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Project to Support
the Leading the Way for Gender
Equality Programme
(March 2017 - September 2019)
Mid-Term Evaluation Report



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Disclaimer

This project evaluation report presents the independent and evidences-based conclusions and recommendations of the evaluator and does not necessarily fully correspond to the opinions of UNDP Cambodia, Embassy of Sweden, MoWA or other stakeholder referred to in this report. Every effort has been made by evaluation to ensure that the information given here is correct. Any factual error that may appear is unintended and falls under the responsibility of external evaluator.

Acronyms

CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CNCW	Cambodian National Council for Women
CoM	Council of Ministers
CSO	Civil Society Organization
DAC	Development Assistance Committee
ERG	Evaluation Reference Group
FGD	Focus Group Discussion
GE	Gender Equality
GEWE	Gender Equality and Women's Empowerment
GDCC	Government-Development partner Coordination Committee
GRB	Gender Responsive Budgeting
CDF	Capacity Development Framework
GMAG	Gender Mainstreaming Action Groups
HR	Human Rights
HRBA	Human Rights-Based Approach
MoWA	Ministry of Women's Affairs of Cambodia
MTE	Mid-Term Evaluation
M&E	Monitoring and Evaluation
MoCS	Ministry of Civil Service
MoFAC	Ministry of Fine Art and Culture
MoEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MoI	Ministry of Information
MoP	Ministry of Planning
NAP	National Action Plan
NSDP	National Strategic Development Plan
NGO	Non-Governmental Organization
LNOB	Leave No One Behind
OECD	Organisation for Economic Co-operation and Development
PBA	Program Based Approach
PSLWGEP	Project to Support the Leading the Way for Gender Equality Programme
RBM	Results Based Management
RGC	Royal Government of Cambodia
RSA	Royal School of Administration
RULE	Royal University of Law and Economics
RUP	Royal University of Phnom Penh
SDGs	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
TCD	Technical Coordination Desk
ToC	Theory of Change
ToR	Terms of Reference
TWGG	Technical Working Group on Gender
TWGG-WLG	Technical Working Group on Women, Leadership and Governance
UC	University of Cambodia
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WEE	Women Economic Empowerment

Executive summary

Overall objective of the Project to *Support the Leading the Way for Gender Equality Programme* (hereinafter the project or the PSLWGEP) is to provide long-term capacity development and advisory support to Ministry of Women affairs (MoWA) for achieving the national goals on gender equality and women's empowerment by strengthening the enabling environment and institutional architecture for formulating, implementing and monitoring national gender policies more effectively.

The outcomes or key components of the action are:

- *Outcome 1:* More effective institutionalization of gender policies across government, and more effective performance of Gender Machinery to lead GE mainstreaming with inclusion of disadvantaged groups of women and girls;
- *Outcome 2:* Promotion of behavioral change in favor of GE among the public and young Cambodians;
- *Outcome 3:* Increase number of and capacities of women in decision-making positions and strengthen feminist leadership.

The scope of the mid-term evaluation (MTE) is to undertake an independent and impartial evaluation of the project relevance, performance and progress towards its expected results, in accordance with the project results framework, challenges encountered, eventually adjust project approach, if needed for the remaining implementation period.

The MTE was focused on assessment of the project performance and generation of the relevant findings, conclusions, preliminary lessons learnt and recommendations, which will be used by the Project in the process of gender mainstreaming and capacity strengthening, as well as enhancing accountability for gender equality and women's empowerment in Cambodia.

The MTE was guided by "big five" OECD/DAC Evaluation Criteria (*Relevance, Effectiveness, Efficiency, Impact and Sustainability*) and Sida's Evaluation Handbook. At the mid-term stage, it is early to identify project impact and sustainability, still the evaluator managed to indicate Project areas where impact in transformative changes and impact on gender mainstreaming and capacity strengthening could be expected. Evaluation involved a total of 73 interviewees representing: MoWA, engaged line ministries, other Cambodian public institutions, universities, CSOs, UN agencies, as well as Embassy of Sweden.

Overall conclusion on the assessed aspects of the LWGE Program is partially satisfactory, based on the analyzed documents and gathered information from reflections shared in interviews with the key informants. The MTE concluded that, the program represents a multi-stakeholder, demand-driven and *a highly relevant* initiative developed in a participatory manner with the involvement of the key state and non-state actors, but *it is too complex and ambitious* given the capacity and available resources of the implementing agency, i.e. MoWA and has some design weaknesses, in term of approach methods, tools and Theory of Change. The program is aligned to current gender development context of Cambodia and it contributes to implementation of the nationalized SDGs 5 and 10 and is linked to national priorities, MoWA, UNDP and Sida agenda. The program is a response to the gender mainstreaming needs, expertise and planned initiatives reflected in the national policy documents of Cambodia.

Human Rights Based Approach (HRBA) and Leave No One Behind (LNOB) principles are mostly integrated in the design, as the program targets mostly „duty bearers” (public authorities) and occasionally the „rights holders”, including the disadvantaged groups of women and girls as described in the evaluation report. In terms of the Results-based management (RBM), the LWGE Program was improved during the implementation and is mostly consistent with two types of

inter-linked results (outputs and outcomes), baselines, indicators and targets and added milestones. Both Program and the Capacity Development Framework (CDF) have distinct results frameworks. The ToC of the program is partially relevant, as it clearly describes the links of the expected results: deliverables - PSLWGE results - Country Document Outputs - UNDAF Outcomes, but lacks the assumptions and „if”- „then” causality, reconstructed by evaluator.

The *effectiveness* of the program at the midterm stage is still modest and on some subcomponents is behind the initial implementation schedule (e.g. approval of the gender policy documents: National Gender Policy (NGP), Neary Rattanak (NR) V, Cambodian Gender Assessment (CGA); gender mainstreaming and capacity development dynamic of MoWA; officializing the partnerships with line ministries and universities) , although the program delivery is increased during the last year, the performance milestones were introduced, technical working groups were reinforced, quarterly reports included. All these measures increased the implementation dynamic of the program and there is a clear progress toward the targets of all three components. Midterm performance is lower than anticipated in the program document, because of several reasons described in the report, but also because MoWA does not have a distinct staff working exclusively on the program.

The *efficiency* of the program, i.e. results achieved and resources used within the spent time frame, is also modest, although there are efforts undertaken by the program and there are some isolated good examples of preliminarily achievements within the initial time frame of each of the program components. Program struggles to follow the implementation schedule, but there are delays within all three components as described. The technical expertise, material and financial resources invested are mostly adequate for reaching the planned results, except insufficient involvement of human resources of MoWA. No apparent waste of resources was identified during the evaluation and the program has performed satisfactory in achieving mid-term results in a cost-effective manner and most of the costs are well justified, except one case described in report when the efficiency is questioned.

The *impact* and the *sustainability* of the achievements are mostly premature to be assessed, because the core results of the program are still on the way. Nevertheless, evaluation concluded that there are promising sustainability perspectives in terms of *policy sustainability* (persisting political will, demand to further mainstream the gender aspects, integration on the normative framework and mandatory character of the gender policy documents after approval) and *institutional sustainability* (low staff turnover and consistent institutional memory in the capacitated MoWA line ministries and other public institutions). *Financial sustainability* represents a mixed picture – existing and promising in terms of MoWA financial contribution and unclear in the case of financial commitments for implementation of the NGP and NR V.

Any strategy or approach, which did not fully work as expected or functioned surprisingly well, represents and delivers a lesson, which normally should be learned. Thus, mid-term evaluation suggests the following three lessons (described in the report) that may be of value to the MoWA, UNDP and other partners:

- The program design and complexity should be tailored to the capacity of the implementing partner, available human resources and time allocation.
- Complex program needs milestones as was added during the project implementation, more proactive approach, consistent interaction and communication between the actors and guidance (coaching) throughout the entire program cycle management.

- Capacity development is linked to generating and managing changes and it is a difficult and sensitive process, still vague and unclear for many stakeholders and often it encounters personal and institutional resistance, therefore it should involve a clear step-by-step implementation approach and a thematic expert, which can guide the program during overcoming those resistances and transforming reluctances into incentives.

The MTE suggests a manageable number of recommendations (16), based on the findings and conclusions. Nine recommendations are set forth for MoWA and its partners to use in the remaining period and seven recommendations in a follow up initiative, if this is considered feasible. Recommendations are prioritized and classified in two groups: *operational* (to be implemented by the end of the program) and *strategic* (for the next program).

N	Recommendations	Priority
<i>A. Operational recommendations.</i>		
<i>Rec. 01</i>	Reinforce LWGE program implementation with UNDP as the key driving force.	High
<i>Rec. 02</i>	Advocate for approval of the drafted gender policy documents.	High
<i>Rec. 03</i>	Follow up with the identification of financial commitments to support NGP and NRV and lobby if needed.	High
<i>Rec. 04</i>	Concentrate more on capacity development of MoWA, incl. at the individual level.	High
<i>Rec. 05</i>	Provide tailored assistance to MoWA units on integration the RBM approach.	Medium
<i>Rec. 06</i>	Provide coaching to program management unit in integration capacity development in MoWA units and encourage further coaching of MoWA of other Cambodian public institutions.	High
<i>Rec. 07</i>	Provide evaluation support to the Secretariat of NCDD in evaluation the strategy and action plan on advancing women on decision making on SNA.	Medium
<i>Rec. 08</i>	Encourage development of the Back-Home Action Plans by the participants after the study visits and/or thematic trainings.	Low
<i>Rec. 09</i>	Involve UN WOMEN more actively, especially during the last six months in the perspective of taking over and development of the next initiative.	Medium
<i>B. Strategic recommendations.</i>		
<i>Rec. 10</i>	Develop a two-component program mostly focused on: 1) Cross-sectorial/ministerial gender mainstreaming and 2) Development of the RBM-based M&E system within MoWA.	High
<i>Rec. 11</i>	Maintain capacity development as back up component and involve a Capacity Development Consultant responsible with CDF implementation.	High
<i>Rec. 12</i>	Apply the Principle „Do less, but do better” and narrow down the results during the project management cycle.	High
<i>Rec. 13</i>	Handover the <i>educational subcomponent</i> to MoEYS, and <i>media sensitization subcomponent</i> to MoInf and involve additional implementing partners.	High
<i>Rec. 14</i>	Develop a monitoring mechanism of Media Code of Conduct on violence against Women and hand it over to MoInf.	Medium
<i>Rec. 15</i>	Consider development of the blended learning format on GEWE for the civil servants.	Low
<i>Rec. 16</i>	Involve more actively civil society organizations in the next program.	High

Part I. INTRODUCTION & BACKGROUND

Introduction

The mid-term evaluation (MTE) of *the Project to Support the Leading the Way for Gender Equality Programme* (hereinafter the project or the PSLWGEP) was carried out under the leadership of the Steering Committee and support of UNDP Cambodia, in line with the project monitoring plan as stated in the project document¹.

It was focused on assessment of the project performance and generation of the relevant findings, conclusions, preliminary lessons learnt and recommendations, which will be used by the Project in the process of gender mainstreaming and capacity strengthening, as well as enhancing accountability for gender equality (GE) and women's empowerment in Cambodia.

The evaluation report is prepared following the outline provided in the Terms of Reference (ToR) and the Guidance for OECD and UN evaluations and quality standards. It is prepared based on a review of the documents related to the project and field mission consultations in Cambodia. The report provides the background and the context to the evaluation, describes the overall approach and methodology of the evaluation and the manner in which it was conducted, and reveals key findings, conclusions, lessons which should be learnt and provides the respective recommendations for increasing the project relevance, performance, efficiency and sustainability. The report also contains a set of annexes: ToR, evaluation questions, list of consulted stakeholders and list of reviewed documents.

Background and context

Over the last years, the Royal Government of Cambodia (RGC) has carried out gender mainstreaming in national policies, plans and programs. As highlighted in the Rectangular Strategy III for Growth, Employment, Equity and Efficiency and National Strategic Development Plan (2014-2018), gender remains a priority for the RGC, particularly in such areas as: 1) Women Economic Empowerment; 2) Legal Protection of Women and Girls; 3) Women's Participation in Decision Making in the Public Sector and Politics and 4) Mainstreaming Gender across all key sectorial programs and policies.

Following 15 years of broad institutional support and technical assistance for gender equality (GE) in Cambodia, UNDP continues to support the Ministry of Women's Affairs of Cambodia (MoWA) in strengthening its capacity to fulfill its mandate of coordinating and monitoring gender mainstreaming. Since its establishment in 1996, the Ministry has achieved considerable success in making GE an increasingly prominent policy-making factor in Cambodia. MoWA has been actively involved in the formulation of the country's important policy and planning documents. Progress has been made through establishment and strengthening national mechanisms for gender mainstreaming, including the establishment of the Cambodian National Council for Women (CNCW), Technical Working Group on Gender (TWG-G) as part of the Government-Development Partner Coordination Committee (GDCC) and establishment of Gender Mainstreaming Action Groups (GMAGs) in engaged line ministries. MoWA presides over the Technical Working Group on Gender (TWG-G) that brings together different sectors of government, civil society and the donor community on a regular basis for sharing information and discussing and monitoring gender related issues and progress.

¹ See page 28, Project Document.

