme could be cost-sharing from the government. The CO would make its support more demand-driven by pursuing direct cost-sharing in the provision of policy support.

Lessons Learned

A number of lessons may be drawn from the experience of UNDP Cambodia, but the following are the most significant:

- For a CO to create depth and be sustainably positioned in a particular area, it takes continued engagement and effort over many years. The process does not happen overnight and is not

contingent on the amount of resources available initially. It is rather dependent on a commitment to engage in that area and taking a long-term approach focused on establishing sound foundations. UNDP Cambodia has created this depth in the areas of climate change and management of natural resources where its contributions have been significant. Projects like *FCPF* or *CCCA* have been running for several years and in different phases, which has allowed UNDP to build trust with the relevant partners and develop the necessary expertise and track record in this area.

- Another lesson can be drawn with regards to the structuring of the CO's programme section. Generally speaking, there are two formats in UNDP COs – one in which policy analysis and advisory functions are integrated with programme implementation under one unit (the previous CO model) and another in which policy and programme implementation functions are split (current model). Each model has certain advantages and disadvantages, which are discussed in this report. But eventually what matters is how well coordinated these functions between or within the units and whether roles and responsibilities are clearly defined and respected.

- As for gender equality, whereas the country's strategic frameworks contain respective aspirations and plans, interviews conducted during the evaluation data collection phase showed diversity of opinions with regard to gender norms. It appears that there are still opportunities to strengthen the understanding of the definition of gender among Government and sub-national stakeholders. This can be done by careful approach and innovative thinking, for instance, by starting with strengthening gender within areas the Government is particularly interested in (i.e. economic growth). Considering UNDP as an important development partner, one still may assume that given the CO's limited resources, its contribution to transformative changes in gender equality are yet to be seen. Therefore, it is of crucial importance to join efforts with UN agencies and development partners in prioritizing gender-related challenges and consolidating efforts on a few areas, without dispersing on small scale interventions and pilots.

# RECOMMENDATIONS

Based on the analysis presented in this report, this section provides a set of key recommendations.

## 1. Results-focused Operations

The CO should further strengthen its focus on results. There is a need to focus beyond "traditional activities", such as awareness raising, training and drafting of documents, and look into the process of change at the level of behavior and institutions. As described in this report, the management is in the process of doing this through a stronger commitment to results. A strategy in support of the implementation of the new CPD is currently under preparation by the CO and is a good first step. At the practical level, the CO should focus on the following elements of a results-based management system at the programme and project level:

- Develop a more coherent Theory of Change that links all projects under one framework and identifies in clear terms the mechanisms and channels of change. A strong ToC will provide the CO with ideas about how to tie these specific projects more closely together.
- As the methodological note that the CO has developed, ensure that programme baselines, indicators and targets are further harmonized and aligned with those of individual projects
- Apply quality criteria for the development of project documents and respective RRFs.
- Undertake more project evaluations, where possible using a portfolio approach (more than one project in a thematic area), and apply quality criteria for evaluations. The CO should also strengthen the tracking of recommendations derived from evaluations and manage more effectively the learning that is derived from them.

Given the challenges with project delivery and uncertainty around programme development described in this report, the CO should consider using and tracking performance indicators related to delivery rates and programme development. These performance indicators could be linked to specific units or positions in the CO.

## 2. Going Beyond Policy Formulation to Address Implementation

The focus on results also implies that the CO should pay closer attention of the problem of implementation, identified in this report. When designing and implementing activities, the CO should assess them in relation to their implications for the implementation of policy. The focus should be not only on form (how a draft law or strategy looks like), but also on functionality (how it can be executed and what effects it is going to yield). Implementation requires measures that go beyond the passing of laws and strategies. It involves actions that establish or consolidate organizational structures, staffing organizations and allocating funding for their operations, training management and staff to implement policies, etc. It also involves a careful analysis of the political economy of the intended reform (change), which includes a careful identification of the stakeholders involved and their positions on the reform. To strengthen this type of work, the CO

should identify in the design of its project indicators related to implementation and should track them systematically, ideally even after a specific project is completed.

The CO should also strengthen communications and link them more effectively to results. A careful review of the communications practices and challenges would be a first good step to understand the options that are available to the CO. Based on such a review, the CO could identify a more effective approach and arrangement for how it communicates with partners and stakeholders.

## 3. *Positioning and Resource Mobilization*

As far as the positioning of the programme is concerned, this report recommends that the CO consider developing a Resource Mobilization Strategy, which may include the following three elements:

4. *Leveraging success and good standing in the areas where the CO is already well-established to further strengthen partnerships with traditional partners on the basis of competence, results and cost-effectiveness.* These are the area of climate change, natural resource management, disability rights, youth development and mine action, where UNDP is already well-established, by creating significant depth and emerging as a serious player in the country. In these areas, UNDP will continue to be a major player by dint of its historical engagement and contributions. The main task here will be on maintaining momentum and further developing trust with the partners.

5. *Explore new areas where UNDP could strengthen its presence on the basis of its comparative advantage.* The CO has already started engagement in the areas of waste management and solar energy. New areas where there seems to be potential for more engagement and which the CO could explore are *democratic governance*, *energy efficiency*, and *service delivery at the sub-national level*. In the area of service delivery and social accountability at the local level, there seems to be increasing interest from the government, but also development partners, recently. A number of preparatory activities led by the National Committee for Sub-National Democratic Development and World Bank seem to have started and UNDP should join them, if it decides to become involved in this area.

6. *Engaging non-traditional sources of funding by presenting them with attractive options of cooperation.* Given Cambodia's advancement towards middle-income status, one potential source of funding for the programme could be cost-sharing from the government. By pursuing government cost-sharing in the provision of policy support, the CO would make its policy support work more demand-driven and relevant.

*4.  Programme Integration*

The CO should address coordination and collaboration at the programme and project levels more systematically.

- At the programme level, the CO should strengthen collaboration between the policy and programme unit across all areas, but in particular with regards to programme development. For this to happen the CO should establish mechanisms of coordination and cooperation between units and clear roles and responsibilities on the development of new projects. Also, the CO should strengthen its communications, starting with a systematic review of the area and the identification of key measures.

- The CO should also establish more effective mechanisms and incentives for cooperation between projects. This may include not only regular coordination meetings between projects, but also integrated frameworks for project planning and implementation where feasible. In locations outside of the capital where UNDP has more than one project running, the CO should identify ways of strengthening project synergies. Where the potential for integration is significant, the CO could consider an area-based approach that will allow it to integrate more effectively a range of cross-cutting issues such as citizen engagement in service delivery, social inclusion, gender equality, SDGs, etc. Stronger synergies could also be forged with development partners at the sub-national level, which may also provide funding opportunities.

*5.  Awareness Raising*

The CO should take a more systemic and strategic approach to awareness-raising.

- As a first step, the CO should ensure that information sharing and awareness raising activities are driven by a clear understanding of the behaviour that is being targeted. The end goal of these activities should not just be to raise the of awareness of the target group, but to change a particular behaviour which is well identified in advance. This requires a careful identification of the behavior that the activity is intending to promote and the agents whose behavior will be changed.
- Further, it will important to recognize that the channel through which the information will be carried matters enormously and should be chosen strategically. It is important to identify whose opinion matters for the target group and how that opinion can be constructed and used to influence behavior.
- It is also important to recognize more explicitly the role of social norms in behavioural change and understand what shapes the social norms in a particular community. Social norms are a powerful instrument that can be harnessed to induce behavioural change.

- Such change of approach towards awareness-raising raising activities will require a new direction by the CO leadership and resources for research and training of staff.

## *6. Gender-responsive Programming and Implementation*

CPD Design, M&E and Budgeting for Gender Equality

Results-based and gender-responsive programme design and budget are crucial for implementation of activities that equally take into account the needs of women and men. It is, therefore, recommended, through the process of regular CPD review, to design the Country Programme's ToC that includes a detailed description of CO's intended realistic contribution to gender equality and women's empowerment, with related risks and assumptions. Gender equality should be equally mainstreamed across CPD Outputs (currently, Outcome 1 and 3 each have one gender-sensitive output out of four, while Outcome 2 has zero outputs of this kind). Between 33-50% of CPD indicators in the Results and Resources Matrix should allow for measuring changes in gender equality and women's empowerment. At least 15% of CPD's budget should be allocated to activities with gender equality being principal. Government, other partners and civil society stakeholders, including those representing the most vulnerable groups of population (e.g. persons with disabilities, LGBTIQ) and women's groups, should participate at regular reviews of CPD progress and Results and Resources Matrix, including by providing feedback on CO's gender-targeted interventions and their monitoring. The CO should strive to apply same process with regard to every project's design, including budgeting, and institutional set-up, such as composition and agenda of steering board meetings.

Gender Capacity

UNDP is recommended to develop a Gender Strategy for the remaining CPD period and strive to renew its Gender Seal award. Gender Focal Team's tools and agenda should equally target programme and operations matters, with GFT meetings regularly attended by CO's senior management to facilitate decision-making. To sustain collective gender knowledge and capacity, the CO should consider creation of a dedicated gender analyst/specialist that would provide or facilitate technical expertise on all thematic areas UNDP is engaged into; advise project gender-sensitive design, M&E, and reporting; identify potential synergies and actors that can contribute with innovative gender-related knowledge and skills (e.g. blogs by women-meteorologists). This person should not assume all gender-related tasks, as gender programming requires efforts by all UNDP personnel. As a consideration, the post can be pool-funded by CO's projects or sponsored by UNV or UN Junior Professionals Programme.

Championing, Communication and Advocacy on Gender Equality

CO's senior management and staff, especially those who have decision making power (i.e. programme analysts) and regular access to Government counterparts, are recommended to further champion and advocate for gender equality and women's empowerment in all thematic areas, by

using evidence of successfully implemented gender-targeted projects (Bangkok Regional Hub can provide examples). CO's communication on gender should be diversified; it is also recommended to publish respective senior management's op-eds (not only for traditionally gender-related occasions, such as International Women's Day), including in Khmer language, and through youth-friendly communication tools (e.g. Facebook, Snapchat).