Part II. OVERVIEW OF THE PROJECT

In 2016, MoWA developed the “Leading the Way for Gender Equality” Programme. The overall objective of the “Leading the Way for Gender Equality” Programme is to develop an enabled environment for GE, women’s empowerment and feminist leaderships in Cambodia through enhanced capacities of the Gender Machinery.

UNDP and the Government of Sweden, through the Embassy of Sweden provide financial and technical support to MoWA to implement the LWGE Programme through the Project entitled *Support Leading the Way for Gender Equality Programme (PSLWGEP)*.

Overall objective of the PSLWGEP is to provide long-term capacity development and advisory support to MoWA for achieving the national goals on gender equality and women’s empowerment by strengthening the enabling environment and institutional architecture for formulating, implementing and monitoring national gender policies more effectively.

The outcomes or key components of the project are:

Outcome 1: More effective institutionalization of gender policies across government, and more effective performance of Gender Machinery to lead GE mainstreaming with inclusion of disadvantaged groups of women and girls;

Outcome 2: Promotion of behavioral change in favor of GE among the public and young Cambodians;

Outcome 3: Increase number of and capacities of women in decision-making positions and strengthen feminist leadership.

The project is focused on supporting the program, which is using a variety of *key interventions* for achieving the above mentioned outcomes: Policy formulation for GE; Institutionalization of gender policies in pilot ministries; Strengthening functional capacities of MoWA for coordination, management, advocacy, and oversight and for generation the four-dimension impact (individual, program, institutional and network-stakeholders); Inclusion of disadvantaged women and girls; Engagement of educational institutions; Media sensitization; Public outreach and strengthening of the MoWA Young Professionals Network; Effective functioning of the TWGG-WLG and strategic partnership consolidation.

The target groups of the project are national machinery for GE:

- 1) Intra-MoWA units: MoWA departments of Gender Equality, Information and Education, Technical Coordination Desk under intra MoWA units; TWGG Secretariat; Cabinet and Senior Management Team; MoWA Young Professionals Network; MoWA departments of Gender Equality, Information and Education,
- 2) Extra-MoWA agencies: GMAGS, sectorial TWGs in designated the line ministries; Cambodian National Council for Women (CNCW); Ministry of Civil Service (MoCS); Ministry of Planning (MoP); Ministry of Education, Youth and Sport (MoEYS); Ministry of Information (MoI); Council of Ministers (CoM) and the Ministry of Economy and Finance (MoEF), Council for Development of Cambodia (CDC) and other entities (Cambodian Universities, Cambodian Club of Journalists, CSOs etc.).

Project duration: March 2017 – December 2020.

Part III. EVALUATION APPROACH

3.1 Purpose and objectives

The scope of the mid-term evaluation (MTE) is to undertake an independent and impartial evaluation of the project relevance, performance and progress towards its expected results, in accordance with the project results framework, challenges encountered, eventually adjust project approach, if needed for the remaining implementation period.

The key objectives of the MTE of the PSLWGEP are to:

- Assess the overall development progress of the achievements (outputs, outcomes and impacts against targets), as well as relevance and sustainability prospects of the results;
- Analyze the logic of intervention, i.e. extent to which the planned activities allow for attainment of the project's main objectives;
- Assess effectiveness of capacity development measures and approaches of the MoWA and selected line ministries (Education, Youth and Sport; Information, Culture and Fine Arts; Civil Service);
- Analyze value for money against results produced;
- Identify lessons, which should be learned and good practices, which could feed into national or sectorial policies or have shown potential for replication;
- Propose recommendations to improve the project's design and implementation strategy, as well as on how to maximize capacity development effects to MoWA and line ministries.

It is expected that the information generated by the mid-term evaluation will be used by SC, MoWA, UNDP Cambodia and project stakeholders to facilitate reflection, understanding, learning and adjustment of planning and implementation of the project in the targeted areas with the aim to increase performance and sustainability of the results.

Main evaluation users include: Steering Committee, UNDP Cambodia, MoWA, national and international stakeholders and Embassy of Sweden, as co-donor.

3.2 Evaluation Management

To ensure effectiveness and quality of the mid-term review, as well as inclusive and participatory approach, the evaluation management structure will consist of the Evaluation Reference Group (ERG). ERG is a representative body consisting of the all relevant stakeholders' groups, members and observers of the PSLWGEP Steering Committee: PSLWGEP management team, UNDP Head of Programmes, UNDP Programme Analyst, UNDP/LWGE Project Advisor, Swedish Counsellor, UN Women country representative and Oxfam Deputy Country Director. The ERG will review the inception report and draft MTE Report and will promote a highly participatory review ensuring that the evaluation approach is relevant to stakeholders. ERG will also make certain that factual errors, omission or interpretation are identified. The Evaluation Manager will consolidate inputs and feedbacks from the Evaluation Reference Group members and share it with the consultant. ERG was established to promote a highly participatory review and to ensure that the evaluation approach is relevant to stakeholders. ERG will make certain that factual errors, omission or interpretation are identified.

The evaluator designed and proposed the approach, in coordination with UNDP Cambodia and ERG identified relevant documentation and sample of interviewees and conducted the MTE process, including desk review, remote and in-country interviews, debrief on preliminary findings, data analysis and preparation of the final report with findings and recommendations.

3.3 Scope

The MTE covered project implementation between March 2017 – September 2019 and all three outcomes (*O1: More effective institutionalization of gender policies across government, and more effective performance of Gender Machinery to lead GE mainstreaming with inclusion of disadvantaged groups of women and girls; O2: Promotion of behavioural change in favour of GE among the public and young Cambodians; and O3: Increase number of and capacities of women in decision-making positions and strengthen feminist leadership*).

In line with the ToR, the MTE was guided by “big five” OECD/DAC Evaluation Criteria (*Relevance, Effectiveness, Efficiency, Impact and Sustainability*)² and SIDA’s Evaluation Handbook³. At the mid-term stage, it is early to identify project impact and sustainability, still the evaluator managed to indicate Project areas where impact in transformative changes and impact on gender mainstreaming and capacity strengthening could be expected.

Key norms and standards for evaluation of the United Nations Evaluation Groups (UNEG)⁴, as well as integration of the *Leave No-one Behind (LNOB)* Principle were also taken into account.

Due to design of the project primarily focused mostly on national Cambodian Gender Machinery stakeholders and on gender policy level documents, the field data collection was conducted in Phnom Penh. Aspects of partnership, coordination and oversight were covered through interviewing of the SC members, incl. MoWA, UNDP, representatives of Swedish Embassy and other organisations.

3.4 Approach

The MTE took place over two-month period (September – October 2019). The process included three distinct phases as described below.

Table 1: *Phases of the MTE*

Phase	Description	Deliverable
Inception phase	Preliminary desk review and initial remote consultations with UNDP Cambodia and ERG members to familiarize with the project the intervention logic, identify the theory of change behind it and to fine-tune the evaluation methodology.	Inception report
Data-collection phase	Further collection of documentation; in-depth desk review; mission to Cambodia and live interviews with the selected respondents; mission wrap-up session – presentation of preliminary findings.	Presentation of preliminary findings
Data analysis and report synthesis	Analysis of the collected data, definition of findings in line with the MTE objectives, assessment of progress and contribution of the project to achieved results, development of recommendations.	Preliminary and final MTE report

Primary information was collected through face-to-face semi-structured interviews during the field mission in Cambodia. These involved a total of 73 interviewees: representatives of UNDP, a variety of national state and non-state stakeholders, including MoWA and intra-MoWA units (MoWA departments of Gender Equality, Information and Education, Technical Coordination Desk under intra MoWA units; TWGG Secretariat; Cabinet and Senior Management Team and MoWA

² DAC Criteria for Evaluating Development Assistance. For additional information:

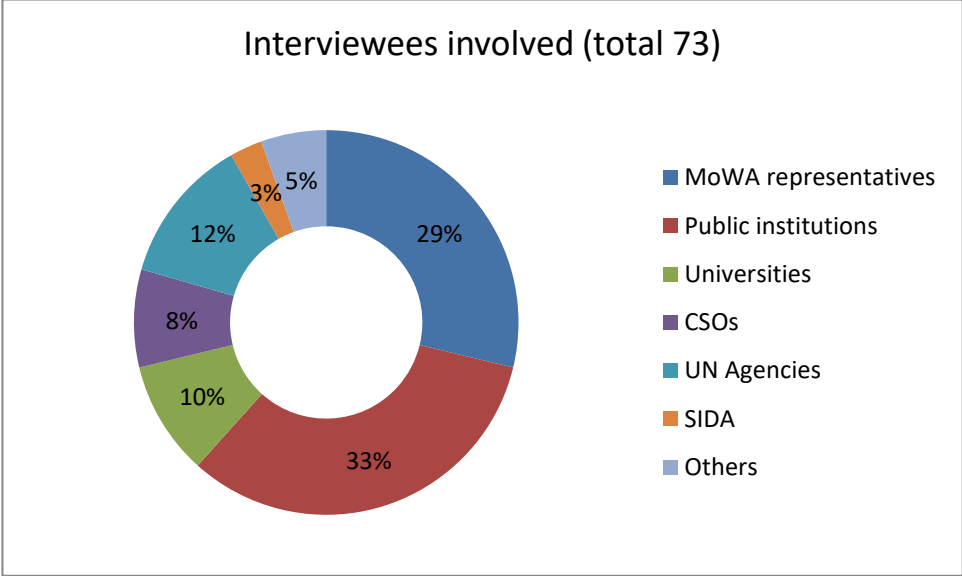
<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

³ SIDA’s Evaluation Handbook. Guidelines and manual for Conducting Evaluations at SIDA. External Version. April 2018.

⁴ UNEG Norms and Standards for Evaluation. 2016, 2017.

Young Professionals Network) and extra-MoWA agencies (GMAGS, sectorial TWGs in designated the line ministries; Cambodian National Council for Women (CNCW); Ministry of Education, Youth and Sport (MoEYS); Ministry of Information (Mol); Council of Ministers (CoM) and the Ministry of Economy and Finance (MoEF), as well as national and international actors: UNDP Cambodia, representatives of Embassy of Sweden, universities, CJJ, UN Women, Oxfam, RECOFT, consultants, students and other stakeholders. (See the Annex 2).

Figure 1: Respondents involved in the MTE



Evaluation questions were tailored for each of the consulted stakeholder groups.

Secondary information was gathered through a desk-review of written strategic and Project documents, baseline assessments, progress reports, Capacity Development Framework (CDF), knowledge products, relevant national policies and other documents provided by UNDP and their national counterparts during the assignment. Full list of documents is presented in the Annex 3 of the evaluation report.

Collected data have been grouped by the evaluator into assessment areas (relevance, effectiveness, efficiency, impact and sustainability) and their sub-themes. Available documentation and involved structure of interviewees allowed quality evaluation of the data against the indicators in results-based matrices of the project and CDF and their triangulation in major part of the Project. Both quantitative and qualitative aspects were considered and assessed. The following methodologies in data analysis were found relevant and applicable:

Table 2: Methodologies applied

Method	Rationale
Responsibility assignment mapping	As a result of the complexity of the intervention, involvement of multiple target groups and their increasing demand for technical assistance, data on formal responsibilities, practical implementation arrangements and identified gaps, overlapping or needs for capacity development were analyzed. Results can be used by the Project team and other national counterparts to further enhance overall coordination and effectiveness of the institutional gender machinery and support its sustainability.
Change analysis	Collected data were systematized and compared against the results based matrices and expected changes defined by the relevant national policy documents provided by UNDP. This helped reaching conclusions on progress of the Project towards the targets and most effective approaches and

	recommendations for the remaining part of the Project as well as validation/partial reconstruction of the ToC. Results can be useful to the Project team and national counterparts to make relevant project adjustments at the middle of project implementation.
Contribution analysis	Due to the large number of stakeholders involved and synergetic effect of their actions, contribution analysis proved the most appropriate method to be used in understanding the causes of achieved results, results chains, roles of each of the stakeholder involved and other internal and external factors, including both enablers and barriers. This is also important in the actual post-election country context in Cambodia. Contribution analysis enabled drawing conclusions around the Theory of Change and identification of the main contributors, including the level of contribution to the achieved results.
Attribution analysis	The evaluator considered attribution analysis along the process, although it was challenging at the mid-term stage and considering all the stakeholders involved to clearly delineate / attribute some effects. Some of the findings are presented along the chapters on Project relevance and effectiveness.

A collaborative and supportive participatory approach was followed at all stages of the assignment. The transparency of the process was ensured by the availability of and the agreement on the methodology (inception phase) and by clear communication through the entire process with all stakeholders involved.

3.5 Quality Control, Challenges and Limitations

Diverse sources of information were used, and types of information gathered during the assignment. The data obtained from the desk-review of documentation, remote and in-country interviews and final discussions / consultation on preliminary findings with ERG ensured enough information for triangulation and synthesis of objective conclusions. Variety of data analysis methods were applied in order to best respond to the requirements of the assignment and to ensure objectivity of conclusions and recommendations through triangulation and validation. MTE had four „check points“, which increased the accuracy of the assignment and deliverables:

1. Review of the Inception Report to ensure that the requirements of the TOR are met.
2. Presentation and discussion of the preliminary findings and conclusions at the end of the field mission in Cambodia.
3. Review of the draft external MTE report.
4. Acceptance of the completed external evaluation report.

Adjustments were made to reflect feedback at each of these points. More interaction contributed to the quality of the key deliverables. This ensured that multiple opportunities were provided to resolve potential issues and challenges throughout the PSLWGEP evaluation.

Overall, it can be concluded that most of the identified risks in the inception report related to hesitance of some stakeholders for openly speaking their minds about the PSLWGEP, absence of national consultant to support understanding of the Cambodian context and scheduling the meetings and inadequate information of the stakeholders about evaluation have not materialized in negative effects on the MTE and its results.

This was largely thanks to the commitment of UNDP team, particularly RBM Unit, and openness of the respondents in sharing available information and reflect on the targeted topics.

Still, the following challenges and limitations should be taken into consideration, in order to understand the scope of the MTE report and to correctly interpret, use and communicate the data presented:

Table 3: *Challenges and limitations*

Scope	The focus of the MTE was on the relevance, effectiveness, efficiency and sustainability aspects in order to synthesize supportive recommendations for the remaining period of the program and future programming. Still, due to lack of comprehensive and consolidate data on financing of the gender-responsive national reforms, firm and evidence based prognosis on financial sustainability remained out of scope. Aspect of the program impact was not in the focus of the MTE due to early stage of the program implementation.
Representation	The evaluation managed to ensure good representation of all stakeholders relevant for the Project, except from the Ministry of Civil Service, and schools (which were in vacation during the field mission period). Regardless of that the evaluator managed to gather sufficient information to formulate findings and recommendations related to all aspects of the program. The program focuses on project implementation and performance.
Availability of processed data	Comprehensive and processed data were provided on most aspects through relevant project documentation, knowledge products and stakeholders' reports. Data for 2019 were collected through quarterly reports of the project and semi-annual report on CDF, stakeholder's interviews and triangulated for objectivity. The MTE found that the MoWA was not able to provide data on financing of the two draft key policy documents under the focus of the program.

3.6 Ethical aspects

The evaluation of the project was carried out according to ethical principles and norms established by the OECD/DAC and United Nations Evaluation Group (UNEG)⁵.

- *Anonymity and confidentiality.* The evaluation respected the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- *Voluntary participation.* The evaluation respected the rights of all stakeholders consulted regarding voluntary participation in the project evaluation process, including their right to withdraw at any stage, if they so decide⁶.
- *Responsibility.* The evaluator is responsible for ensuring the accuracy of the information collected and for the information presented in the evaluation report.
- *Integrity.* The evaluator is responsible for highlighting all issues not only those specifically mentioned in the TOR.
- *Independence.* The evaluator ensured his independence from the intervention under evaluation, and they were not associated with its management or any element thereof.

⁵UNEG Ethical Code of Conduct to Evaluations in the UN system: <http://www.unevaluation.org/document/detail/100>

⁶ None of the interviewed stakeholders has withdrawn.

PART IV. EVALUATION FINDINGS

This part of the report presents the findings and analysis of the final evaluation organized to highlight project *Relevance, Effectiveness, Efficiency, Impact* and *Sustainability* prospects, as required in the ToR and specified in the evaluation methodology developed by the evaluator. Before, analyzing the data according to the evaluation criteria it is important to remark that during the 1st year of the implementation, the project was implemented by UNDP under the direct implementation modality (DIM)⁷, while since the 2nd year it was handed over to MoWA and is being implemented under the national implementation modality (NIM)⁸.

MTE noticed that the progress report for the 1st year of implementation [31 March - 31 Dec 2017] developed by UNDP describes the performance of the PSLWGE project in supporting activities of the LWGE program and makes a distinction between PSLWGE and LWGE, while other progress reports, i.e. Annual progress report for the 2nd year of implementation (January - December 2018) and quarterly reports (01 January – 31 March 2019) and (01 April – 30 June 2019), as well as the progress report on CDF implementation (01 January - 31 June 2019) all developed by MoWA describe the implementation of the LWGE Program and PSLWGE is not mentioned in the narrative parts of the reports, except in the financial status and utilization⁹. The TOR for MTE sets that evaluation should assess the PSLWGE, its contribution in supporting LWGE implementation, as well as performance in reaching the targets and objectives of the LWGE.

Desk review and field mission consultations, revealed that as long as the action was implemented through DIM modality there was a clearer description of the PSLWGE support provided for LWGE implementation, but after being taken over by MoWA, the progress reports describe the implementation of the LWGE and it is not reflected the PSLWGE's contribution. In other words, both initiatives merged in terms of operational aspects as there is no distinct staff for PSLWGE and LWGE within MoWA, or distinct deliverables. However, there is a distinction in terms of budgets. Given the fact that PSLWGE was elaborated to support implementation of the LWGE Program and follows the same targets and reaching the same objectives reflected in the results framework, evaluation focused on assessing implementation and performance of the LWGE Program. Therefore, in the evaluation report are highlighted operational aspects linked mostly to LWGE Program than to PSLWGE and it is used term „program” instead of „project”.

4.1 RELEVANCE

The relevance is assessed mostly by the extent to which the purpose and objectives were and are still valid and pertinent to the context of Cambodia, national priorities on advancing GE and women's human rights and strengthening gender machinery, as well as by the degree to which the logic of intervention and the design are consistent, coherent and inter-linked.

⁷Direct 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 results. UNDP assumes overall management responsibility and accountability for project implementation and follows all policies and procedures established for its own operations.

⁸Responsibility for NIM projects rests with the government (implementing partner). Under the NIM modality the implementing partner assumes full responsibility for the effective use of resources and the delivery of results in the signed project document. UNDP is accountable for the effective and efficient use of resources for the achievement of results in conjunction with the implementing partner and UNDP monitors progress towards intended outputs. <https://www.google.com/search?q=DIM+and+NIM+implementation+modalities&oq=DIM+and+NIM+implementation+modalities&aqs=chrome..69j57j10964j0j8&sourceid=chrome&ie=UTF-8>

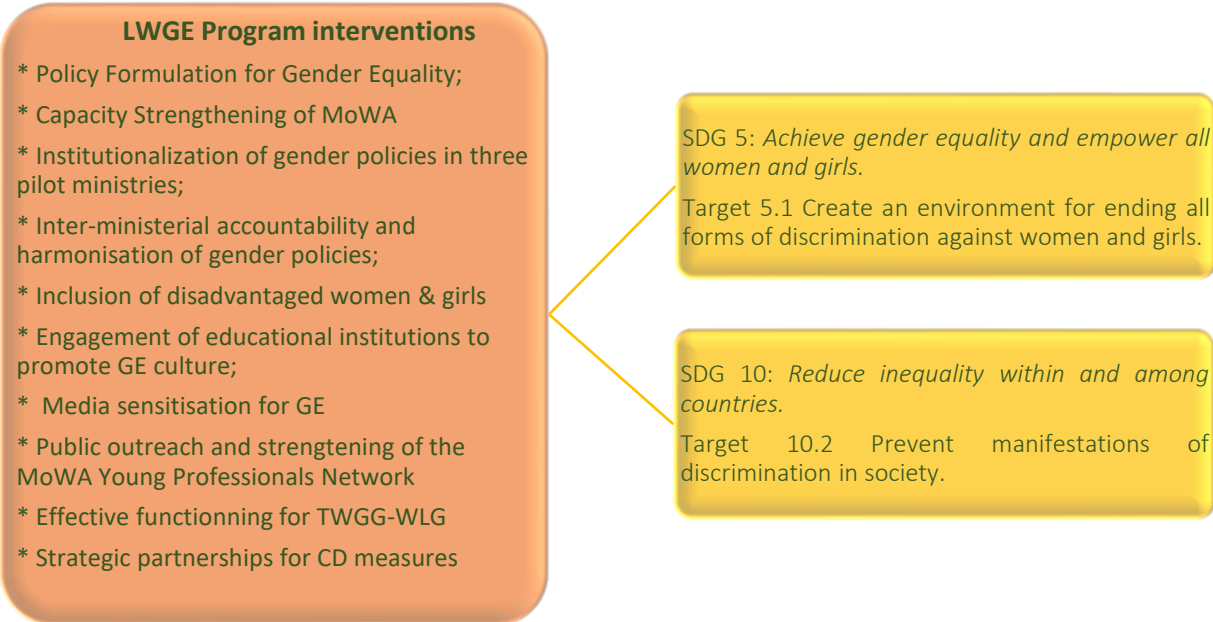
⁹ See pages 22, 25 (Tables 3: Annual expenditures of the PSLWGE Fund [31 Mar 2017 – 31 Dec 2018] and Table 4: Cumulative expenditures of the PSLWGE Fund [31 Mar 2017 – 31 Dec 2018] of the Annual LWGE Program Progress Report (Jan - Dec 2018)

4.1.1 Consistency between the program and the national GEWE priorities of Cambodia.

Evaluation concluded that the program is highly relevant and consistent with the gender equality and women empowerment priorities of the Cambodia reflected in national policy framework, particularly: Rectangular Strategy III for Growth, Employment, Equity and Efficiency and National Strategic Development Plan (2014-2018), which underlines the following gender related priorities: Mainstreaming gender across sectorial policies and programs; Women’s Participation in decision making in the public sector and politics; Legal Protection for Women and Girls and Women’s Economic Empowerment. The program also is in line with the nationalized SDG 5 on Gender Equality and main gender aspects integrated in the National Strategic Plan for Gender Equality and Women’s Empowerment (Nearv Rattanak IV), as well as other documents and normative acts developed as the result of the ratification of the key international instruments on human rights and gender equality, for instance CEDAW.

The action, which was developed in a participative manner with the active involvement of the thematic public authorities, is relevant to the national GEWE context of Cambodia and is demand driven, de-facto the relevance is one of the key strengths of the program. The desk review and the field mission consultations with the stakeholders show that the program is also relevant to the nationalized SDGs. As reflected in the Figure 2, the program contributes to the Target 5.1 „Create an environment for ending all forms of discrimination against women and girls”¹⁰ of the SDG 5: „Achieve gender equality and empower all women and girls” and Target 10.2 „Prevent manifestations of discrimination in society” of the SDG 10 „Reduce inequality within and among countries”.

Figure 2: Contribution of the program to SDGs.



Thus, the program provides demand driven and complex support to the Government of Cambodia in line with the SDGs to mainstream GE norms in the national policy and to strengthen the national mechanism on GE by: gender policy formulation; multi-level capacity strengthening of MoWA; institutionalization of the gender policies in three pilot ministries; inter-ministerial accountability and harmonization of gender policies; inclusion of disadvantaged of women & girls; engagement of educational institutions to promote GE social culture; media sensitization for GE; public

¹⁰ Indicator 5.1.1: Nr of normative acts which were revised or adopted to provide men and women with equal rights and opportunities and to prevent discrimination against women and girls.

outreach and strengthening of the MoWA Young Professionals Network; effective functioning for TWGG-WLG and strategic partnerships for capacity development measures to women and men in leadership decision making positions.

As remarked an interviewed representative of the targeted ministries: *“This program is very important for our country, because it provides us much needed gender related expertise, which help us in improving our policies and regulations though the gender aspects, but also increasing our understanding and implementation capacities.”*¹¹

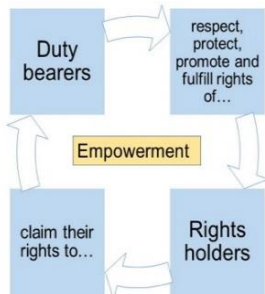
4.1.2 Consistence and coherence of the program design and intervention logic.

The program represents a multi-stakeholder, inter-sectorial and a complex intervention, which involves a wide range of stakeholders: MoWA, MEYS, MoCS, Mol, MoP, CNCW, UNDP Cambodia state and private universities (RULE, RSA, RUP, University of Cambodia), non-governmental organizations (Oxfam, CCJ, Deutsche Welle, Silaka etc), Embassy of Sweden and gender experts.

The program was developed and is being implemented in a participatory manner and includes: policy-level interventions, particularly policy documents (Neary Rattanak V, National Gender Policy and Cambodian Gender Assessment); consistent capacity development interventions of MoWA and the targeted line institutions; gender mainstreaming initiatives in the selected educational institutions of Cambodia for generating of the behavioral change in favor of gender equality, as well as actions to increase number of and capacities of women in decision making positions and strengthened feminist leaderships.

Evaluation remarks that the key elements of Human Rights Based Approach (HRBA), is in line with Sida’s approach¹² as reflected below in the Figure 3, are mainstreamed in the program design with a greater accent, in terms of expertise, budget allocations, consistency and duration of the interventions, on empowerment of the “duty bearers” (MoWA, line ministries, universities, CNCW, NCDD) than on the “rights holders” (CSOs, youth, disadvantaged people etc.). This is justified given the needs identified and described in the baseline assessments and the logic of intervention.

Figure 3: The core concept of HRBA



Thus, on one side, the program targets capacity development support of MoWA, engaged line ministries and other thematic institutions of Cambodia to ensure government-wide gender mainstreaming in policies; creation of the enabling environment for implementation of the gender-related commitments and strengthening coordination national gender machinery, which represents the “duty bearers”. On the other side, it

targeted increasing gender literacy in the educational institutions, sensitization of the media outlets to follow the code of conduct to report violence against women and to include disadvantaged groups of women and girls, which represents the “right holders”.