CO should strive to strengthen engagement with women equally across all projects, both at national level and in the field, and invest in long-term strategies (including exit strategies) of breaking gender stereotypes. This would allow for reducing barriers to women's economic and political participation and for contributing to decrease of gender-based violence, especially directed at most disadvantaged. UNDP should ensure these interventions are embedded in strategic national- and local level policy efforts and complemented by the work of development partners in order to have a larger coverage and potentially sustained results.

Partnerships and Integrator Role

UNDP should more strongly exercise its "integrator" role in fora and networks working on gender equality, such as the UN Gender Theme Group, within donor coordination and civil society, especially within and with women's groups. Coordinated and joint programming would enhance the effectiveness of gender-targeted interventions, in particular if it stresses on normative changes and scale up. UNDP, led by the Resident Representative, and together with other development partners and government, should consider up-streaming of demand for accountability for gender mainstreaming across government entities into the authority with a decision-making power larger than the one of MoWA – namely, the National Council for Women.

Together with other development actors, the CO should continue its support to duty bearers and rights holders to further advance the implementation of national and international commitments (e.g. CEDAW and UPR) through strong advocacy for gender-responsive planning, budgeting and data collection.

# ANNEX I: LIST OF STAKEHOLDERS MET FOR THE EVALUATION

- *UNDP Introductory meeting* - Ms. Nimnuon IvEk and Ms. Anika Funk

- *Group meeting on PfDRII and CfRIII projects* - Ms. Lida So and Mr. Samoeun Chhin

- *Group meeting on UNJP-YE, MIY, Inclusive Governance, DRIC, A2J, Gender projects* - Ms. Amara Bou, Mr. Kunka Ouk, Mr. Rodrigo Montero

- *Group meeting on CoWES, SRL, CCCAII, FCPF projects* - Mr. Sovanny Chhum, Mr. Pinreak Suos, Mr. Nissay Sam, Ms. Clara Landeiro, Mr. Quentin Renard, Mr. Sovanna Nhem

- *Group meeting on 3Rio and CEDEP projects* - Mr. Phat Phy and Mr. Reathmana Leang

- *Briefing with Resident Representative* - Mr. Nick Beresford, Ms. Nimnuon IvEk, Ms. Rany Pen

- *EWS project* - Mr. Muhibuddin Usamah

- *UNDP Operations* - Ms. Kolap Hul

- *Gender Focal Team Meeting* - Mr. Nick Beresford, Ms. Nimnuon IvEK, Ms. Kolap Hul, Mr. Rodrigo Montero, Ms. Amara Bou (TBC), Mr. Samruol Im, Mr. Chhum Sovanny

- *Cambodian Rehabilitation and Development Board/CDC* - H.E. Rith Vuthy, Deputy Secretary General and Mr. Samreth Chedtha Phyrum, Head of UN Office

- *National Committee for Subnational Democratic Development (NCDD)* - Mr. Chun Bunnara

- *DAC* - H.E. Em Chan Makara, Secretary General

- *Group Meeting with UNDP Policy Unit* - Ms. Moeko Saito Jensen, Ms. Lang Sok, Ms. Johanna Paola Gaba Legarta

- *Ministry of Economy and Finance* - H.E. Pen Thirong, Director of General Department of Multilateral Cooperation and Debt Management (+Team)

- *Ministry of Environment (MoE)* - H.E. Dr. Chea Sam Ang, Secretary of State

- *UN Gender Theme Group - UNTGG members*

- *Cambodian Mine Action and Victim Assistance Authority (CMAA)* - H.E. Prum Sophak Monkul, Secretary General

- *Field visit to Kampong Speu to meet with PwD group*

- *National Employment Agency (NEA) - Ms. Dy Chang Kolney*

- *Ministry of Women's Affairs - H.E. The Chhun Hak*

- *Energy Advisor - Ivo Besselink*

- *NCSD - Mr. Sum Thy, Director of Climate Change*

- *FAO - Alexandre HUYNH, FAO Representative in Cambodia*

- MOWRAM - H.E. Mao Hak, Deputy Secretary General

- *ILO* - Mr. Tun Sophorn, National Coordinator for Cambodia

- *Ministry of Planning* - H.E. Tuon Thavrak, Secretary of State

- *Swiss Development Cooperation*

- *Ministry of Commerce - H.E. Ms. Tekreth Kamrang, Secretary of State, Ministry of Commerce*

- *NCSD* - Meng Monirak, Director of Biodiversity

- *OHCHR* - Mr. Simon Walker

- *Green Leader* - Mr. KW Cheah, General Manager

- *UNICEF* - Natascha Paddison, Deputy Representative

- *CSO Focal Group Discussion* - Mr. Sim Chankiriroth, BoD YEAC, Mr. Ngin Soarath, Executive Director CDPO, Mlup Baitong

- *DFAT* - Jay Cameron Lamey, Aid Performance, Coordination and Risk Management Adviser

- *USAID*

- *UNAIDS*

- *UNDP Chief Economist - Richard Marshall*

- *Debrief with UNDP* - Ms. Nimnuon IvEk and Ms. Anika Funk

- *Gender Specialist (UNDP Project on Partnership for Gender Equity Phase IV (PSLWGE)) - Mr. Rodrigo Montero*

- *Oxfam* - Ms. Chan Chhorvy Sok

- *Sida - Ms. Johanna Palmberg*

# ANNEX II: TERMS OF REFERENCE OF THE ASSIGNMENT

TERMS OF REFERENCE

1. <u>Background and Context</u>

The UNDP Country Programme Document (CPD) and Country Programme Action Plan (CPAP) 2016-2018 were developed in 2015 and 2016 respectively. This was when Cambodia went through decades of profound and continuous economic and social transformation, political stability, peace and economic vibrancy. Gross domestic product grew at an average annual rate of 8.2 percent from 2000-2010 and at 7.4 percent from 2011-2013, making Cambodia the world's fifteenth fastest growing economy during the period[88].  Cambodia was transitioning from a low to a lower-middle income country based on the World Bank classification. Against the backdrop of social and economic development, challenges remain. While poverty has declined, those who have escaped from extreme poverty remain highly vulnerable to falling back into poverty. Cambodia's subsistence farming is vulnerable to climate change. Even though the employment rate is high, the majority of the labor force is engaged in low skill and non-formal sectors. The forest-dependent livelihoods of 40 percent of rural households, including indigenous communities, are adversely affected by degradation of natural resources. Minority groups and other excluded groups such as Persons with Disabilities (PwDs) and People Living with HIV (PLHIV) have limited access to social protection schemes and basic services. The capacity of local administrations to perform their functions, to deliver services, and to reach out to and respond to the needs of people requires further strengthening. Gender inequality is an issue in a range of sectors, including formal sector employment, higher education, and representation in public office. Livelihoods in the poorest provinces of the northwest are still at risk due to landmines and explosive remnants of war.  The level of Official Development Assistance (ODA) has dropped and is expected to continue to decline as Cambodia prepares for Least Developed Country (LDC)[89] graduation.

UNDP and the Royal Government of Cambodia signed the Country Programme Action Plan 2016-2018 in May 2016. The CPAP was aligned with the government's priorities as set out in the Rectangular Strategy Phase III, the National Strategic Development Plan 2014-2018 and relevant sector strategic plans that seek to address the aforementioned challenges.

The Country Programme Action Plan 2016-2018, which has three outcomes, represents UNDP's key contributions to the development priorities of the United Nations Development Assistance Framework (UNDAF) 2016-2018, with specific contributions to two outcomes of the UNDAF.

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[88] UNDP, 'Midterm review of UNDP country programme action plan, 2014 and the World Bank, website at http://data.worldbank.org/country/cambodia#cp_wdi.

[89] LDC is a UN country classification based on a country's gross national income, human asset index and economic vulnerability index.

These are Outcome 1: Sustainable and inclusive economic growth; and Outcome 3: Inclusive governance, participation and human rights. The CPAP was designed to support Cambodia in its middle-income transition using a two-pronged approach: to build a pathway out of poverty and expand the scope for public action. To realize these objectives, the action plan placed the following four thematic priorities at the center:

i. Upgrading value chains;

ii. Building resilience of the vulnerable population;

iii. Strengthening the voice and participation of citizens and particularly women, persons with disabilities, people living with HIV, people living in mine-affected areas and other marginalized groups; and

iv. Expanding the source of development finance.

The country programme implementation is guided by the UNDP Strategic Plan 2014-2017 and Country Office Gender Equality Strategy for the corresponding period. Following the Sustainable Development Goals principle of leaving no one behind, the CPAP 2016-18 and programmes/projects contributing to it, place strong focus on delivering results that matter for women and girls, youth, Persons with Disabilities, People Living with HIV, indigenous people, forest-dependent communities, communities vulnerable to the adverse impacts of climate change, and other vulnerable groups.

As the current CPAP (2016-2018) is reaching its end, UNDP Cambodia wishes to commission an independent evaluation of the CPAP 2016-18 to assess implementation progress and generate lessons learned during the three-year implementation.

2. Evaluation Scope and Objectives

This assignment is to undertake the Evaluation of the CPAP 2016-18. The objectives of this evaluation are: 1) for the UNDP and the government to jointly review the results achieved during the country programme period; 2) to identify lessons learned during the three-year implementation; and, 3) to inform UNDP's positioning in the context of the new government mandate and emerging priorities.

The scope of the evaluation is to assess 1) outcome-level achievements of the country programme; 2) UNDP's contribution to gender equality; 3) the effectiveness of the policy and advocacy function; and 4) opportunities for programming and policy engagement in response to the emerging context and priorities of the Cambodian government.

(1) Assessment of country programme outcome-level achievements:

CPAP Outcome 1&3: Sustainable and inclusive growth (UNDAF Outcome 1)

Under these two outcomes, UNDP has been supporting the government in its effort to address multi-faceted vulnerabilities (social, economic and environmental) of Cambodian people through: i) strengthening the capacity of national institutions, policy dialogue and policy development in the areas of environmental governance, natural resource management, youth employment, climate resilience and disaster risk reduction, cassava value chain, mine action, social protection and development financing; and ii) strengthening resilience of local communities through investment in community-based climate change adaptation actions and mine clearance.

CPAP Outcome 2: Inclusive governance, participation and human rights (UNDAF Outcome 3)

This outcome has helped to 1) strengthen the institutional capacity of the national and sub-national institutions by creating platforms for dialogue between duty bearers and rights holders; 2) put in place policies and regulatory frameworks to enhance access to information and basic rights of persons with disabilities; and 3) strengthen government mechanisms to promote women in leadership.

The evaluation is envisaged to assess UNDP's contributions to country programme results at the outcome level in support of the government's efforts to address poverty, socio-economic vulnerabilities, environmental issues, social exclusion and gender inequality.

(2) Assessment of UNDP's contribution to gender equality:

The UNDP country programme is guided by the global and country office's Gender Equality Strategy 2014-17. In addition to UNDP's core gender programme, being implemented in partnership with the Ministry of Women's Affairs, gender mainstreaming architecture is embedded across the programme and project management cycles of UNDP from design to budgeting, implementation, monitoring and evaluation. Gender is mainstreamed throughout UNDP's support to the policy work of the government to ensure that policies and regulations are informed by comprehensive gender assessment, address gender concerns, and uphold and promote gender equality. This includes equal opportunity to participate in the public sphere and in decision making, and benefit from policies and regulations related to but not limited to climate change, environment, natural resources management, disabilities, skills development and employment, and demining. Policies and dialogues are pursued to promote the participation of women in politics and representation in public offices. The Official Development Assistance database and analysis has enabled policy makers and development partners to track and promote investment in gender programmes. On the ground, through UNDP's assistance, mechanisms are in place to ensure women and men benefit equitably from various programmes and projects related to climate change adaptation, natural resource management, decentralization, disability rights, employment, and mine action, among other areas. Specifically, at sub-national level, UNDP's support to decentralization, participation, and climate resilient agriculture takes into consideration gender

issues. A number of key interventions took place to ensure that these issues were addressed and that women could participate and benefit from these interventions.

This evaluation will assess the effectiveness of UNDP's institutional mechanisms to integrate gender concerns into the programming process, UNDP's contribution to promoting gender responsive policies and institutional arrangements of the government, progress toward gender-related outcomes and outputs, and the impact of UNDP's interventions on the empowerment of women and gender equality in Cambodia across the three outcomes.

(3) Assessment of the effectiveness of policy and advocacy function:

The country programme 2016-18 shifted from project-oriented programming towards policy-oriented programming. Policy advocacy thus became one of the core functions of UNDP in Cambodia. As a result, the Policy and Advocacy Unit was tasked with the main functions of programming, provision of policy advice and pioneering research, policy dialogues and advocacy to frame the public discourse on critical development issues. During the programme implementation, UNDP has contributed to the development of key national policies across all programmatic areas, mobilized financial resources in support of key development issues and raised awareness on critical emerging issues among policy makers and other stakeholders. This included mobilizing support for issues such as access to affordable medicine, disabilities, gender inequality, social protection for people living with HIV and for environmental issues such as solid waste management, forestry, climate change and renewable energy. The evaluation will review results achieved from the policy and advocacy angle and linkages from these policy level results to UNDP's development interventions on the ground.

(4) Informing the formulation of new programmes, projects, policy and research in the new country programme cycle:

The UNDP Country Programme Document 2019-23 has been drafted in consultation with the government, development partners and civil society organizations. In line with the government priorities set out in the Rectangular Strategy Phase IV and the UNDAF 2019-23, the new country programme identifies three programmatic areas:

Prosperity: expanding economic opportunities

Planet: sustainable living

Peace: participation and accountability

This evaluation is expected to provide recommendations to UNDP on the approaches and opportunities for future programming, research, advocacy and policy advisory in response to emerging and long-term development priorities of Cambodia. The evaluation should also look into

new modalities of engaging with different partners including the private sector in advancing the development agenda.

3. Evaluation Questions

This evaluation is guided by the United Nations Development Group's Norms and Standards for Evaluation[90] and the Organization for Economic Cooperation Development/ Development Assistance Committee (OECD/DAC)'s Evaluation Criteria for Evaluating Development Assistance[91]. The following questions have been defined to generate appropriate information to meet the objective of the evaluation, defined in alignment with the OECD/DAC criteria:

Relevance

- To what extent is the CPAP aligned with the national development priorities as stipulated in the National Strategic Development Plan 2014-18?

- To what extent is the CPAP responsive to the changing development context in Cambodia?

- To what extent does the CPAP address national development challenges identified in the Rectangular Strategy III, taking into account UNDP's comparative advantage and the roles of other key development players?

- To what extent are the policy and advocacy products relevant in responding to the key development issues in Cambodia, especially in the support of the country's LDC graduation?

- How could UNDP be better positioned to support Cambodia in the long term?

Effectiveness

- To what extent are the output and outcome level results of the CPAP achieved?

- What were the major factors influencing the achievement or non-achievement of the CPAP results?

- To what extent are the issues and needs of targeted population[92] addressed?

- To what extent is the policy and advocacy intervention effective in influencing public and policy discourse on critical development issues such as access to affordable

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[90] http://www.uneval.org/
[91] http://www.oecd.org/dac/evaluation/49756382.pdf
[92] women and girls, youth, Persons with Disabilities, People Living with HIV, indigenous people, forest dependent communities, communities vulnerable to the adverse impact of climate change and other vulnerable groups

medicine, disabilities, gender inequality, social protection and environmental issues such as solid waste management, forestry, climate change, renewable energy, etc.?

- To what extent is the policy level intervention effective in influencing the outcome level results?

- To what extent are the policy level interventions and institutional capacity development works able to put in place policies, regulations and institutional mechanisms for promoting gender equality?

- How has UNDP's support at various levels contributed to addressing gender inequality issues in political participation and representation, and decision-making processes in the areas of intervention?

- Were there any observable improvements/changes to the status of vulnerable and disadvantaged populations, including youth, women, persons with disabilities, people living with HIV, forest-dependent and indigenous communities, as a result of UNDP interventions at policy and advocacy and programme implementation levels?

## Efficiency

- To what extent did UNDP leverage the synergy across different projects to enhance results and maximize cost efficiency?

- To what extent did the research, policy and advocacy work complement other development interventions?

- To what extent did UNDP leverage the partnerships and networks with other development partners, civil society, Government and other stakeholders in implementing the CPAP?

- To what extent did UNDP leverage innovation to look into new and efficient ways to deliver programme results?

## Sustainability

- What is the likelihood that results achieved in the CPAP at institutional, national and sub-national, and the target group levels will be lasting/sustainable?

- To what extent has UNDP's intervention been scaled up by the government through the government's own resources?

- To what extent are various tools, mechanisms and frameworks developed by UNDP adopted and institutionalized by the government?

- To what extent are the key messages from UNDP researches and policy dialogues adopted and integrated into government policies?

- How has the policy and advocacy work contributed to strengthening the long-term impacts of key development results?

- How have the design and implementation arrangements of the programmes/ projects in the CPAP contributed to or hindered sustainability of results?

- To what extent does the change in institutional capacity and policies have the likelihood of promoting positive changes on the lives of women and other disadvantaged groups through the implementation of the policies and other legal framework?

4. Methodology

The evaluation will use combined quantitative and qualitative analysis methods based on data and information from different sources including but not limited to the national statistical sources, UNDP programmatic data, reports, evaluations, policy documents of the government and stakeholder interviews. Key stakeholders include government counterparts, policy makers, implementing partners of UNDP projects, development partners, Civil Society Organizations, UN Agencies and relevant UNDP staff. To ensure the maximum validity and reliability of the data, the evaluation will need to ensure triangulation of information from various sources.

The CPAP Monitoring and Evaluation Framework serves as the major guiding framework of this evaluation. The CPAP M&E framework is part of UNDP's contribution to the results framework of the UNDAF 2016-18 and the National Strategic Development Plan 2014-18.

The methodology will be further elaborated during the inception stage based on consultation between the evaluators and UNDP. Detailed methodology is to be reflected in the evaluation inception report to be prepared by the evaluator after the inception stage.

5. Expected Outputs and Deliverables

The evaluation will begin with a desk review of available information (home-based), as well as an initial discussion with UNDP to firm up the methodology and approach for data collection and analysis. An Inception Report will be prepared by the Evaluators. Following the approval of the Inception Report, the Evaluators will commission field work to collect necessary data and interviews with key stakeholders. The main deliverable of the evaluation is the final Evaluation Report which synthesizes the analysis from the desk review, qualitative and quantitative data and stakeholder interviews.