The design of the LWGE program has also integrated the UN “Leaving no one behind” (LNOB) Principle by targeting inclusion of the disadvantaged groups of women and girls (e.g. females from LGBT community, disabled women and girls, Muslim and indigenous women and girls): 1) in the national policy making, i.e. National Gender Policy, Neary Rattanak V); 2) analyzing the situation of the disadvantaged groups of women and girls within the Cambodian Gender Assessment; 3)

¹¹ Key informants’ interviews.

¹² See: <https://www.sida.se/English/partners/methods-materials/human-rights-based-approach-at-sida/>

Inclusion the rights and needs of disadvantaged groups in the educational curricula and in social media campaign and 4) Addressing disadvantaged groups in the framework of the TWGG-WLG.

The initial design of the program is well-structured and mostly adequately justified, but did not contain implementation milestones (included later). Evaluator concluded that the logic of the intervention and performance targets *are too ambitious* given the limited management capacity of the program implementation unit of MoWA¹³, time and human resources allocated by MoWA. The program is too complex, because of the cross-sectorial character and two types of approaches 1) *in-wide approach* (e.g. inter-ministerial gender mainstreaming and coordination, strategic partnerships and technical coordination within TWGG-WLG, media sensitization, thematic policy making) and 2) *in-depth approach* (e.g. gender mainstreaming within the engaged ministries, multi-level capacity development of MoWA, mainstreaming gender literacy courses within the Cambodian educational institutions).

In terms of the Results-Based Management (RBM), the LWGE program contains a clearly defined results' chain consisting of two type results outputs and outcomes with distinct baselines, indicators and targets. There are no intermediate or bridging outcomes in the results' chain, for instance the Outcome 2 *Promotion of behavioral change in favor of GE among the public and young Cambodians*, beside the fact that it is an action- based not a results-based outcome would need to have an intermediate/bridging outcome focused on awareness raising and than on behavioral change, because behavioral change is the result of the changes in the awareness, perceptions of the people; another intermediate element (at the indicator level) would be beside the nr of the capacitated stakeholders, the nr of the stakeholders, who tried to implemented the acquired knowledge/provided tools etc. In the opinion of the evaluator, represents a weakness given the complexity of the program. Program outcomes and outputs are inter-linked and mostly consistent, and both, the program and the Capacity Development Framework (CDF) have distinct results frameworks, which is commended by the evaluator.

The selected methods of delivery and approaches represents a wide range of interventions (e.g. assessments, policy drafting, thematic trainings and consultancies, study visits) and are mostly relevant, but insufficiently consistent for the adequate implementation. Thus, the coaching approach is poorly present in the implementation of the capacity development scheme both of MoWA and of the line ministries/envisaged public institutions, although it is reflected in the CDF. It was reinforced in the second part of the 2019, when the national genders experts were hired.

Program design does not envisage a capacity development consultant for boosting integration of the CDF at all four levels (individual, program, institutional and networking). The function was partially covered by the National Consultants and Gender Consultant, who were entitled to provide a complex range of assistance, for instance drafting the MoUs with the universities, improving the M&E system of CNCW, support to MoWA to review the contents of school curricula and teachers training manual of Civic Awareness including capacity development. The program also does not have tools to integrate the CDF to the individual/grass roots level. Nevertheless, the greatest challenge of the program is not related to the appropriateness or relevance of the methods of delivery, but to the implementation dynamic, which was quite modest during the first two years, but increased during the Year III, i.e. 2019, as described below. See the *Effectiveness* part of the report.

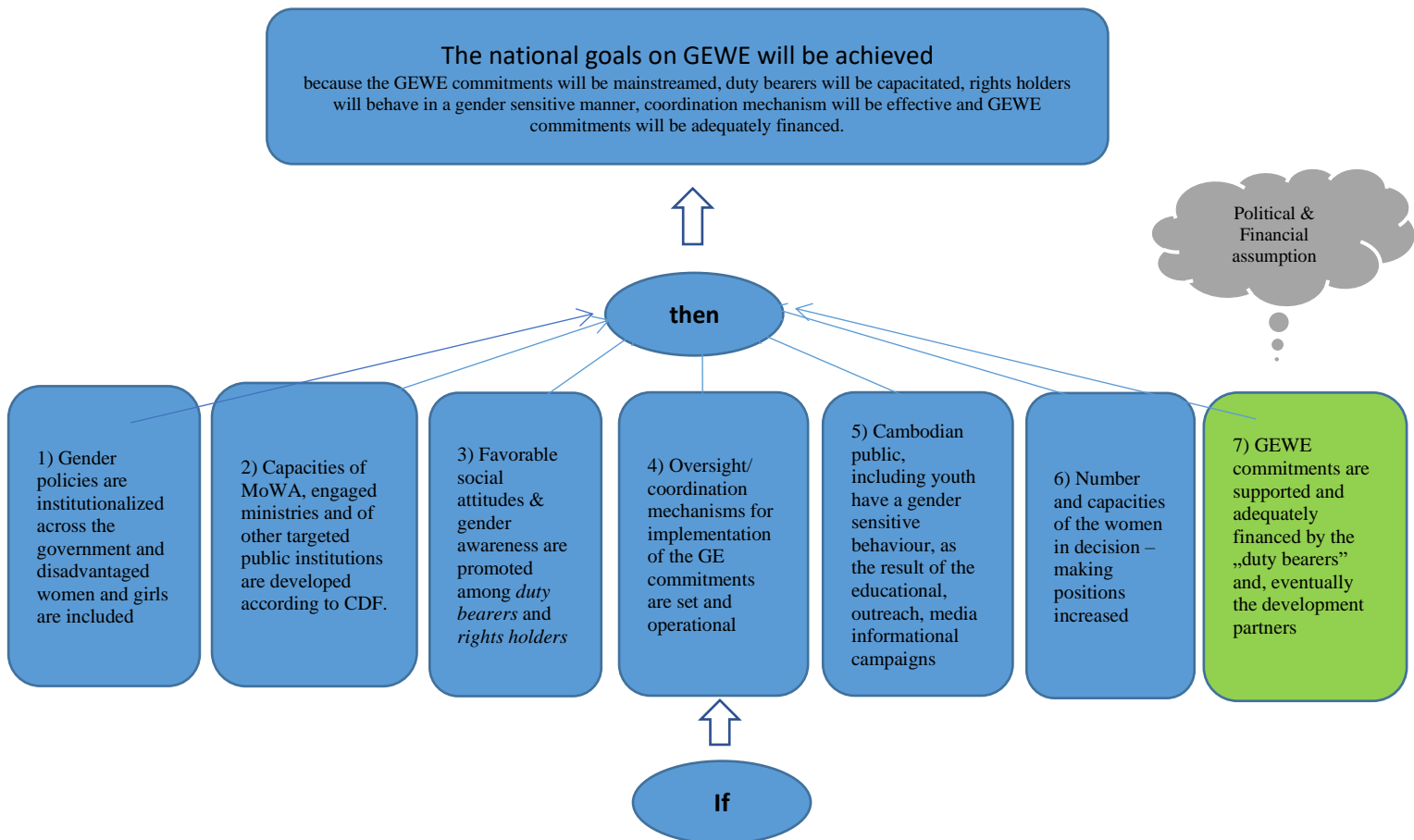
The Theory of Change (ToC) clearly describes the links of the expected results: deliverables - PSLWGE results - Country Document Outputs - UNDAF Outcomes, but it lacks the assumptions and

¹³ Implementation unit spends about 30% of the time and efforts for implementation of the LWGE Program, which is insufficient for such a complex intervention.

„if”- „then” causality. In other words, the ToC should reflect the assumptions, which are necessary to be in place for getting the desired changes.

Evaluator reconstructed the ToC of the program taking into consideration available information, (See Figure 4). Thus, the final evaluation (if any) would be able to assess to what extent defined assumptions („if” conditions) are positive and fulfilled and the changes generated by the program contribution took place as predicted by ToC („then” results/changes).

Figure 4: Reconstructed ToC



In conclusion, as revealed project documents and confirmed by the field mission consultations with state and non-state actors, the program is highly relevant to the gender related context and national priorities of Cambodia, but it is too ambitious given the capacity and available resources of the implementing agency, i.e. MoWA and has some design weaknesses, in term of approach methods, tools and ToC. Some of the them are in the process to be addressed by the program stakeholders, as described below in the report; some are reconstructed by the evaluator, while some are reflected in the *Recommendations* part of the report.

4.2 EFFECTIVENESS

Effectiveness of the program was assessed by analysis of its progress against the objectives, expected outcomes and outputs and key supportive factors and challenges. Aspects of vertical and horizontal coordination in implementation, monitoring and evaluation of the implementation progress respective national policies and effects on end beneficiaries were also considered along the process. Achievements against the targets were observed using the intervention logic and baselines and targets as defined in the Project’s Results Based Matrix. As many of the indicators and targets are defined quantitatively, additional elaborations are provided in order to

reflect the qualitative level of achievements so they can be comprehensively understood and communicated.

MTE concluded that the effectiveness of the LWGE program at the midterm stage is still modest and on some subcomponents and the program is behind the initial implementation schedule, although the delivery is increased during the last year, the performance milestones were introduced, technical working groups was reinforced, quarterly reports included. All these measures increased the implementation dynamic of the program and there is a clear progress toward the targets of all three components. Midterm performance is lower than anticipated in the program document, because of several reasons described in the *Efficiency* part of the report, but also because MoWA does not have a distinct staff working exclusively on LWGE program.

Outcome I: More effective institutionalization of gender policies across government, and more effective performance of Gender Machinery to lead GE mainstreaming with inclusion of disadvantaged groups of women and girls.

The MTE findings lead to conclusions that the program performed well within subcomponent 1 „Policy formulation for Gender Equality” managing to draft all three key policy documents, namely National Gender Policy (NGP), Neary Rattanak (NR) V and Cambodia Gender Assessment (CGA), which were elaborated in a widely participatory manner, but the outputs are not approved yet, although are at the final stage. Therefore, the performance of this subcomponent is behind the initial schedule, because all three outputs, according to the work plan, were supposed to be approved in 2018 and the MTE was supposed to assess the implementation progress.

The field mission consultations with the representatives of MoWA, engaged line ministries, CNCW, NCDD and CoM revealed that there are promising perspectives that the policy outputs will be approved by the end of 2019 or latest by beginning of the next year.

There are unclear financial commitments regarding supporting the implementation of the two strategic policy documents, NGP and NR V. This aspect should represent a monitoring and advocacy topic for key actors, incl. MoWA, line ministries, thematic public institutions and eventually UNDP and SIDA.

Field mission interviews and desk review show that the institutionalization of gender policies in Cambodian pilot ministries (MoEYS, MoCS and MoInf) is on-going, as widely described in the progress reports and confirmed by the field visits, and the GMAGs of the ministries were targeted for facilitation implementation and monitoring the anticipated gender equality mainstreaming.

However, the institutionalization process is slower than enthusiastically anticipated in the program document, mostly because of insufficient efforts put forward by the ministries and limited influence and mainstreaming capacity of MoWA. The MoUs between MoWA and pilot ministries are not signed yet, mostly due to weak capacity of MoWA and of the partners to develop them. A National Consultant is hired by the program, who is providing technical support in drafting the documents. It is commendable that MoWA and the targeted line ministries are engaged in gender mainstreaming, without formalization their cooperation. It is an eloquent example of pro-activeness, which should be replicated as good experience.

As for one of the core element of the program - capacity development of MoWA, it is on-going and there is a visible progress towards the targets reflected in the Results Framework of the Capacity Development Framework (CDF), which is a comprehensive and theoretically well-structured document with multi-level approach of capacity development¹⁴, but for many of the

¹⁴ CDF targets capacity development of MoWA and public institutions at four levels: individual level, program level, institutional level and networking level.

interviewed stakeholders it is still vague and difficult to be perceived and implemented. The capacity development progress is visible in terms of thematic knowledge acquired, financial management capacities and financial tools and Accounting Software "QuickBooks 2018", with tailored trainings and guidance (e.g. how to manage funds, pledges budget, and produce financial reports following adequate standards), which increased management capacity and effectiveness of MoWA monthly and quarterly financial reports. Again, the progress is slower than anticipated by the project document. Evaluator noticed that the CDF is segmented in the capacity development plans tailored to the targeted MoWA units, but the CD plans are not perceived yet by MoWA units as working day-to-day documents. Field mission consultations revealed that some representatives of MoWA, although benefitted of some capacity development interventions, still need support as they lack thematic, management and technical expertise. As the eloquent illustrations might serve three feedbacks provided by the representatives of MoWA from different Departments, which reveal the capacity development needs to be developed and methods to be used: „*Honestly, I still do not understand what gender analysis mean?*”¹⁵; „*I need to learn how to use photo/video equipment, because it affects my activity*”¹⁶ and „*At the RBM training provided by UNDP representative, I understood the key principles of RBM, but when I returned to my department, I did not know what to do and where to start from?*”¹⁷. Consultations underlined that the respective respondents are willing to invest time and efforts to develop their thematic, technical and management expertise, but none of them was able to explain if their needs are reflected in the capacity development plans of their departments, which leads to conclusion that the capacity development it is still relatively far for being integrated in MoWA and it did not fully reach the basic level (individual) as reflected in the CDF.