The content of the Evaluation Report should consist of the following:

1. List of Acronyms and Abbreviations

2. Executive Summary

3. Introduction

4. Evaluation Scope and Objective

5. Evaluation Approach and Methods

6. Data Analysis

7. Evaluation Findings and Conclusion

8. Recommendations

9. Lessons Learned

# ANNEX III: EVALUATION QUESTIONS

| Dimension | Key Questions |
|---|---|
| Relevance | Were programme activities relevant to UNDP's goals and strategy?<br>Were programme activities relevant for the main beneficiaries?<br>Were programme activities aligned to UNDP goals and strategies?<br>Has the programme tackled key challenges and problems?<br>Were cross-cutting issues, such as gender equality, principles and quality criteria duly considered/mainstreamed in the programme implementation and how well is this reflected in the programme reports? How could they have been better integrated?<br>How did the programme link and contribute to the Sustainable Development Goals?<br>To what extent was the programme relevant to the strategic considerations of the government institutions involved?<br>To what extent was the programme implementation strategy appropriate to achieve the objectives? |
| Effectiveness | To what level has the programme reached the purpose and the expected results as stated in the CDP document (logical framework matrix), including those on gender equality?<br>What challenges have been faced? What has been done to address the potential challenges/problems? What has been done to mitigate risks? |
| Sustainability | How is the programme ensuring sustainability of its results and impacts (i.e. strengthened capacities, continuity of use of knowledge, improved practices, etc.), including those aimed at improving gender equality? Did the programme have a concrete and realistic exit strategy to ensure sustainability?<br>Were there any jeopardizing aspects that have not been considered or abated by the programme activities? In case of sustainability risks, were sufficient mitigation measures proposed?<br>Has ownership of the actions and impact been transferred to the corresponding stakeholders? Do the stakeholders / beneficiaries have the capacity to take over the ownership of the actions and results of the project and maintain and further develop the results? |
| Impact | Is there evidence of long lasting desired changes, in which aspects?<br>Has the programme appropriately reached its target groups and contributed to empowerment of disadvantaged ones and women?<br>How did the programme contribute to (more) sustainable institutions?<br>Is there evidence that institutional systems/mechanisms are in place which:<br>1) Support further capacity development at the national and local level; and<br>2) Promote sustainable and inclusive development. |

| | |
|---|---|
| Efficiency | Have the resources been used efficiently? How well have the various activities, including those aimed at improving gender equality, transformed the available resources into the intended results in terms of quantity, quality and timeliness? (in comparison to the plan) Were the management and administrative arrangements sufficient to ensure efficient implementation of the programme? |
| Stakeholders and Partnership Strategy | How has the programme implemented the commitments to promote local ownership, alignment, harmonization, management for development results and mutual accountability? |
| Theory of Change or Results/Outcome Map | Is the Theory of Change or programme logic feasible and was it realistic? To what extent have the latter integrated gender specifics? Were assumptions, factors and risks sufficiently taken into consideration? |

# ANNEX IV: FULL LIST OF PROJECTS

| No. | Outcome Area | Project Title | Abbreviated Name | Donor | Mode of Implementation |
|---|---|---|---|---|---|
| 1 | UNDAF Outcome 1 | Reducing the Vulnerability of Cambodian Rural Livelihoods through Enhanced Sub-national Climate change Planning and Execution of Priority Actions | SRL | GEF, UNDP | NIM |
| 2 | UNDAF Outcome 1 | Cambodia Climate Change Alliance Phase II | CCCA2 | UNDP, Sida, EU | NIM |
| 3 | UNDAF Outcome 1 | Forest Carbon Partnership Facility - 1 | FCPF1 | UNDP, FCPF | NIM |
| 4 | UNDAF Outcome 1 | Forest Carbon Partnership Facility -2 | FCPF2 | UNDP, FCPF | NIM |
| 5 | UNDAF Outcome 1 | Collaborative Management for Watershed and Ecosystem Service Protection and Rehabilitation in the Cardamom Mountains, Upper Prek Thnot River Basin | CoWES | UNDP, GEF | NIM |
| 6 | UNDAF Outcome 1 | Generating, Accessing and Using Information and Knowledge Related to the Three Rio Conventions | 3Rio | UNDP, GEF | NIM |
| 7 | UNDAF Outcome 1 | Environmental Governance Reform | EGR | USAID, UNEP, Japan, UNDP | DIM |
| 8 | UNDAF Outcome 1 | Early Warning Systems | EWS | GEF | Started with NIM. Changed to DIM in 2018 |
| 9 | UNDAF Outcome 1 | Cambodia Export Diversification and Expansion Programme (CEDEP) II - Cassava Component | CEDEP | Enhanced Integrated Framework, UNDP | DIM |
| 10 | UNDAF Outcome 3 | Disability Rights Initiative in Cambodia | DRIC | DFAT | DIM & NGO implementation |
| 11 | UNDAF Outcome 3 | Multimedia Initiative for Youth Project | MIY/Klahan9 or Brave9 | UNDP, Sida | NGO Implementation |
| 12 | UNDAF Outcome 3 | Association of Councils for Enhanced Services | ACES | EU, UNDP | NGO Implementation |
| 13 | UNDAF Outcome 3 | Support the Leading the Way for Gender Equality Program | PSLWGE | Sida, UNDP | NIM |
| 14 | UNDAF Outcome 1 | Partnership for Development Results Phase 2 | PfDR2 | UNDP, DFAT, Sida, SDC | NIM |
| 15 | UNDAF Outcome 1 | Mine Action for Human Development: Clearing for Results Phase 3 | MAfHD: CfR3 | DFAT, SDC, UNDP | NIM |
| 16 | UNDAF Outcome 3 | Access to Justice without Barriers for Persons with Disabilities | A2J-Disability | UNPRPD, UNDP | DIM |
| 17 | UNDAF Outcome 1 | United for Youth Employment in Cambodia | UNJP/YE | SDC and parallel fund from UNDP, ILO, UNV, UNICEF, UNESCO | DIM |
| 18 | UNDAF Outcome 1 | Policy, Communications, Social Innovation for Human Development | Policy Project | UNDP | DIM |

| No. | Outcome Area | Project Title | Abbreviated Name | Donor | Mode of Implementation |
|-----|--------------|---------------|------------------|-------|------------------------|
| 19 | UNDAF Outcome 1 | Sustainable Urban Mobility for All Initiative (SUMAI) under the Policy, Advocacy and Communications for Human Development Project (an output under Policy Project) | SUMAI | UNDP, GRAB | DIM |
| 20 | UNDAF Outcome 3 | Inclusive Governance for Service Delivery and Social Accountability | Inclusive Governance | ROK, UNDP | DIM |

# ANNEX V: SUPPORT OF HR TREATY BODY COBS/UN RESOLUTIONS

| Human Rights Treaty Body COBs and UN Resolutions | UNDP Positioning |
|---|---|
| **CEDAW COB (2013)** | |
| (11) Adopt a **comprehensive legislation governing gender equality**, which should include a definition of discrimination against women that encompasses both direct and indirect discrimination | A law to address discrimination against women is included as a target in Cambodia's Sustainable Development Goals. |
| (13 a) Develop a **comprehensive legal aid** scheme in order to ensure effective access by women to courts and tribunals | The project on Access to Justice without Barriers for Persons with Disabilities has women with disabilities as a target group. |
| (15 a) Provide effective **redress to victims of sexual and gender-based violence**, in particular sexual violence, against women committed during the Khmer Rouge regime | Support to MoWA in establishing a programme-based approach in the area of prevention and response to gender-based violence (through the Partnerships for Gender Equity IV project). |
| (17) Continue harmonizing and **strengthening the national machinery for the advancement of women**; **increase the budgetary allocation** for the machinery and ensure that the resources correspond to its mandate and activities | The Partnership for Gender Equity IV project has, besides other, supported MoWA in strengthening its institutional capacity to implement programmes, provide gender data and analysis to other actors working on development issues, in setting-up the Technical Working Group on Women in Leadership and Governance, and advocating for introduction of gender-responsive budgeting in other government entities. |
| (19 a) Include in Neary Rattanak IV, a strategy aimed at modifying or **eliminating patriarchal attitudes and stereotypes** that discriminate against women, including those based on the *Chbab Srey* (the traditional code of conduct for women) | With UNDP's support, as example, MoWA issued two Opinion Editorials condemning unethical reporting and gender-based violence. In some projects, such as EWS, gender stereotypes are being challenged by encouraging participation of female staff in areas traditionally involving men (i.e. maintenance of meteorological stations). |
| **Violence against women** | The project on Partnership for Gender Equity aims at contributing to the elimination of violence against women. UNDP is a member of UN Gender Theme Group that conducts annual 16 Days Campaign on Elimination of Violence against Women. |
| **Trafficking and exploitation of prostitution** | - |
| **Participation in political and public life**: (29) include temporary special measures, aimed at increasing the representation of women in decision-making positions, especially in politics, the judiciary and the foreign and diplomatic service | UNDP's project on Association of Councils Enhanced Services engaged women through a national forum on women's political participation. UNDP advocated for the increase of the number of women candidates in 2017 commune elections. As part of SDGs localization, the Government set up ambitions targets on women in decision-making (for details, see Effectiveness findings). |

| Human Rights Treaty Body COBs and UN Resolutions | UNDP Positioning |
|---|---|
| **CEDAW COB (2013)** | |
| | A Gender Analysis in Governance and Public Administration Sector was conducted and is being used for advocacy and planning through the Gender Mainstreaming Action Groups (GMAGs) comprised of line ministries and other stakeholders, as well as for informing the Leading the Way to Gender Equality Programme (Partnership for Gender Equity IV). |
| **Education** | UNDP conducted a Gender Analysis of the Education and Public Behavioral Change Sector that is being used to inform key stakeholders decision-making processes in respective area. |
| **Economic Empowerment**: (35 a) adopt proactive and specific measures to eliminate occupational segregation and narrow the gender pay gap | Support to MoWA is provided in establishing a programme-based approach in the area of women's economic empowerment (within the framework of Neary Rattanak IV). |
| **Health,** including that of women living with HIV | UNDP and UNAIDS support establishing of the system of "IDPoor" - identification which consists of an ID card that enables people in need to access healthcare and social services. UNDP supported a number of people living with HIV (including 165 women) to obtain the "IDPoor" card. |
| **Rural women, natural disasters and climate change** | Within the project on Reducing Vulnerability of Cambodian Rural Livelihoods (SRL) and environment projects, UNDP has been advocating for gender mainstreamed strategies and inclusion of both men and women into activities on the ground. |
| **Access to land** | Within the Action for Human Development: Clearing for Results Phase 3 project, women got access to previously contaminated land. Gender Mainstreaming in Mine Action Plan was approved with technical support by UNDP. |
| **Data disaggregation** | UNDP advocated for and provided technical expertise on data disaggregation (including by sex) in the process of development of Cambodian Sustainable Development Goals. |
| **Marriage and family relations** | - |
| **UPR 2019** | |
| **Persons with disabilities** A/HRC/26/16, **118.137 Continue taking measures to protect social rights, including the rights of children, women and persons with disabilities,** | Access to Justice without Barriers for Persons with Disabilities and Disabilities Rights Initiative Projects focus on protection of rights of persons with disabilities, including women. |

# ANNEX VI: CPAP RESULTS FRAMEWORK

| | Target Achieved |
|---|---|
| | Target Not Achieved |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| **UNDAF OUTCOME 1:** By 2018, people living in Cambodia, in particular youth, women and vulnerable groups, are enabled to actively participate in and benefit equitably from growth and development that is sustainable and does not compromise the well-being or natural or cultural resources of future generations. | Government expenditure in climate change and environment protection  Revised:  Percentage of climate change expenditure in the GDP | Annual government expenditure on climate change as a percent of total annual public expenditure or if available as a % of GDP.  Revised:  Annual | *Indicator:* - *Baseline (2014): 17.5%* - *Target (2018): 20%*  Revised: - Baseline (2014): 1% - Target (2018): 1.18% | 17.5% (no updated data)   N/A | 0.9% (2016 data) | 1.18% | 1% Source: 2017 CPER, MEF | **SP OUTCOME 1:** Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded | CCCA |
| | Environmental Performance Index (EPI) | EPI is calculated as a mean of the environmental health (5 indicators) and ecosystem vitality (19 indicators) | *Indicator:* - *Baseline (2015): 35.44* - *Target (2018): 35.44* | 51.24  Source: 2016 EPI, Yale University | 51.24  Source: 2016 EPI, Yale University | 35.44 | **43.23**  Source: 2018 EPI, Yale University | **Outcome indicator 1.3** - Annual emission of $CO_2$  **Outcome indicator 1.4** - Coverage of cost-efficient and sustainable energy | CCCA  EGR  FCPF |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | Policy and institutions for environmental sustainability rating/index | Policy and institutions for environmental sustainability is the extent to which environmental policies and institutions foster the protection and sustainable use of natural resources and the management of pollution.

Index is based on a rating of 1-6 (1=low to 6=high) | Indicator:
- Baseline (2014): 3.0
- Target (2018): 3.5 | 3.0 (no updated data) | 3.0 (no updated data) | 3.5 | 3.0

Source: World Bank, CPIA, 2017 | Outcome indicator 1.5- on hectares of land managed sustainably under conservation, sustainable use or access and benefit sharing regime | CCCA

EGR

FCPF |
| | Multidimensional poverty index, MPI (specifically on poverty headcount) | Proportion of population that is multidimensional poor – is calculated as: poverty incidence ratio multiplied by the average intensity of their poverty | Indicator:
- Baseline (2014): 46.80%
- Target (2018): 41.0 % | 33%
Source: OPHI, Country Briefing December 2016 (Using CDHS data 2014) | 33%
Source: OPHI, Country Briefing December 2016 (Using CDHS data 2014) | 41.0% | 35%

Source: OPHI, Country Briefing December 2018 (Using CDHS data 2014 with revised MPI methodology) | Outcome indicator 7.5: number of countries with post-2015 poverty eradication commitments and targets. | All projects |
| Output 1.1:
Establishment and strengthening of | Approved national REDD strategy and | National REDD+ strategy and | Indicator 1.1.1:
- Baseline: Drafted | Drafted | NRS Approved | NRS Approved | NRS Approved | Output indicator 1.3.1: Number of new | FCPF |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 Target | 2018 Actual | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| institutions, coordination mechanisms and policies for sustainable management of natural resources, ecosystem services | Operational document | implementation framework approved  Environmental Code and EIA law Developed | - *Target: Approved* | | | | | partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or sub-national level | |
| | New institutional arrangements and capacity strengthening to implement the REDD+ Strategy | Institutional arrangements for reducing emissions from deforestation and forest degradation Modernized Ministry of Environment Operationalized National Council for Sustainable Development (NCSD) Development of Integrated ecosystem mapping and Decision Support System (DSS) Effectiveness of 3 key institutional arrangements for ENRM* measured in a 3-point scale: *Not Effective –* mechanisms functioning ad hoc/not yet approved; *Somewhat effective -* Only some mechanisms are | *Indicator 1.1.2:* - *Baseline: Not effective (1)* - *Target: Effective (3)* | 2- Somewhat effective  National REDD+ taskforce meet regularly  NCSD established and operationalized | 2- Somewhat effective  DSS – completed  NCSD operationalized | 3- Effective | 3- Effective  REDD+ mechanism (Taskforce, Technical teams, Consultative Group and Gender group) functions effectively  - Ecosystem mapping improved with additional data layers, DSS developed  Strategic Management Plan for Protection Forest; Protected Area Management Plan | | FCPF  EGR |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | | approved and functioning; *Effective* - All mechanisms approved and functioning | | | | | | | |
| | Community forestry | Numbers of community forestry and community protected areas established and strengthened | Indicator 1.1.3: <br> - *Baseline (2014): 392* <br> - *Target: 442* | 392 <br><br> (no change) | 392 <br><br> (no change) | 442 | 431 <br><br> In 2018: UNDP supported 31 CF, 6 CPA, 1 CFi through REDD+ initiative; 1 CF supported by CoWES | **Output indicator 1.3.1** –partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services... | FCPF <br><br> CoWES |
| **Output 1.2:** <br> Scaled-up action on national program for climate change adaptation and mitigation across sectors that is funded and implemented, targeting the most vulnerable poor populations | Scalable schemes and programs in priority provinces | Number of national schemes/programs for climate change adaptation and mitigation based on successfully tested approaches, which are designed and fund-ready, in the prioritized provinces that are climate change vulnerable. | Indicator 1.2.1: <br> - *Baseline (2015): 0* <br> - *Target (2018): 4* | 0 | 0 | 4 | 3 <br><br> - PBCR (Performance Based Climate resilient Grant) model implemented in 2 target provinces <br><br> - Technical manual on climate resilient infrastructures | | CCCA <br><br> SRL |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | | | | | | | adopted and applied on commune funded infrastructure.  - Medium-scale bio-digesters for pig farms demonstrated in 2 provinces to be scaled up | | |
| **Output 1.3:** Climate- and disaster-responsive social protection policies are in place that provide protective, preventive and promotive solutions for poor, climate-vulnerable people. | Number of schemes lifting women and men from poverty | Number of tested schemes in which at least 20% of male and female beneficiaries graduate from poverty in priority provinces | *Indicator 1.3.1:*  - *Baseline: 0*  - *Target: 2* | 0 | 0 | 2 | 0 | **Output 1.4.2** – Extent to which implementation of comprehensive measures - plans, strategies, policies, programmes and budgets - to achieve low-emission and climate-resilient | No project |
| **Output 1.4:** Inclusive policies in place to ensure protection for people living with HIV and people with disabilities. | Legislation for compulsory licensing for public health | A system for safeguarding access to generic medicine established | *Indicator 1.4.1:*  - *Baseline (2015):* No system  - *Target:* System in place | No system | No system  (draft law on compulsory licensing) | Yes  Law on Compulsory | Yes  Law on Compulsory Licensing approved | | |

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| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | Amended patent rights law<br><br>Number of public health issues included in the National Intellectual Property Rights (NIPRs) agenda | | | | | Licensing approved. | | | |
| | Number of national social protection schemes are sensitive to HIV and Disabilities | Number of national schemes in the National Social Protection Strategy incorporate people living with HIV and people with disabilities. | *Indicator 1.4.2:*<br>- *Baseline (2015):* 0<br>- Target (2018): 2 | 1 (Urban ID Poor rolled out) | 2 (ID poor & cash transfer for PwDs) | 2 (ID poor & cash transfer for PwDs) | 2 (ID poor & cash transfer for PwDs) | | Policy |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 Target | 2018 Actual | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| **Output 1.5:**<br><br>Institutional measures are in place to strengthen the contribution of the national mine action programme to the human development of poor communities | Institutional capacity to gather land use data and ability to implement alternative funding | The extent of capacity in land use data gathering and extent of crowd in the mine action sector funding through alternative and stable funding counterbalancing the shrinking of Oversea Development Assistance to facilitate the development impact of mine action measured as a 3-point scale (1 = some extent to 3 = great extent). | *Indicator 1.5.1:*<br><br>- *Baseline (2015): Some extent (1)*<br>- *Target (2018): Great extent (3)* | 1- Some extent (Mine Action strategy drafted; Mine Action Performance monitoring system not yet initiated) | 1- Some extent (Mine Action strategy drafted; Mine Action Performance monitoring system not yet initiated) | 3- Great Extent | 2 -Moderate extent<br><br>NMAS approved with a 3-year implementation plan, PMS piloted, technical reference groups established, resource mobilization strategy prepared.<br><br>Counterbalancing ODA is still under question. | | MAfHD |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| **UNDAF OUTCOME 2:** By 2018, national and subnational institutions are more transparent and accountable for key public sector reforms and rule of law; are more responsive to the inequalities in enjoyment of human rights of all people living in Cambodia; and increase civic participation in democratic decision-making | Extent of follow-up on UN human rights and UN Convention on Anti-Corruption recommendations | Level of follow-up and implementation by ministries of selected recommendations by UN human rights mechanisms and the UN Convention on Anti-Corruption (UNCAC) implementation review mechanism measured as a 3-point scale (1 = some progress to 3 = significant progress) | *Indicator:* - *Baseline: Some progress (1)* - *Target: Significant progress (3)* | | | 3 | <mark>N/A – UNDAF level aggregate is not available.</mark> | **Outcome indicator 2.1:** -on open access to data on government budgets, expenditure and public procurement. | |
| **Output 2.1:** Mechanisms and channels for government-citizen dialogue exist that | Agreed social accountability by government and | No. of provinces that adopted Social Accountability Mechanisms as | *Indicator 2.1.1:* - *Baseline (2015): 14* - *Target (2018): 28* | 14 provinces | 19 provinces | 28 provinces | 19 provinces (project end – no progress) | **Output indicator 2.4.2** – on number of CSOs/networks with mechanisms for | ACES |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| establish long-term accountability relationships | civil society organization | agreed by the government and civil society organizations present in priority provinces | | | | | | ensuring transparency, representation and accountability. | |
| | Number of ministries | Number of line ministries that included recommendations by the Cambodian Gender Strategic Plan NR4 and other gender equality related recommendations in their annual public investment programmes and programme budgets | *Indicator 2.1.2:*<br>- *Baseline (2015): 0*<br>- *Target (2018): 4* | 0 (data not available) | 0 (project just started) | 4 | 0<br><br>Discussion initiated with 4 ministries, pending formalization in 2019 | **2.1.1** Number of Parliaments, constitution-making bodies and electoral institutions which meet minimum benchmarks to perform core functions effectively. | PSLWGE (from 2017) |
| **Output 2.2:**<br>Mechanisms to increase percent of women in leadership and decision-making are more effective | Effectiveness of policy measures | Effectiveness of policy measures to increase the share of women leaders across the civil service measured as a 3 point scale (1 = not effective to 3 = effective) | *Indicator 2.2.1:*<br>- *Baseline (2015): Not effective (1)*<br>- *Target (2018): Effective (3)* | 1- Not effective | 1- Not effective<br><br>(project just started – progress made on increasing targets for women leadership | 3- Effective | 2- Somewhat effective<br><br>-Technical Working Group on Women in Leadership and Governance (TWG-WLG) launched under leadership of MoWA | **Output indicator 2.1.3:** proportion of women (to men) participating as candidates in local and national elections. | PSLWGE (from 2017) |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | | | | | in the draft CSDG) | | | | |
| **Output 2.3:** Capacities of government institutions and civil society organizations strengthened to comply with obligations under the Convention on the Rights of Persons with Disabilities | Legal definition that allow equal rights of disabled people and have included in society | Extent to which Cambodia legal definition allows people with disabilities to enjoy equal rights and be included in society measured as a 3-point scale (1= some extent to 3= great extent). | *Indicator 2.3.1:*<br>- *Baseline: Some extent (1)*<br>- *Target: Great extent (3)* | Some extent<br><br>Source: DRIC MTR | 2- some extent<br><br>Disability integrated in:<br><br>- Voter registration process, and access to election office<br><br>-<br><br>Election process<br><br>- Social protection | 3- Great extent | 3- Great extent<br><br>Access to justice for PwDs included in the draft National Disability Strategic Plan<br><br>Disability included in the first National Legal Aid Policy | **Output indicator 2.4.2** – Degree of effectiveness of mechanisms/platforms to engage excluded groups | DRIC/A2J |