Neither LWGE Program nor MoWA have tools, which would facilitate capacity development at the individual level and capacity development approach of the program lacks coaching element. For instance, LWGE program manager delivered four gender trainings to gender working group of CoM, which were highly appreciated by them, but field mission interviews show that the respective gender working group does not plan to deliver similar thematic trainings by itself, because the team members mentioned „*we are not ready for that*”. Therefore, they prefer to get them delivered by MoWA, although the trained people were the right ones to be trained, given their positions and membership in the gender working group of CoM. This is due to lack of coaching approach of MoWA, which should not just provide thematic trainings, it should develop and encourage trainees from other public institutions to provide them, i.e. to train and to coach. This would be in line with the concept and principles of mainstreaming and sustainable development, i.e. to change the approach when MoWA delivers gender trainings by itself, to the one when MoWA encourages other institutions to deliver them. The same is valid for UNDP, for instance in the case of mainstreaming RBM principles within MoWA. It is important, but not enough to provide a thematic workshop on basics of RBM for MoWA representatives, it is even more important to provide tailored coaching while integrating the RBM principles in the planning, organizing, monitoring and reporting of the MoWA departments taking into consideration specifics (in terms of competences, interventions, available human recourses, internal accountability procedures etc.) of each department.

It worth noting, that the LWGE program made an inspired decision involving three well-dedicated national consultants, who turned to be the key driving forces by providing valuable complex assistance to MoWA and CNCW. Nevertheless, the program design does not foresee a Capacity Development Consultant, which would empower/reinforce mainstreaming the CDF at all four

¹⁵ Key informants` interviews.

¹⁶ Key informants` interviews.

¹⁷ Key informants` interviews.

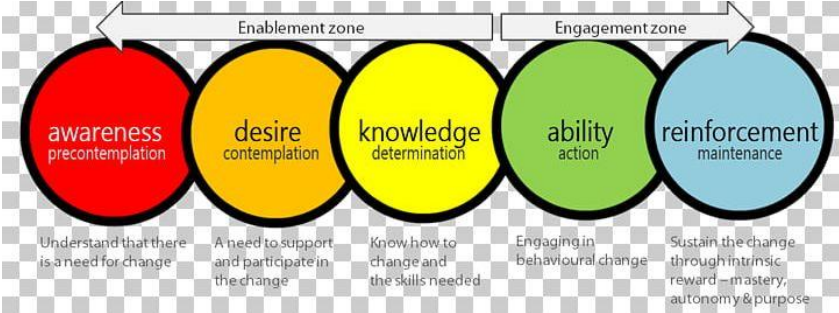
levels. Some capacity development tasks were integrated in the TORs of the national consultants and of the gender consultant hired by UNDP during the first two years of the action, but as shown in implementation it is insufficient given the complexity of CDF and the capacity and availability of MoWA. This represents a lesson, which is advisable to be learnt by partners.

When it comes to the promotion of the rights and the inclusion of the disadvantaged groups of women and girls, it is in the focus of program, which promoted them in the policy documents (NGP, NR V and CGA) and facilitated a number of inter-ministerial consultations with involvement of the Cambodian CSOs and consultants, which resulted in mapping of the best practices and of the stakeholders, as well as identification of the entry point for approaching the targeted groups. All these aspects represent important corner stones for future accomplishments.

Outcome II: Promotion of behavioural change in favour of gender equality among the public and young Cambodians.

Behavioural change is difficult to be achieved per se, not just within the LWGE program. The reason is because it depends of several complex social factors, e.g. education in the family, the values of the formal educational system of the society, public culture and information, social mindsets and stereotypes, etc. and implies, as reflected in the Figure 5, enabling and engagement phases consisting of several consecutive stages, such as: increasing awareness, having desire/will, acquiring knowledge, developing the skills/ability, reinforcing and, subsequently, changing the behavior. Quite often behavioral change is not linear straightforward change, but rather a forth and back movement.

Figure 5: Behavioral change pathway



The way the Outcome II is formulated in the program document, suggests that the LWGE program targets rather promotion of the behavioral change, than the behavioral change as such, which is more realistic to be done during

the program duration. The portfolio of interventions of the outcome includes: Engagement of educational institutions to promote a culture of gender equality; Media sensitization for gender equality and public outreach of MoWA and Strengthening of the MoWA Young Professional Network.

Although MoWA has no signed MoU with the educational institutions¹⁸, particularly universities (behind the schedule), the de-facto cooperation between the Education Department of MoWA and targeted four universities (RUA, RUP, UC and RULE) is in place in form of extracurricular activities on gender issues, gender sessions within the regular educational courses, celebration of the International Woman`s Day, as well as different intra- and inter-university debates.

There is also a verbal agreement (applied in practice) between MoWA and educational institutions that: 1) MoWA will provide documents or space for searching contact information if students for research on gender, especially, gender in education sector; 2) Training and awareness-raising: MoWA will cooperate with the four universities to mainstream gender in curricular, teachers capacity development program and organize forums in universities once or twice per year or send guest-speakers as requested by the universities; 3) Female Leadership Program (MoWA would

¹⁸ With some of them MoWA has signed so called *Code of Cooperation*.

engage the outstanding students into the Leadership Lab Program in 2019); and 4) Hold meetings with university and students network twice a year to facilitate interactions and collaboration between MoWA Young Professional Network and universities.

This represents a good example of proactive approach of educational activities on gender issues even without the MoUs and is commended by the evaluator.

Evaluation consultations show that there are good and encouraging perspectives for cooperation between MoWA and MoEYS in promotion the gender issues in the educational system both in the universities and in the schools. MoEYS has the political will, capacity and is well-anchored in mainstreaming the gender aspects in the Cambodian educational system, demonstrated within other development projects/programs as well implemented in cooperation with UNICEF and UNESCO¹⁹. This opportunity should be explored by MoWA and LWGE stakeholders and gender educational initiatives of LWGE should be linked to those on-going initiatives explained in the footnote of the evaluation report.

Progress toward media sensitization for gender equality and cooperation between MoWA Information Department and MoInf, media organizations, such as Cambodian Club of Journalists and Journalism Faculties of the Cambodian universities is on-going in terms of promoting and delivering thematic workshops for practicing and future journalists on *Media Code of Conduct for reporting on violence* against women, which was developed within other development project and, which demonstrates the synergy of the LWGE program with other similar initiatives. There are promising perspectives in terms of its integration in the educational curricula of respective institutions consulted during the evaluation field mission, which showed willingness for cooperation. As for the public outreach, the inter-departmental working group of MoWA for Social Media is active in coordinating the public outreach of MoWA social media and increase the visibility. The working group held several internal meetings at MoWA involving departments of Gender Equality, Information, Legal Protection, Health, Education, International Cooperation, Economic Development, as well as the CNCW Secretariat.

However, the issue identified by the evaluation is linked to the weak or almost lack of monitoring system on how the above Media Code of Conduct is respected by the Cambodian media outlets and journalists, which should represent a priority for future. See *Recommendations* part of the evaluation report.

The MoWA Young Professional Network is getting gradually consolidated as the result of annual and periodical thematic meetings focused on self- review, leadership and team building sessions and reflection on the implementation of the thematic policies, e.g. Neary Rattanak IV and provision of recommendations for the next policy document.

Outcome 3: Increase number of and capacities of women in decision-making positions and strengthen feminist leadership.

This outcome included two key areas of interventions: 1) Effective functioning of the Sub-Technical Working Group on Women, Leadership & Governance (TWGG-WLG) and 2) Strategic partnerships for capacity development measures to women and men in leadership and decision making. Although it is a program design issue, planned and on-going activities within this component are not consistent enough to for achievement of the Outcome, but still can contribute to it.

Overall, the Program fulfillment within this outcome is satisfactory given the program design. The TWGG-WLG established under the Technical Working Group on Gender (TWG-G) and

¹⁹ MoEYS developed *Gender Mainstreaming Strategic Plan in Education (2016-2020)* within the Education Capacity Development Partnership Fund supported by EU, SIDA and UNICEF. Additionally, MoEYS with the Support of UNESCO developed the Gender Assessment in Teacher Education in Cambodia (2017).

consisting of the representatives of the line ministries, development partners and CSOs is mostly functional. TWGG-WLG had four meetings during 2018-2019 boosting multi-stakeholder and cross-sectorial cooperation, identification of key milestones in the attempt to promote participation of women in decision making and governance and subsequently, increase of number and capacities of women in decision-making positions. According to the interviewed respondents, leadership knowledge and capacities were enhanced as the result of the Leadership sessions and reflection meetings on Leadership and Management and public events, e.g. Leadership Ambassador Day, which involved management and technical staff of the line ministries, private actors, Academia and students. As result of Program actions data on women in decision-making at all levels were compiled, updated and published by MoWA²⁰, which increased the availability of the gender related public information. However, at the mid-term review stage it is still premature to conclude to what extent the LWGE program contributed to increase of number of women in the management position in Cambodia, except some isolated cases within MoWA.

Under the aiming of strengthening the institutionalization across the Government partnership for GEWE in Leadership, the gender aspects were mainstreamed in the forthcoming NCDD Policy on Enhancing Gender Equality and Inclusiveness. Another output generated by the program is review of knowledge and info materials such as: 1) Training manual on GE, Inclusiveness and Social Equity for Sub National Administration for using in the mandatory training for male engagement in supporting GEWE and 2) Handbook on “Women’s empowerment and feminist leaderships” by Gender Equality Department in close consultations with the MoWA management level both at national and sub-National. All these outputs create positive preconditions for future achievements and are commended by the evaluation.

Evaluation remarked that the NCWC is increasing functional capacity as support provided in improving the M&E system for monitoring national gender policies, government regulations on gender, which represents a gender machinery strengthening progress, but still is not clear who is monitoring implementation of the gender policies and regulations of MoWA, and to what extent that entity is able to perform it adequately.

Evaluation also found that the secretariat of NCDD benefitted of thematic capacity development support, but it turned to be insufficient, as capacity development in RBM planning, monitoring and evaluation is still needed. Additionally, NCDD needs evaluation support in assessment of implementation of the Strategy and Action Plan to Increase Women in SNA management positions (2017-2019), which is a policy document closely linked with the Outcome III of the LWGE Program. All these needs represent areas for interventions either for the actual LWGE program or for similar future actions.

4.3 EFFICIENCY

The efficiency of the program was examined in terms of the results achieved and resources used within the initial planned time frame, as well program implementation dynamics.

Mid-term evaluation concluded that the efficiency of the program is still modest, although there are efforts undertaken by the program, there are some isolated good examples of preliminarily achievements within the initial time frame of each of the program components described above. Program struggles to follow the implementation schedule, but there are delays within all three components. The Key Driving Forces identified by the evaluation and confirmed by the public institutions so far were/are: Gender Specialist and National Consultants, which contribute/d to

²⁰ The data is on MoWA’s website and Facebook, thematic leaflets and Neary Rattanak Bulletin.

project performance through the subject expertise during planning, implementation and assessment of the thematic activities, Embassy of Sweden and Steering Committee (during the last program year), which pushed the program delivery, which resulted in increasing the frequency of reporting, inclusion of milestones etc.

UNDP is commended by MoWA, which is thankful for receptiveness and prompt technical support provided upon request. Nevertheless, the actual reactive guidance of UNDP is insufficient and a more proactive guidance (beside the oversight) is needed.

There are several factors, which affect program performance such as:

- Limited influence of MoWA over other ministries of Cambodia;
- Low functional capacity of the ministries and weak GMAGs.
- Bureaucracy and slow decision-making process both in MoWA and in the public authorities, which generates resistance in changing actual modus operandi of MoWA and targeted institutions.
- Ambitious and complex program design, in terms of inter-sectorial/inter-ministerial approach, with both in-wide and in-depth approaches;
- Limited functional capacity and insufficient involvement of the human resources of MoWA in implementation of such complex initiatives, as mentioned PMU has a 30% of time involvement – that is insufficient for such a program;
- CDF is vague/too sophisticated for many stakeholders and the program does not have a capacity development consultant, who would reinforce CDF integration in MoWA and other line ministries and targeted public institutions;

The mid-term evaluation findings show that the technical expertise, material and financial resources invested in the program (e.g. undertaking gender assessment, development of the policy documents on gender aspects, delivering the thematic capacity strengthening interventions) are mostly adequate for reaching the planned results, except insufficient involvement of human resources of MoWA.

No apparent waste of program resources was identified during the evaluation. The program has performed satisfactory in achieving mid-term results in a cost-effective manner and most of the costs are well justified, except one case when the efficiency of use of financial sources is questioned. Particularly, when 11 persons from Cambodia (MoWA) took part in a two-days capacity development workshop in Singapore. Inviting the trainers from Singapore to Cambodia to deliver in-house workshop in Cambodia would have been more efficient from financial point of view, but probably would diminish the advantages of „out of working place” capacity development.

4.4 IMPACT

Generally, the impact level performance requires more time, coherent and consistent interventions, and therefore it is premature to assess at the mid-term review stage, especially given the delays in performance of the program.

In other words, it is prematurely to be assessed to what extent the program contributed to:

- strengthening the gender machinery of Cambodia, incl. the functional capacity of MoWA and key line ministries;
- changing behaviors of final beneficiaries in favor of gender equality;
- increase number of and capacities of women in decision-making positions and strengthen feminist leadership.