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| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | | | | | - Technical guideline for disability friendly sidewalk | | | | |
| | Government implemented recommendations | Extent to which policy recommendations of disabled people's organizations are implemented by government measured as a 3 point scale (1= some extent to 3= great extent) | Indicator 2.3.2:<br>- Baseline (2014, NDSP): Some extent (1)<br>- Target (2018): Great extent (3) | 2 – Moderate extent<br><br>Source: DRIC MTR noted achievements in setting up of radio station, promote political participation with NEC, draft law on access to information | 2 – Moderate extent | 3- Great Extent | 2– Moderate Extent<br><br>Three CDPO recommendations: to enhance policy implementation: quota employment system; disability (social) card; National Accessibility Guidelines | Output indicator 2.4.2 – Degree of effectiveness of mechanisms/platforms to engage excluded groups | |

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| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 Target | 2018 Actual | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| **UNDAF OUTCOME 3:** By 2018, people living in Cambodia, particularly youth, women and vulnerable groups, are enabled to actively participate in and benefit equitably from growth and development that is sustainable and does not compromise the well-being or natural or cultural resources of future generations | Household consumption | % of household consumption in the two lowest quintiles | *Indicator:* - *Baseline (2013): quintile 1 - 10%* - *Target (2018): quintile 1 – 17%* - *Baseline (2013): quintile 2 – 14%* - *Target (2018): quintile 2 – 20%* | Quintile 1: 10 Quintile 2: 20% (No updated data) | Quintile 1: 9% Quintile 2: 13% Source: CSES 2016 | Quintile 1: 17% Quintile 2: 20% | Quintile 1: 9% Quintile 2: 13% Source: CSES 2017 | | |
| | Formal employment | % of total employed population that is employed in the formal sector disaggregated by age, location, and sex (defined in Cambodia as being in waged/paid work) | *Indicator:* - *Baseline (2013): 40.6%* - *Target (2018): 50%* | 40.6% of total labour in waged work (2013) | 48.9% of total labour in waged work (2015) 43.4% of women in waged work (2016) | 50% | 51% of total labour in waged work (CSES 2017) 45.2% of women in waged work (CSES 2017) | | |
| | Employment by economic sectors | % of total GDP represented by employment in agriculture, service, and industry sector | *Indicator:* - *Baseline (2014, est.): Agriculture (60%); industry (11%); and service (29%)* | Agriculture (60%); industry (11%); and service (29%) | Agriculture: 41% Industry: 25.5% Services: 32.9% | Agriculture: 56% Industry: 13% Services: 31% | Agriculture: 37.0% Industry: 26.2% Services: 36.8% | | |

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| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 Target | 2018 Actual | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | - *Target (2018): agriculture (56%); industry (13%); and service (31%)* | (No updated data) | Source: CSES 2015 | | Source: CSES 2017 | | |
| | Multidimensional poverty, poverty headcount | % of population identified as multidimensional poor according to the multidimensional poverty index (MPI) – an average of the 3 indexed dimensions of poverty (with a focus on living standards) | *Indicator:*<br>- *Baseline (2014): 46.8%*<br>- *Target (2018): 41.0%* | 33% | 33%<br><br>Source: OPHI, Country Briefing December 2016 (Using CDHS data 2014 but older method used) | 41% | 35%<br><br>Source: HDR data, UNDP and OPHI (2018)<br><br>Note: change of method but still using CDHS data 2014) | **Outcome indicator 7.5:** number of countries with post-2015 poverty eradication commitments and targets. | |
| Output 3.1:<br><br>**The National Strategic Development Plan (NSDP) incorporates and localizes the post-2015 agenda and Sustainable Development Goals priorities** | SDGs indicators incorporated in the NSDP and sectoral plans | Extent to which the Sustainable Development Goals – SDGs (post-2015 measures) and indicators are included in the National Strategic Development Plan (NSDP, 2019-2025) measured as a 3 point scale (1= limited extent to 3 = Great extent) | *Indicator 3.1.1:*<br>- *Baseline: limited extent (1)*<br>- *Target: Great extent (3)* | 1 - Limited extent | 1 - Limited extent<br><br>(CSDG is not yet drafted) | 3 – Great extent | 2 – Some extent<br><br>CSDG framework adopted in Nov 2018, draft NSDP framework takes 49% of indicators from CSDGs but NSDP not formally approved yet | **Outcome indicator 7.3** – on adopting SDG indicators into national plans and budgets | Policy |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | **Target** | **Actual** | | |
| | Measures taken by the government to improve financial inclusion of the poor | Extent to which policy and market mechanisms expanded and accessed by the poor to financial services, based on Making Access Possible study measured as a 3 point scale (1= some extent to 3 = limited extent) | *Indicator 3.1.2:*<br><br>- *Baseline (2015): some extent (1)*<br>- *Target (2018): limited extent (2)* | 1- Some extent | 1- Some extent<br><br>(no work) | 1 – Some extent (no work) | 1 – Some extent (no work) | | Policy |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 Target | 2018 Actual | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | Measures taken by government to increase foreign direct investment, skill upgrading and value chain | Extent to which policy and institutional mechanisms in place are effective to increase<br><br>- foreign direct investment in sectors with potential for value addition,<br>- skills upgrading, and<br>- decent employment<br><br>measured as a 3 point scale (1= not effective to 3 = effective) | *Indicator 3.1.3:*<br>- *Baseline (2015): Not effective (1)*<br>- *Target (2018): Effective (3)* | | | 3- Effective | 2- Somewhat effective<br><br>- IDP implementation progress report produced as foundation for IDP implementation acceleration.<br><br>- National Employment Agency piloted a multimedia TV program to assist youth in finding decent employment. | | Policy/ PfDR |
| **Output 3.2:**<br>National data collection measurement and analytical systems in place to monitor progress on the post-2015 agenda and Sustainable Development Goals | Data aggregated by sex, income group, age and region | Extent to which national statistical systems allow collection of relevant data to track progress against localized SDGs with a necessary data aggregation (sex, income groups, and geographical areas measured as a 3 point | *Indicator 3.2.1.*<br>- *Baseline:* Some extent (1)<br>- *Target:* Great extent (3) | 1- Some extent<br><br>(CSDG localization not yet finalized) | 1- Some extent<br><br>(CSDG localization not yet finalized) | 3- Great extent | 2 – Partial extent<br><br>- CSDG Framework developed & populated with national data, with good coverage but disaggregation issues remain. | **Output indicator 7.3.1** – Number of diagnostics carried out in this country to inform policy options on national response to globally agreed development agenda, including with analysis of sustainability and risk resilience, with post-2015 poverty | **Policy** |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | | scale (1= some extent to 3 = great extent) | | | | | As of yet, only limited efforts made to develop sub-national targets/ indicators. | eradication commitments and targets specified | |
| **Output 3.3:** Institutional mechanisms in place to manage the transition in composition of official development assistance and to expand access to other sources of global development financing | Open/free access to recent data on external CC finance (online); Availability of comprehensive, accurate & relevant data for monitoring (i.e. CC sector/sub-sector/marker are effectively used); Institutional mechanism that can and does produce a regular (annual) report on CC finance; Ability for MOE/NCSD to access the system, | Effectiveness of mechanisms to access, monitor, report and verify use of ODA and other sources of global financing for climate includes: CC marker in ODA database is operational and used in national report on ODA (CDC) Annual Climate Public Expenditure Reviews published (CCCA) Cambodia accesses GCF funds (at least one project) (CCCA | *Indicator 3.3.1:* - *Baseline: Not effective (1)* - *Target: Effective (3)* | 2- Somewhat effective (CC financing was reported in DCPS report published by the CDC; CPER for FY 2013-14 published) | 2- Somewhat effective (CC financing was reported in DCPS report published by the CDC; CPERE published annually) | 3- Effective | 2- Somewhat effective Climate change marker in ODA database; annual climate expenditure review, accessing GCF and one midterm report on CCCSP (3/4 components) | **Output indicator 7.4.2** – Existence and effectiveness of mechanisms to access, deliver, monitor, report on and verify use of Official Development Assistance (ODA) and other sources of global development financing | PfDR CCCA 2 Policy |

| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| | query and validate the raw data. | and UNDP policy unit) At least one monitoring report on implementation of CCCSP is available (CCCA) Improvement is measured as a 3 point scale (1= not effective to 3= effective) | | | | | | | |
| | Mechanisms for effective access, monitor, report and verify the use of Overseas Development Assistance and other global financing – SDGs | Effective mechanism to access, monitor, report and verify use of national budget, ODA and other sources of global financing for the achievement of SDGs measured as a 3 point scale (1 = not effective to 3 = effective) | Indicator 3.3.2: - *Baseline: Not effective (1)* - *Target: Effective (3)* | 2 – Somewhat effective (ODA Database adapted and expanded to record broader flows of developme nt finance, ODA analysis is prepared regularly) | 2 – Somewhat effective (ODA Database adapted and expanded to record broader flows of developme nt finance, ODA analysis is prepared regularly) | 3 - Effective | 2 – Somewhat Effective ODA Database data validation exercise for the Busan indicators prepared | **Output indicator 7.4.2** – Existence and effectiveness of mechanisms to access, deliver, monitor, report on and verify use of Official Development Assistance (ODA) and other sources of global development financing | PfDR |
| **Output 3.4:** Mechanisms in place to generate and share | National and global human development | Extent to which the human development reports contribute to | Indicator 3.4.1: - *Baseline (2011): Some extent (1)* | N/A | N/A | 3 – Great extent | 2- Moderate extent | **Output indicator 7.3.1** – Number of diagnostics carried out | Policy |

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| EXPECTED RESULTS (UNDAF Outcomes and CPD Outputs) | INDICATOR | DEFINITION (How is it calculated or measured?) | BASELINE AND TARGET (What are the baseline and target values?) | 2016 Actual | 2017 Actual | 2018 | | Links to UNDP Strategic Plan (SP, 2014-2017) | Relevant projects |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Target | Actual | | |
| knowledge about development solutions | reports' contribution vs. Cambodia | policy and academic debates measured as a 3 point scale (1= some extent to 3= great extent) | - Target (2017): Great extent (3) | | No NHDR produced | | NHDR findings have been used for national strategy for protection forestry, policy recommendations for PES, and resource mobilization for NHDR identified issues. | in this country to inform policy options on national response to globally agreed development agenda, including with analysis of sustainability and risk resilience, with post-2015 poverty eradication commitments and targets specified | |

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# ANNEX VII: GENDER-RESPONSIVENESS OF PROJECT DOCUMENTS

| # | Project/programme title | Gender-related Aspects | Issues of Concern |
|---|---|---|---|
| 1 | **A2J-Disability**<br><br>**GEN2** | Project Document contains reference to previous research on GBV and human rights violations experienced by women with disabilities in Cambodia.<br><br>Women with disabilities are referred to as one of the elements of programme design.<br><br>One of the risks refers to insufficient gender awareness among programme counterparts.<br><br>MoWA is one of project partners. | Results and Resources Framework (RRF) does not contain[93] gender-targeted and sex-disaggregated indicators, targets and baselines.<br><br>There are no attached LPAC minutes to consult on gender screening of the proposal. |
| 2 | **3Rio**<br><br>**GEN1** | Project Document notes that "every effort will be made to incorporate gender issues in the implementation of the project, men and women will be equally participating in activities without any discrimination, with women accounting for at least 40% of all training and capacity building activities. Moreover, gender segregation of data collection and data management will be introduced as a basis for ensuring long-term gender benefits."<br><br>There had been no gender mainstreaming plans, however, the Project Preparation Grant stated they would be developed. | RRF does not contain gender-sensitive and sex-disaggregated indicators, targets and baselines.<br><br>There are no attached LPAC minutes to consult on gender screening of the proposal. |

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[93] Different color highlights are used to draw attention to various quality assurance aspects or their absence.

| | | | |
|---|---|---|---|
| | | MoWA is a partner. | |
| 3 | **UNJP/YE**<br><br>**GEN2** | There is a gender analysis and gender-sensitive narrative throughout the document, including the RRF.<br><br>MoWA is a partner. | All indicators are quantitative.<br><br>There are no attached LPAC minutes to consult on gender screening of the proposal. |
| 4 | **SRL**<br><br>**GEN2** | The project targets female-headed households and poor women.<br><br>There is an analysis on gender and vulnerabilities.<br><br>The project plans to have a Social and Gender Advisor post.<br><br>MoWA is a partner | RRF contains a couple of sex-disaggregated indicators.<br><br>There are no attached LPAC minutes to consult on gender screening of the proposal. |
| 5 | **EWS**<br><br>**GEN1** | The project aims at rendering EWS beneficial for women, among other groups; plans to improve gender-disaggregated data collection for disaster risk programming.<br><br>MoWA is a partner and was consulted, together with women-farmers, at design stage.<br><br>Document contains LPAC minutes and Social and Environmental Screening (SES) checklist. | RRF contains one gender-sensitive indicator. |
| 6 | **MIY/Klahan9**<br><br>**GEN2** | Situation Analysis refers to research and contains sex-disaggregated data.<br><br>The documents states that "the project will have a particular focus on young women." | RRF does not contain gender-sensitive and sex-disaggregated indicators, targets and baselines. |

| | | | There are no attached LPAC minutes to consult on gender screening of the proposal. |
|---|---|---|---|
| 7 | **PSLWGE**<br>**GEN3** | There are Project Quality Assurance (QA) and other attributes of a gender-targeted project. | Indicators are formulated as targets.<br><br>There are no attached LPAC minutes to consult on gender screening of the proposal. |
| 8 | **PfDR2**<br><br>**GEN2** | The document contains gender analysis.<br><br>Project QA and LPAC minutes are attached. | RRF does not contain gender-sensitive and sex-disaggregated indicators, targets and baselines. |
| 9 | **EGR**<br><br>**GEN2** | Project QA, SES and LPAC minutes are attached. | RRF does not contain gender-sensitive and sex-disaggregated indicators, targets and baselines.<br><br>Although it is noted that "men and women are encouraged to participate in the project", there is no gender analysis in the context and proposed interventions do not contain gender-targeted activities. |
| 10 | **CfRIII**<br><br>**GEN2** | A few gender-specific mentions in the Strategy and Partnerships (MoWA) parts; reference to Gender Mainstreaming in Mine Action Plan 2013-2015.<br><br>RRF target for 2017 states: "performance monitoring indicators, including adequate gender indicators with advisory support by MOWA and key stakeholders"<br><br>Project QA and SES are attached. | RRF does not contain gender-sensitive and sex-disaggregated indicators. |
| 11 | **Policy, Communications and Social Innovations for Human Development Project** | A few gender-related mentions in the context and strategy. | RRF does not contain gender-sensitive and sex-disaggregated indicators. |

| | | SES is noted as an annex, although not attached to the file. | MoWA is not stated as a stakeholder. |
|---|---|---|---|
| | **GEN2** | | |
| **12** | **CoWES**<br><br>**GEN1** | Planned use of a gender analysis and socio-economic surveys with gender assessment are mentioned in Strategy part.<br><br>Plan to develop a Gender Action Plan for the Project (*developed*).<br><br>Gender Analysis had been conducted prior to project launch.<br><br>Gender Marker Checklist is attached.<br><br>MoWA is among partners. | One sex-disaggregated indicator in RRF. |
| **13** | **DRIC**<br><br>**GEN2** | The project document notes the intention to incorporate gender in all aspects.<br><br>RRF contains many gender-sensitive and sex-disaggregated indicators. | |
| **14** | **Inclusive Governance**<br><br>**GEN2** | The document states plans on: capacity building of women councilors; conduct of gender analysis for local development; gender training, among other mandatory ones.<br><br>SES, Project QA and LPAC minutes are attached. | One sex-disaggregated indicator. |
| **15** | **ACES**<br><br>**GEN2** | Gender analysis is provided in the Context part.<br><br>There is a key deliverable on enhanced participation of women in the Association of Sub-national Administration Councils. | There are no SES and Project QA to consult on gender-related aspects. |

| | | | RRF includes targets on training sub-national administrations on gender, strengthening gender analysis capacities of ACES Secretariat, and advocacy on increasing women's political participation. | |
|---|---|---|---|---|
| 16 | **CEDEP I** <br><br> **GEN1** | | - | Absence of gender-relate content. |
| 17 | **FCPF I** <br><br> **GEN2** | | There is no gender-related content. | LPAC minutes are not attached. |
| 18 | **FCPF II** <br><br> **GEN2** | | The document states that the project gender equality and women's empowerment and will further support the Gender Group comprised of several government entities in incorporating gender concerns into REDD+. <br><br> MoWA is a stakeholder. | RRF contains one gender-sensitive indicator. |
| 19 | **SUMAI** <br><br> **GEN1** | | Few mentions of women as target group. | |
| 20 | **CCCA2** <br><br> **GEN2** | | RRF: Climate Change M&E framework to contain sex-disaggregated indictors; line ministries to conduct gender analysis within the implementation of respective climate change-related actions. <br><br> MoWA is noted as a stakeholder and to be consulted on gender-related issues <br><br> SES is attached. | LPAC minutes are not attached. |