However, given some of the MTE findings after the desk review and field mission consultations, it can be preliminarily concluded that the most significant mid-term achievement of the LWGE

program it is increased ownership perspectives. It is proved by the undertaken commitments by MoWA to continue mainstreaming of the gender issues in the national policy making, to enhance the capacities of MoWA and of other targeted public institutions.

4.5 SUSTAINABILITY

In terms of the likelihood of sustaining the benefits of the program, the preliminary results achieved at the mid-term review are particularly important, although *the sustainability of the achievements is mostly premature to be assessed, because the core results of the LWGE program are still on the way*. However, evaluator assessed the sustainability prospects of the potential results of the program. Although some achievements reflect a higher level of sustainability and some are more ephemeral, generally the sustainability prospects of the preliminarily achievements are partially promising, as described below.

In terms of *policy sustainability*, mid-term evaluation concluded that the prospects of the potential results are mostly promising. Thus, the field mission consultations with the MoWA and with the engaged line ministries and educational institutions, as well as desk review of their commitments show that there is a political will and a sporadic demand of Khmer state actors to further mainstream the gender aspects at the policy level.

It worth mentioning, that the policy gender related documents (Neary Rattanak V, National Gender Policy and Cambodian Gender Assessment) have consistent policy sustainability perspectives, because once the policy documents are approved, they will become part of the normative framework and are mandatory for the entire planned period of time. As for the Media Code of Conduct for Reporting the Violence against Women, it has an undefined period for application by the Cambodian media outlets.

In terms of *institutional sustainability*, the LWGE program among others is clearly geared towards gender-related capacity strengthening of both MoWA and targeted ministries and other Cambodian public institutions. MTE concluded that the institutional sustainability perspectives are also promising. Thus, integration of the CDF, thematic educational curricula in universities, capacitated MoWA, line ministries, CoM, CNCW, NCDD have substantial sustainability prospects, given the low staff turnover in the institutions and quite consistent institutional memory within each of them.

Financial sustainability represents a mixed picture – on one hand it is promising in terms that MoWA covers its own financial contribution reflected in the program reports, on other hand it is unclear in the case of financial commitments for implementation of the NGP and NR V.

Environmental sustainability was not specifically targeted by the LWGE program, as the initiative was designed as non-environmental intervention. Additionally, the mid-term evaluation did not remark any actions, which would produce harm or affect the environment.

PART V. CONCLUSIONS AND LESSONS LEARNT

This chapter of the evaluation report summarizes key conclusions and lessons learnt based on the analyses of collected data and elaborations along the *Relevance, Effectiveness, Efficiency, Impact* and *Sustainability* evaluation criteria.

5.1 Conclusions

Overall conclusion on the assessed aspects of the LWGE Program is partially satisfactory, based on the analyzed documents and gathered information from reflections shared in interviews with the key informants from MoWA, engaged line ministries, CNCW, NCDD, CoM, targeted universities, CSOs, media, national and international consultants, UNDP, Sida and UN Women representatives. The MTE concluded that, the program represents a multi-stakeholder, demand-driven and *a highly relevant* initiative developed in a participatory manner with the involvement of the key state and non-state actors, *but it is too complex and ambitious* given the capacity and available resources of the implementing agency, i.e. MoWA and has some design weaknesses, in term of approach methods, tools and ToC. The program is aligned to current gender development context of Cambodia and it contributes to implementation of the nationalized SDGs 5 and 10 and is linked to national priorities, MoWA, UNDP and Embassy of Sweden agenda. The program is a response to the gender mainstreaming needs, expertise and planned initiatives reflected in the national policy documents of Cambodia. HRBA and LNOB principles are mostly integrated, as the program targets mostly „duty bearers” (public authorities) and occasionally the „rights holders”, including the disadvantaged groups of women and girls as described in the evaluation report. In terms of the RBM, the LWGE Program was improved during the implementation and is mostly consistent with two types of inter-linked results (outputs and outcomes), baselines, indicators and targets and added milestones. Both Program and the CDF have distinct results frameworks. The ToC of the program is partially relevant, as it clearly describes the links of the expected results: deliverables - PSLWGE results - Country Document Outputs - UNDAF Outcomes, but lacks the assumptions and „if”- „then” causality, reconstructed by evaluator.

The *effectiveness* of the program at the midterm stage is still modest and on some subcomponents of the program is behind the initial implementation schedule (e.g. approval of the gender policy documents: NGP, NR V, CGA; gender mainstreaming and capacity development dynamic of MoWA; officializing the partnerships with line ministries and universities) , although the program delivery is increased during the last year, the performance milestones were introduced, technical working groups were reinforced, quarterly reports included. All these measures increased the implementation dynamic of the program and there is a clear progress toward the targets of all three components. Midterm performance is lower than anticipated in the program document, because of several reasons described in the report, but also because MoWA does not have a distinct staff working exclusively on the program.

The *efficiency* of the program, i.e. results achieved and resources used within the spent time frame, is also modest, although there are efforts undertaken by the program and there are some isolated good examples of preliminarily achievements within the initial time frame of each of the program components. Program struggles to follow the implementation schedule, but there are delays within all three components as described. The technical expertise, material and financial resources invested are mostly adequate for reaching the planned results, except insufficient involvement of human resources of MoWA. No apparent waste of resources was identified during the evaluation and the program has performed satisfactory in achieving mid-term results in a cost-effective manner and most of the costs are well justified, except one case described in report when the efficiency is questioned.

The *impact* and the *sustainability* of the achievements are mostly premature to be assessed, because the core results of the program are still on the way. Nevertheless, evaluation concluded that there are promising sustainability perspectives in terms of *policy sustainability* (persisting political will, demand to further mainstream the gender aspects, integration on the normative framework and mandatory character of the gender policy documents after approval) and *institutional sustainability* (low staff turnover and consistent institutional memory in the capacitated MoWA line ministries and other public institutions). *Financial sustainability* represents a mixed picture – promising in terms of MoWA financial contribution and unclear in the case of financial commitments for implementation of the NGP and NR V.

5.2 Lessons Learned

Any strategy or approach, which did not fully work as expected or functioned surprisingly well, represents and delivers a lesson, which normally should be learned. Thus, based on the evaluator's review of program documents, interviews with the key informants, and analysis of the performance-related information collected in Cambodia, mid-term evaluation suggests the following lessons that may be of value to the MoWA, UNDP and other partners:

- *The program design and complexity should be tailored to the capacity of the implementing partner, available human resources and time allocation.* Implementation of the LWGE program illustrates that this is a very important aspect, which should not be underestimated during the project development phase, because it influences substantially the program performance. De-facto, „it can make or break the business“ depending on the current state of play. It is not just about the commitment, it is about potential and capacity. Otherwise, it will affect and, even jeopardize the program implementation and threaten its performance and perspectives.
- *Complex program needs milestones, more proactive approach, consistent interaction and communication between the actors and guidance (coaching) throughout the entire project cycle management.* This is both a planning and partnership-related aspect. It is far not sufficient to have clear operational procedures, to oversight the implementation process and to react promptly in case of demand or need. There is necessary to have milestones and to be proactive in monitoring the progress and providing guidance, even when the implementing partner did not ask (yet) for support. A coach does not provide coaching only when the trainee asked for it, he/she does it whenever he/she identify the need, even when the trainees does not realize that support is needed. This is valid both for UNDP and for Steering Committee (which also should steer, beside monitoring and approval). Communication and interaction between the partners is almost never, too much and the more complex the program, the more interaction and implementation dynamic is needed.
- *Capacity development is linked to generating and managing changes and it is a difficult and sensitive process, still vague and unclear for many stakeholders, therefore often it encounters personal and institutional resistance.* It should involve a clear step-by-step implementation approach and a thematic expert, which can guide the program during overcoming those resistances and transforming reluctances into incentives.

The evaluator recognizes that there might be additional program specific lessons. Some of them already were identified, analyzed and discussed during the field mission consultations in Cambodia with the program partners. Nonetheless, given the issues described in the report, the evaluator has restricted himself to three lessons that are overarching and that are the most striking. However as “basic” the lessons learned may be, their application offers the opportunity for MoWA, UNDP and other stakeholders to increase the relevance, effectiveness, and efficiency of the program and other potential future joint actions.

PART VI. RECOMMENDATIONS

This part of the MTE report provides a manageable number of recommendations – 16, based on the findings and conclusions. Nine recommendations are set forth for MoWA and its partners to use in the remaining period and seven recommendations in a follow up initiative, if this is considered feasible. Recommendations are developed following analysis of the gathered data, are linked to the evaluation conclusions. Recommendations are prioritized and are classified in two groups: operational and strategic.

6.1 General framework of the recommendations

The table presents the general framework of the MTE recommendations.

N	Recommendations	Priority
<i>A. Operational recommendations.</i>		
<i>Rec. 01</i>	Reinforce LWGE program implementation with UNDP as the key driving force.	High
<i>Rec. 02</i>	Advocate for approval of the drafted gender policy documents.	High
<i>Rec. 03</i>	Follow up with the identification of financial commitments to support NGP and NRV and lobby if needed.	High
<i>Rec. 04</i>	Concentrate more on capacity development of MoWA, incl. at the individual level.	High
<i>Rec. 05</i>	Provide tailored assistance to MoWA units on integration the RBM approach.	Medium
<i>Rec. 06</i>	Provide coaching to program management unit in integration capacity development in MoWA units and encourage further coaching of MoWA of other Cambodian public institutions.	High
<i>Rec. 07</i>	Provide evaluation support to the Secretariat of NCDD in evaluation the strategy and action plan on advancing women on decision making on SNA.	Medium
<i>Rec. 08</i>	Encourage development of the Back-Home Action Plans by the participants after the study visits and/or thematic trainings.	Low
<i>Rec. 09</i>	Involve UN WOMEN more actively, especially during the last six months in the perspective of taking over and development of the next initiative.	Medium
<i>B. Strategic recommendations.</i>		
<i>Rec. 10</i>	Develop a two-component program mostly focused on: 1) Cross-sectorial/ministerial gender mainstreaming and 2) Development of the RBM-based M&E system within MoWA.	High
<i>Rec. 11</i>	Maintain capacity development as back up component and involve a Capacity Development Consultant responsible with CDF implementation.	High
<i>Rec. 12</i>	Apply the Principle „Do less, but do better” and narrow down the results during the project management cycle.	High
<i>Rec. 13</i>	Handover the <i>educational subcomponent</i> to MoEYS, and <i>media sensitization subcomponent</i> to MoInf and involve additional implementing partners.	High
<i>Rec. 14</i>	Develop a monitoring mechanism of Media Code of Conduct on violence against Women and hand it over to MoInf.	Medium
<i>Rec. 15</i>	Consider development of the blended learning format on GEWE for the civil servants.	Low
<i>Rec. 16</i>	Involve more actively civil society organizations in the next program.	High

6.2 Detailed recommendations

Below both groups of recommendations are explained, which, as to the evaluator, could contribute to more efficient implementation of the project in the remaining period, as well as to its enhanced relevance and effectiveness. The order of the recommendations does not reflect their value or importance but rather the logic of the program intervention.

A. Operational recommendations.

These recommendations are linked to the program delivery and are suggested to be implemented by the end of the LWGE program. They are developed by the evaluator as result of the design and project implementation issues identified during the mid-term evaluation.

The operational recommendations are set for both MoWA and UNDP, because their implementation requires common understanding, leadership of MoWA and guidance from UNDP, i.e. cooperation of both organizations.

Rec. 01	<i>Boost LWGE program implementation with UNDP as the key driving force.</i>
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In addition to the measures already undertaken by the LWGE program during the last year (e.g. including the milestones, quarterly reports, more Steering Committee meetings) it is recommendable to set up tighter internal deadlines, for the actions and to increase joint efforts of MoWA and other key actors for enhancing the program delivery.

It is also necessary to intensify intra- and extra- MoWA cooperation and communication between the program management unit, on one side and MoWA departments, Secretaries of TWGG-WLG, General Secretariat of CNCW, on other side. For instance, to organize regular at least every two weeks working meetings within the MoWA and similar monthly planning and info sharing meetings with engaged ministries and eventually, targeted institutions.

It was a specifically analyzed topic by the MTE and evaluator strongly recommends that UNDP should continue back-upping the LWGE Program, even if the Agency, in consultation with MoWA, developed a new Concept Note on Women Economic Empowerment (WEE). It is the strong belief of the evaluator, that the WEE represents a different from LWGE Program type of gender initiative with distinct portfolio of interventions and expected results. Therefore, it should not be incorporated within the LWGE, because will create additional pressure on the program and will decrease its, performance and even bottle-neck it, given existing limited human resources described in the report.

Subsequently, UNDP should further provide systematic oversight and valuable *proactive* guidance to the LWGE program implementation unit through the TAs, Capacity Development officer focused on mainstreaming the RBM approach within MoWA and other targeted institutions, integrating the CDF in MoWA till the individual level in the case of key positions, as well consolidation the M&E system and in parallel it might continue designing of and resources mobilization for the WEE project. The MTE recommendations described below also might enhance the program performance.

Rec. 02	<i>Advocate for approval of the drafted gender policy documents.</i>
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LWGE Program with the strong support from UNDP, UN Women, engaged ministries and gender CSOs should joint their efforts and advocate consistently for approval of the three drafted gender policy documents, namely National Gender Policy, Neary Rattanak V and Cambodian Gender Assessment. Especially it is needed to be done in the case of the first two gender policy documents,

because both documents should generate national and country specific gender commitments, necessary catalyze gender equality and women empowerment positive changes in the country.

Rec. 03

Follow up with the identification of financial commitments to support NGP and NR V and lobby if needed.

Any policy document should be supported with a financial commitment to adequately cover implementation costs. Otherwise, the planned actions will be under the non-implementation risk and the gender policy documents developed within the LWGE Program are not an exception in this regard. Consulted stakeholders during the evaluation field mission, were not able to inform whether the gender policy documents have a financial estimation and will benefit of financial allocations for their implementation. Therefore, it is highly recommendable for UNDP, Embassy of Sweden and MoWA, as program implementer, to follow up not only with the advocacy for approval of the drafted documents, but also to identify if there are any financial estimations and commitments for supporting the policy documents.

Rec. 04

Concentrate more on Capacity Development of MoWA, incl. at the individual level.

The program is in the inception phase of the mainstreaming the Capacity Development Framework within the MoWA with almost two-year delay at the moment of approval. So far, it performed mostly at the institutional and program level, and less at the individual level. The functional and management capacity of the MoWA, influences directly the program implementation, including the further capacity development of other actors. Therefore, one of the key MTE recommendations is to integrate more actively the Capacity Development Framework at the MoWA units level and at the individual level, for instance through the Personal Development Plan (PDP)²¹.

The *Capacity Development – UNDP Primer*²² explains and provides guidelines and applicable tools, as well as generic and distinct lists for indicators both for outputs and for outcomes focused on capacity development. It is a useful source for inspiration, while planning monitoring, (self)-assessing and reporting capacity development initiatives. The UNDG defines “capacity” as the ability of the individuals, institutions and societies to perform functions, solve problems, set and achieve objectives in a sustainable manner.

One cognitive recommendation is to distinguish between „*capacity building*” and „*capacity development/strengthening*”, because the program documents use both terms as similar and they are not. Thus, the first term means building the capacity from the scratch, because we assume that there are no any capacities, i.e. the baseline is “0”; while the second one recognizes that there are some capacities already, i.e. the baseline is not “0” and it is about development of the existing capacities.

²¹ Personal Development Plan is a *dynamic* capacity development tool (usually in form of a table), which derives from the capacity development plan of the institution or program. It reflects: the thematic/gender and management capacity development needs of the person, period of development (usually up to 6 months) and monitoring the progress by the envisaged person and her/his mentor.

²² See: <http://www.undp.org/content/undp/en/home/librarypage/capacity-building/capacity-development-a-undp-primer.html>

Rec. 05 Provide tailored assistance to MoWA units on integration the RBM approach.

UNDP already provided one RBM focused training for the MoWA representatives, which was appreciated by the participants. However, as revealed field mission consultations, it proved to be insufficient, because after the training some of the representatives of MoWA faced difficulties in understanding how the RBM approach is linked to their routine work and how to implement it within their units.

Therefore, it is highly recommendable for UNDP (RBM unit, Analyst) to provide tailored separate consultative meetings with the targeted MoWA units, and to provide guidance in identification of the results` chain of each targeted unit given its area of competence and intervention. Finally, it will be advisable to develop some guidelines for mainstreaming the identified results` chain (RBM approach) within the respective units.

Some useful informational support might be: „A guide to Results-Based Management, efficient project planning with the aid of the Logical Framework Approach” developed by Sida (2016), and „Results-based Management Handbook. Harmonizing RBM concepts and approaches for improved development results at country level” developed by United Nations Development Group (2011).

Rec. 06 Provide coaching to program management unit in integration capacity development in MoWA units and encourage further coaching of MoWA of other Cambodian public institutions.

The *coaching* or *mentoring*²³ is extremely important as capacity building approach, but is poorly reflected in the capacity development framework, which is mostly focused on thematic seminars and workshops. Subsequently, the capacity development process both of MoWA units, engaged ministries and other Cambodian institutions is less effective. Therefore, the recommendation for UNDP is to provide a ToT on Coaching/Mentoring for program implementation unit and to targeted units of MoWA and, then to deliver it in the reality based on the mentorship plan. MoWA, including the LWGE program unit, should similarly further provide coaching to other targeted institutions, especially to gender working group (GWG) of the CoM. For instance, to step back from providing gender trainings and to deliver them together with the GWG for representatives of other ministries and, finally, to hand it over to GWG. In other words, usually mentoring should imply three distinct capacity development stages: 1) *I am doing and you are watching*; 2) *We are doing it together* and 3) *You are doing and I am watching*. Depending on the performances at the last stage, the mentoring might end in case of positive achievements, or can be reinforced in case of necessity. Communication, explanation and knowledge sharing are important ingredients through the entire process.

²³ *Coaching* and *mentoring* use the same skills and approach, but there are some differences, for instance *coaching* is short term task-based and *mentoring* is a longer term relationship, the first one is more formal, while the second one is informal, etc. For additional information: https://www.brefigroup.co.uk/coaching/coaching_and_mentoring.html

Rec. 07

Provide evaluation support to the Secretariat of NCDD in evaluation the strategy and action plan on advancing women on decision making on SNA.

Implementation of this recommendation might generate a few important benefits: on one hand, evaluation might gather important gender data linked to the LWGE priorities, particularly to the Outcome 3; on other hand it might increase the monitoring and evaluation capacity of the Secretariat of the NCDD in the case of its involvement.

Finally, evaluation of the strategy and action plan might generate some lessons, which should be learnt regarding the planning, implementing the advancing women on decision making at the sub-national level. Evaluation support might be reflected in selection and partial financing of the national evaluation consultant, co-managing of the evaluation process, dissemination and use of the evaluation findings and recommendations. For developing the NCDD expertise and *learning while doing* purpose, it would be advisable to use a mixed evaluation team, i.e. one National Consultant and one representative of the Secretariat of NCDD. It would consolidate M&E capacity of the NCDD, which is important and should not be underestimated.

Rec. 08

Encourage development of the Back-Home Action Plans by the participants after the study visits and/or thematic trainings.

This is not a technical recommendation; it has a mid-term perspective with the long-term potential benefits. Thus, their Back-Home Action Plans (BHAP) might include one idea/commitment or a set of structured actions planned by participant/s to be undertaken as the result of the study visit or thematic/gender training they benefitted of.

Encourage development of such BHAP and sharing with project team. Consider providing on-going technical support for their implementation (if any). In this way, the program will orient beneficiaries of gender focused capacity development toward application of the acquired knowledge and using new thematic tools and skills. It also might be a good responsibility increasing strategy.

Rec. 09

Involve UN Women more actively, especially during the last six months in the perspective of taking over and development of the next initiative.

Gender mainstreaming represents the core of the mandate of UN Women, which, as show field mission consultations, has the gender-related expertise for the policy level actions and capacity to successfully continue the initiative generated by UNDP. Likewise, UNDP, the UN Women is encored in partnerships with MoWA and is well familiar with the Cambodian gender context and the LWGE program, as a Steering Committee Member. For a more smoothly taking over and development of the next initiative, it is advisable to involve UN Women more actively, especially during the last six months of the LWGE program.

B. Strategic recommendations.

This group includes seven long-term perspectives recommendations, which are suggested to be integrated in the design of the next program for consolidation of the LWGE program achievements, continuation of the gender mainstreaming and further strengthening of the Cambodian Gender Machinery.

Rec. 10

Develop a two-component program mostly focused on: 1) Cross-sectorial/ ministerial gender mainstreaming and 2) Development of the M&E system within MoWA.

The next initiative after the completion of the LWGE program, should specifically focus on two key areas, which would represent an in-depth approach, particularly: 1) cross-sectorial/ministerial gender mainstreaming and 2) Development of the results-oriented M&E system within MoWA. The first component should represent a priority, because has a strategic importance for the perspectives of the gender context in Cambodia in terms of sectorial gender sensitive policy making and implementation and is fully in line with the mission of MoWA.

The second component has a transformative potential and an in-depth approach towards capacity development of MoWA focused on improving implementation and efficiency of the gender policies of the ministry.

Development of the M&E system would mean not just elaboration of the M&E framework, as a document, but also identification or establishment of the M&E unit or at least position, which would be entitled with the exclusively M&E competences. Although it is not a common practice for Cambodian public authorities to have M&E units responsible with the monitoring and evaluation of the ministerial and sectorial policies and regulations, MoWA might be the champion in this regard.

Rec. 11

Maintain capacity development as back up component and involve a Capacity Development Consultant responsible with CDF implementation.

Thematic and management capacity development of MoWA and Cambodian public institutions should represent an on-going process and a back-up (sub)component regardless of the future program's areas of intervention. The findings of the MTE show that the capacity development commitments reflected in the CDF require more time and efforts beyond the LWGE program implementation. Therefore, it is advisable to maintain it in the next initiative.

A tailored self-assessment session at the end of the LWGE program with participation of MoWA, UNDP/UN Women and targeted authorities would identify the final specific capacity enhancements and uncompleted commitments included in the CDF. Subsequently, those uncompleted commitments, as well as the new capacity development topics (for instance: *Change Management*²⁴, identification and overcoming the resistance at the organizational and individual level), should represent the core elements of the component.

It is also advisable to recruit a Capacity Development Consultant for the implementation of the new CDF, which would also facilitate institutionalization of the PDPs as capacity development tool at the individual level.

Rec. 12

Apply the Principle „Do less, but do better“ and narrow down the results during the project management cycle.

This is not just an approach; it is a management philosophy. It is highly recommendable for implementing institution (MoWA), guiding and oversight agency and the donor to share the same vision. Particularly - focus on more in-depth than in-wide approach for creation of the sustainable results through the results' chain, i.e. less impressive numbers and more in-depth interlinked actions and changes. It is important to bear it in mind during the next gender mainstreaming program design phase.

²⁴ One of the recommended change management approach is ADKAR model. For additional information: <https://www.change-management-coach.com/adkar.html>.

In other words, this would imply that the next gender mainstreaming program should focus on generation of the in-depth changes according to the results' chain (less quantitative targets) in a more sustainable manner (qualitative changes). It is also advisable to develop an appropriate ToC and to monitor to what extent the assumptions are in place and the changes are generated by the project as predicted in the ToC.

Rec. 13 *Handover the educational subcomponent to MoEYS, and media sensitization subcomponent to Molnf and involve additional implementing partners.*

As revealed the MTE findings, MoEYS is well-anchored in the gender education in Cambodia partnering with two agencies UNICEF-Cambodia as implementing partner and Asia and Pacific Regional Bureau of UNESCO (Thailand). During the evaluation consultations, MoEYS expressed its willingness to take over the *gender educational* subcomponent. A similar opportunity is in the case of Molnf regarding the *media sensitization* subcomponent. Subsequently, evaluation recommends to MoWA to handover both subcomponents to the respective ministries, not just because their willingness, but also because the capacities and thematic expertise of both institutions is higher than capacity of MoWA.

Finally, what is most important, implementation of these recommendations would represent eloquent examples of gender mainstreaming in a sustainable manner.

The above mentioned two UN agencies might represent valuable implementing partners.

Rec. 14 *Develop a monitoring mechanism of Media Code of Conduct on Violence Against Women.*

Monitoring mechanism should be developed by the envisaged public authorities (Molnf, MoWA, media organizations, etc.) regardless if the *media sensitization* subcomponent will be handed over to Molnf or not.

An efficient monitoring mechanism would contain a consistent set of indicators to be monitored and will: highlight the implementation of the Media Code of Conduct on Violence against Women, identify effects of the implementation of the Media Code and, might provide solutions for increasing media sensitization.

Rec. 15 *Consider development of the blended learning format on GEWE for the civil servants.*

This strategic recommendation might imply a different level of complexity and interaction between the mentor and the civil servants. Regardless of the complexity and interaction, its implementation might increase the accessibility of the course for the civil servants, given the advantages offered by this approach, such as: less time and financial resources spent for attending the educational events; flexibility in terms of learning dynamics and schedule; availability at any time (24/7) and any place, including from the work place and possibility to access a topic/module as many times as possible. The blended learning approach to education is used in professional development and different training settings and combines available online educational materials and opportunities for interaction online with „traditional” place-based classroom methods²⁵. This learning format is getting more and more popular, because it seems to be effective according to the recent researches²⁶. However, it worth noting that this mixed learning method still requires

²⁵ Please see: "Blended learning: efficient, timely, and cost effective". *Journal of Forensic Sciences*, Lothridge, Karen, 2013.

²⁶ A 2015 meta-analysis around blended learning proved its effectiveness and found that all of the evidence-based studies concluded that student achievement was higher in blended learning experiences when compared to either fully online or fully face-to-face learning. For additional information see: „Preparing for the Digital University: A review of the history and

the physical presence of both lecturer and civil servant. It also involves some elements of mentoring and control over time combined with computer-mediated activities regarding content and delivery of the homework (if any).

It is obvious that a user-friendly on-line platform needs to be developed and the lectures should be trained on IT aspects of delivering the blended learning. They should perhaps restructure the learning modules, elaborate thematic tests and checking questions, develop an interaction and systematic communication on-line forum between the civil servants and between the servants and mentors/lecturers. It is also important to bear in mind that the IT unit of the MoWA should be adequately equipped to be able to react promptly to some possible technical errors of the platform, especially at the inception and launching phase.