# ANNEX VIII: GENDER IN EVALUATIONS

| # | Evaluation/ Review Title | Gender-related Findings, Conclusions, Recommendations |
|---|---|---|
| 1. | **REDD+**<br><br>**Mid-term Review (MTR) and Request for Additional Funding**<br><br>**July 2016** | Findings:<br>Gender Group (GG), created by the Government, is one of the instruments of effective stakeholder participation in REDD+ readiness<br><br>National REDD+ Strategy (NRS) was informed by Policy and Strategic Framework of Gender Mainstreaming in Agricultural Sector and Gender and Climate Change Action Plan 2014-2018<br><br>The Readiness Preparation Proposal process included capacity building on gender through UN-REDD programme and continued under FCPF grant.<br><br>A 2014 study on barriers explored opportunities for gender integration in REDD+.<br><br>There is a need to ensure broader gender integration in NRS.<br><br>Lessons include necessary revision of roles of institutional mechanisms, including Gender Group.<br><br>No mention of MoWA. |
| 2. | **CCCA2**<br><br>**MTR**<br><br>**January 2017** | Findings:<br>The impact on gender within line ministries has been very limited with little or no evidence of gender based approaches in line ministries procedures.<br><br>The situation is different in grants where the gender approach has been developed in greater detail, due to rigorous grant procedures; situation differs across ministries that put their respective gender approaches into plans.<br><br>Support to women's groups through agriculture has a positive impact. |
| 3. | **CEDEP**<br><br>**2017** | The MTR does not provide gender-related findings , conclusions and recommendations.<br><br>ToR does not include gender aspects. |
| 4. | **DRIC** | Findings:<br>Disability is part of 5-year plan, in line with CEDAW; |

| | | |
|---|---|---|
| | **MTR**<br><br>**May 2016** | Cambodia Gender Assessment includes PwD;<br>National Women's Council on CEDAW includes issues of women with disabilities in report;<br>MoWA has male and female personnel with disabilities;<br>MoWA has a plan to build vocational training centre for women with disabilities;<br>Ministry of Labour and Vocational Training has a policy of non-discrimination towards women and PwDs.<br><br>Women are well represented in DPO boards;<br>Gender is mainstreamed in CDPO guidance and guidelines.<br><br>Recommendations:<br>Highlight examples of DRIC work on gender, among other, in reports and donor meetings *(completed)*. |
| 5. | **MAfHD: CfR3**<br><br>**MTR**<br><br>**February 2018** | ToR included gender aspects, although the team experienced limitations in exploring those (Gender Plan was not available in English).<br><br>Findings: Groundwork for gender has been laid by the project and has potential to be expanded through a more robust performance monitoring system and "Safe Village" strategy pilot.<br><br>Reference is made to National Mine Action Strategy 2018-2025 in terms of the need to mainstream gender aspects in the latter.<br><br>Evaluation consultants worked with project team to mainstream gender in indicators. |
| 6. | **MIY/Klahan9**<br><br>**MTR**<br><br>**February 2017** | Findings:<br>The project responded to identified needs of young people, and women in particular.<br><br>Youth employment concept has been promoted, including among young women. Young people were directly involved into planning of multi-media campaigns.<br><br>Recommendations:<br>Improve access to business advice and increase diversified work opportunities for rural youth, and young women, in particular *(initiated)*. |
| 7. | **3Rio**<br><br>**Mid-term Evaluation**<br><br>**August 2017** | Findings: Need for technical competency in gender mainstreaming, among other. |
| 8. | **MIY/Klahan9** | Some references to gender aspects, although no specific recommendations related to young women or men. |

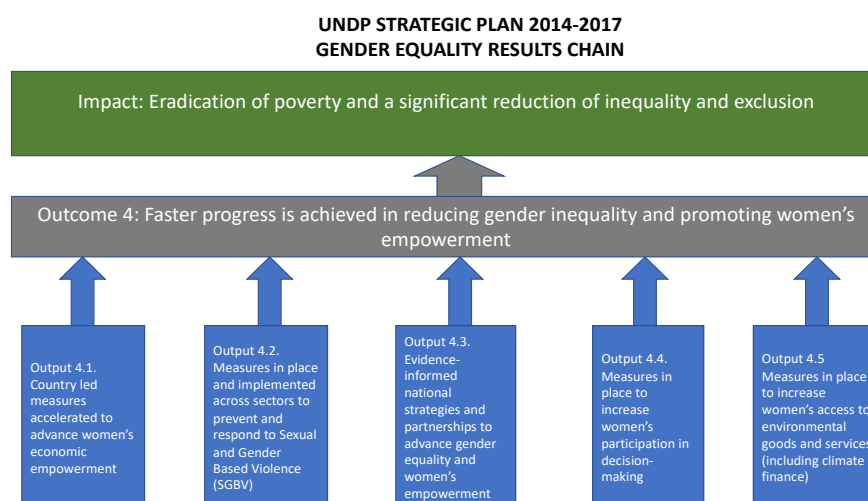| | | |
|---|---|---|
| | **Evaluation** **October 2018** | |
| 9. | **ACES** **Impact Evaluation** **October 2017** | <u>Findings:</u> Good progress on gender-responsive advocacy and service delivery. No gender-specific recommendations. |
| 10. | **SRL** **MTR** **March 2019** | The MTR <u>concluded</u> that gender aspects were a focus of the project, and that women, as men, participated in all stages of the project. |

# ANNEX IX: ACHIEVEMENT GENDER-RELATED RESULTS

| Result | Indicator | Baseline | Target | Actual | Status |
|---|---|---|---|---|---|
| Output 1.3<br>Climate- and disaster-responsive social protection policies are in place that provide protective, preventive and promotive solutions for poor, climate-vulnerable people. | Number of schemes lifting women and men from poverty | 0 | 2 | 0 | Not achieved |
| Output 2.1<br>Mechanisms and channels for government-citizen dialogue exist that establish long-term accountability relationships | Number of line ministries that included recommendations by the Cambodian Gender Strategic Plan (Neary Rattanak IV) and other gender equality related recommendations in their annual public investment programmes and programme budgets | 0 | 4 | 0<br><br>(Discussion initiated with 4 ministries, pending formalization in 2019) | Not achieved |
| Output 2.2:<br><br>Mechanisms to increase percent of women in leadership and decision-making are more effective | Effectiveness of policy measures to increase the share of women leaders across the civil service measured as a 3 point scale | 1 – Not effective | 3 - Effective | 2- Somewhat effective<br><br><br>(Technical Working Group on Women in Leadership and Governance (TWG-WLG) launched under leadership of MoWA) | Not achieved (on track) |
| UNDAF OUTCOME 1:<br><br>By 2018, people living in Cambodia, particularly youth, women and vulnerable groups, are enabled to actively participate in and benefit equitably from growth and development that is sustainable | % of total employed population that is employed in the formal sector disaggregated by age, location, and sex (defined in Cambodia as being in waged/paid work) | 40.6% | 50% | 51% of total labour in waged work (CSES 2017)<br><br>45.2% of women in waged work | Not achieved |

| | | | | | |
|---|---|---|---|---|---|
| and does not compromise the well-being or natural or cultural resources of future generations | | | | | |
| Output 3.1:<br><br>The National Strategic Development Plan (NSDP) incorporates and localizes the post-2015 agenda and Sustainable Development Goals priorities | Extent to which the Sustainable Development Goals – SDGs (post-2015 measures) and indicators are included in the National Strategic Development Plan (NSDP, 2019-2025) measured as a 3 point scale | 1 - Limited extent | 3 – Great extent | 2 – Some extent<br><br>CSDG framework was adopted in November 2018, draft NSDP framework takes 49% of indicators from CSDGs; however, NSDP has not been formally approved yet | Not achieved (on track) |
| Output 3.2:<br><br>National data collection measurement and analytical systems in place to monitor progress on the post-2015 agenda and Sustainable Development Goals | Extent to which national statistical systems allow collection of relevant data to track progress against localized SDGs with a necessary data aggregation (sex, income groups, and geographical areas measured as a 3 point scale | 1- Some extent<br><br>(CSDG localization not yet finalized) | 2 – Great extent | 2 – Partial extent<br><br>(CSDG Framework has been developed and populated with national data, with good coverage; however, disaggregation issues remain. Currently only limited efforts made to develop sub-national targets/ indicators) | Not achieved (on track) |

# ANNEX X: GENDER CONTRIBUTIONS TO THE STRATEGIC PLAN

A mapping of CO's contributions to gender results in 2016-2018 demonstrates that the latter align, with varying degree, to UNDP Strategic Plan Outputs (see Figure below) under Outcome 4 (Faster progress is achieved in reducing gender inequality and promoting women's empowerment).

**UNDP STRATEGIC PLAN 2014-2017**
**GENDER EQUALITY RESULTS CHAIN**

Impact: Eradication of poverty and a significant reduction of inequality and exclusion

Outcome 4: Faster progress is achieved in reducing gender inequality and promoting women's empowerment

Output 4.1. Country led measures accelerated to advance women's economic empowerment

Output 4.2. Measures in place and implemented across sectors to prevent and respond to Sexual and Gender Based Violence (SGBV)

Output 4.3. Evidence-informed national strategies and partnerships to advance gender equality and women's empowerment

Output 4.4. Measures in place to increase women's participation in decision-making

Output 4.5 Measures in place to increase women's access to environmental goods and services (including climate finance)

| UNDP Strategic Plan Output | UNDP Contribution |
|---|---|
| SP Output 4.1.: Country-led measures accelerated to advance women's economic empowerment | - MoWA's programme-based approach to women's economic empowerment<br>- Formation of women's savings groups |
| SP Output 4.2.: Measures in place and implemented across sectors to prevent and respond to Sexual and Gender Based Violence | - MoWA's programme-based approach to gender-based violence |
| SP Output 4.3.: Evidence-informed national strategies and partnerships to advance gender equality and women's empowerment | - Implementation of Neary Rattanak IV<br>- Technical Working Group on Women in Leadership and Governance |
| SP Output 4.4.: Measures in place to increase women's participation in decision-making | - National forum on women's political participation<br>- Advocacy on increased women's participation, with political parties<br>- Cambodia SDG targets on percentage of women as ministers, MPs and secretaries of state |
| SP Output 4.5.: Measures in place to increase women's access to environmental goods and services (including climate finance) | - Release of mine contaminated land<br>- Participation of women in forests preservation |