Rec. 16	<i>Involve more actively civil society organizations in the next program.</i>
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Engagement of the civil society organizations, particularly of women's rights organization represents a fundamental principle, because they bring gender-related expertise, increase public participation, transparency, accountability and consolidate the national ownership prospects. Therefore, the program should increase involvement of the Cambodian and international women, media and/or educational organizations both as the implementing partners, but also as members of the Steering Committee.

PART VII. ANNEXES

Annex 1: Lead Evaluation Questions

Relevance

- To what extent the country context in Cambodia is conducive for work on GEWE?
- To what extent the PSLWGEP is aligned to Cambodia's national policies/regulatory framework on GEWE and to UNDP Country Program?
- To what extent PSLWGEP design is consistent in terms of Results-Based Management (RBM) and Human Rights Based Approach (HRBA) approaches supported by SIDA?
- How is the UN principle of 'Leaving no-one behind' integrated in the design/implementation?
- Is the project timeframe reasonable to achieve the expected results at outputs and outcomes level?
- To what extent the ToC is still valid? Is there a need to reconstruct or reinforce it? If „Yes“, why and what assumptions?
- To what extent has the project contributed to localizing SDG #5 in the Cambodian context?
- To what extent has the project been conducive in increasing the inclusion of disadvantaged groups of women and girls in Cambodia?
- To what extent the PSLWGEP is flexible/adaptable to the changes?
- What is an added value (unique) in the support of UNDP to the GEWE in comparison to other projects in Cambodia?
- What should be done to increase the relevance of the PSLWGEP?

Effectiveness

- What is the project fulfillment?
- In which areas does the project have the greatest achievements? What are the key driving forces (KDF)? How can the project build on or expand these achievements?

current state of distance, blended, and online learning.” Athabasca University. Siemens, G., Gašević, D., Dawson, S., 2015. <http://linkresearchlab.org/PreparingDigitalUniversity.pdf>

- In which areas does the project have the lowest achievements? What have been the constraining factors and why? How can or could they be overcome?
- What are the major factors and actors influencing the (non-)achievement of the PSLWGEP objectives?
- To what extent the PSLWGEP objectives are likely to be achieved by end of December 2020?
- How effective has been the implementation of the Capacity Development Framework of the program?
- Are capacities being effectively built at the four levels (individual, program, institutional and network-stakeholders level)? What are the evidences?
- To what extent the project enhances accountability for GEWE?
- To what extent has the capacity building processes and measures been effective in helping the Government to effectively develop, implement, and monitor gender related policies, plans, strategies and initiatives that would result toward GE society?
- How has the project assisted in increasing the influence on mainstreaming GEWE issues into other pilot ministries plans and policies? What is the difference now compared to before?
- How has the project changed MoWA's way of working and management systems of pilot departments and units incl. through the Technical Coordination Desk?
- What are the main influences the project has had on the MoWA? Has the project influenced how is decision making within MoWA?
- How has the capacity development of the target groups changed their knowledge, capacities and behaviours/systems?
- What routines have been introduced/ changed? What is done differently?
- What alternative strategies would have been more effective in achieving the project's objectives?
- Does the project intervention complement other gender related initiatives in Cambodia or are there any significant overlaps?
- To what extent has the project been effective in managing partnerships to enhance optimal results?
- To what extent have the stakeholders been engaged throughout the project cycle management?
- What should be done to increase the project performance?

Efficiency

- To what extent the project fulfillment corresponds to the initial implementation schedule? Are there any delays in delivery? If "Yes" why?
- Have resources (funds, human, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent resources are used efficiently?
- To what extent have project funds, activities and outputs been delivered in a timely manner?
- To what extent were the project governance structures, in particular the Steering Committee, effective in facilitating smooth implementation?
- To what extent is the project management structure efficient in generating the expected results and/or generating over or under achieved goals?
- How systematic and efficient the management and oversight of the project has been both within MoWA (SC and the LWGE management team), as well as by UNDP Project Team and CO?
- To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?

Impact

- What are the most significant change/s (MSC) generated by the PSLWGEP so far? Why?
- What are the perspectives for long-term changes resulting from the project's intervention in the way in which Cambodia is addressing gender issues?
- To what extent project contributed to strengthening gender machinery (incl. the institutional/individual capacity of MoWA and key line ministries) and to mainstreaming GEWE aspects in Cambodia?
- How has the PSLWGEP impacted MoWA's/line ministries' operational/strategic management systems?

- What were the changes in the capacity and behaviour of the project's final beneficiaries as a result of the projects' activities?
- Did the intended beneficiaries benefit from the project both at MoWA and elsewhere? In what way?
- How many people have directly and indirectly benefitted and/or not benefitted from the project?
- What should the project do otherwise to maximize its impact?

Sustainability

- What are the sustainability prospects in terms of *policy sustainability, institutional sustainability, financial sustainability* and *environmental sustainability*?
- To what extent has the PSLWGEP contributed to nurturing Government and MoWA ownership and leadership in implementing GEWE initiatives?
- How/if MoWA has used its acquired capacities built on leadership, advocacy and negotiation skills with the two important institutions in formulation of the policies foreseen (e.g. First National Gender Equality Policy) and the increase in the national budget for GE interventions?
- To what extent are the project achievements likely to continue after its completion? Are the current capacity improvements within MoWA and with other actors likely to be sustained?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on GEWE?
- To what extent do stakeholders support the project's long-term objectives? Are there any operational and/or financial commitments?
- To what extent has the project intervention forged new or strengthened partnerships among different stakeholders (government agencies, development partners, civil society, media, academia, and other relevant practitioners etc.)?
- To what extent are lessons learnt being documented and shared with appropriate parties?
- To what extent do the project interventions have well-designed exit strategies?
- What could be done to strengthen exit strategies and sustainability prospects of the project?

Annex 2: List of consulted stakeholders

<i>Nr</i>	<i>Name</i>	<i>Organisation</i>	<i>Position/Role in Project</i>
1	Ratana Norng	UNDP Cambodia	Head of Result Based Management Unit
2	Lina Hassan		Administrative Assistant, RBM Unit
3	Nick Beresford		Resident Representative, Co-chair of the Steering Committee
4	Sonali Dayaratne		Deputy Resident Representative
5	Amara Bou		Program Analyst, Project oversight
6	Rany Pen		Head of Result Unit, Project oversight
7	Phat Phy		Program Associate, Project oversight on financial aspect
8	Wychheng Sreang		Project Admin & Finance Assistant
9	Rodrigo Montero	UNICEF	Ex- Gender Specialist to the project
10	Samuel Hurtig	Embassy of Sweden	Head of Development Cooperation, Co-chair of the Steering Committee
11	Johanna Palmberg		Counsellor, Member of the Steering Committee
12	Kalyan Hou	RECOFTC Cambodia	Office Forestry Administration, Key stakeholder
13	The Chhun Hak	MoWA, Gender Equality and Economic Development General Directorate	Director General, Project Manager of LWGE
14	Sengphal Davine		Deputy Program Manager of LWGE
15	Hou Nimirta		Under Secretariat of State, Deputy Project Manager
16	Thoeun Sakmakna		Director Department and Youth Core Group
17	Tha Bonavy		Deputy Director Department and Youth group focal point
18	Nom Bophary	MoWA, Department of Women and Education	Director of Department
19	Kim Sokhanry		Chief of office, Beneficiary
20	Kong Rithy	MoWA, General Directorate of Administration and General Affairs	Deputy Director General, Department of Finance
21	Thiem Koemhour	MoWA, Department of Finance and Procurement	Director of Department
22	Suong Marada		Deputy Director of Department
23	Tuon Chanrith		Chief of Office of International Monetary
24	Pen Kunthea	MoWA, Department of Information	Deputy Director of Department
25	Keo Vathana		Director of Department, Receive support from project - 3 Pilot Departments
26	Cheng Chinneth	Department of Gender Equity, MoWA	Director of Department
27	Meach Sotheary		Deputy Director of Department
28	Nhean Sochetra	MoWA, General Directorate of Social Development	Technical Coordination Desk
29	Ket Saroth	MoWA, Department of Gender and Health, Youth Focal Point	Chief Office
30	Sin Visalsokvatey		Officer of Health Department
31	Ly Phiny		Vice Chief Office
32	Kim Siphath		MoWA

33	Ay Sophea	MoWA, Department of Internal Audit	Program Assistant of PSLWGE, in charge of Assets Management and Administrative
34	Chenda Sem	Freelance	Consultant, Independent Technical Advisor on M&E
35	Sreang Phanth	Royal School of Administration	Director of Department
36	Ung Saravann		Deputy Director
37	Roeurn Vasna	The University of Cambodia	Students, Beneficiaries - youths who participated in youth debates
38	Moeun Chamrongrithyseth	Phnom Penh International University	
39	Khoem Leaksmeay	Royal University of Law and Economics (RULE)	
40	Kheang Ratana		
41	Bopha Poch	Freelance	Consultant, Independent Technical Advisor on M&E
42	Delux Leang	Club of Cambodian Journalist (CCJ)	Excutive Director
43	Pen Bona		President, Receive support from project
44	Seng Reasey	NGO Silaka	Director
45	Ung Bun Y	Department of Media and Communication	Head Of Department, Receive support from the project
46	Chan Sovannara		Manager of Department
47	Sarah Knibbs	UN Women	Representative, Member of Steering Committee
48	Buoy Thida	Royal University of Law and Economics	Vice Dean of Faculty of law
49	Khun Rachana	Ministry of Education, Youth and Sports	Under Secretariate of State
50	Nham Sineth		Director of Planning and Statistic department
51	Sotheary You	Oxfam	Advocacy and Gender Coordinator, Member of Steering Committee
52	Ouk Kimseng	Ministry of Information	Under Secretariate of State
53	Prak Elirathana		Advisor
54	Ek Buntha	Ministry of Culture and Fine Arts	Deputy General Directorate
55	Bunthorn Sokhanarith		Chief of Office International cooperation and Asian Affairs
56	Khori Yuthly	National Committee for Decentralization & Deconcentration	Deputy Director
57	Ou Sopheary	Action Aid	Campaign Support Coordinator
58	Kong Sotheanth	ASEAN Affairs	Deputy Affairs
59	Danel	IR	Director
60	Chea Phally	Health, Social Affairs and Women Affairs Department	Director
61	Keo Chakriya	Under secretariat of state, Ministry of Economy and Finance	
62-68	FGD - 7 person	Ministry of Economy and Finance	
69-73	FGD - Chhay Vannourn & 4 team members	Council of Ministers	

Annex 3: List of Consulted documents

1. Project Document: Project to *Support the Leading the Way for Gender Equality Program*.
2. Evaluation Terms of Reference Midterm Review of Project to *Support the Leading the Way for Gender Equality Program*.
3. Capacity Development Framework of the “Leading the Way for Gender Equality” (LWGE) Program, 2017-2020.
4. Annual Progress Report of “Leading the Way for Gender Equality” (LWGE) Program, January-December 2018, Ministry of Women’s Affairs, January 2019.
5. Multi-Year Work Plan 2017-2019, Partnership for Gender Equity Phase IV (2017-2019).
6. Annual Work Plan 2017-2018, Project to *Support the Leading the Way for Gender Equality Program*.
7. Annual Work Plan and Budget Year 2018, Project to *Support the Leading the Way for Gender Equality Program*.
8. Annual Work Plan and Budget Year 2019, Project to *Support the Leading the Way for Gender Equality Program*.
9. Capacity Development Needs Assessment Report (2017)
10. Minutes of the First Steering Committee Meeting “Leading the Way for Gender Equality” (LWGE) Program, 08 February 2018.
11. Minutes of the Second Steering Committee Meeting “Leading the Way for Gender Equality” (LWGE) Program, 25 February 2019.
12. Minutes of the Local Appraisal Committee on Partnership for Gender Equality, Phase 4 Project, 16 December 2016.
13. Third-Party Cost-Sharing Agreement between Sweden, represented by the Swedish International Development Cooperation Agency – SIDA (the Donor) and the United Nations Development Programme (UNDP), 14 December 2017.
14. Annual Report Project to Support the “Leading the Way for Gender Equality” (PSLWGE), 31 Mar. 2017 - 31.Dec. 2017.
15. Decision on the Establishment and Appointment Membership of Program Coordination and Management Team of the Leading the Way for Gender Equality (LWGE) Program, MoWA, 13 March, 2018.
16. Letter of appointment of National Project Director
17. PPT Presentation 2018 Progress of LWGE Program: Achievements, Issues and Solutions (Minutes of 2nd Steering Committee Meeting (25 February 2019)

Annex 4: Bio of Evaluator

Gheorghe Caraseni - has a background working as evaluator of *governance, gender, human rights, sustainable development and children protection* projects in different countries from Eastern Europe, CIS Region, Central and South Asia, incl. Cambodia.

His professional career includes several gender-sensitive and gender-focused evaluation experiences of projects implemented in Moldova, Tajikistan, Russia, Bulgaria and other countries by different organizations, incl. UN Women and UNDP.

Gheorghe is well familiar with the evaluation criteria and guidelines, incl. DAC/OECD, as well as with the UNEG and UN development approach as he assessed over 50 initiatives (incl. 15 assessments as Team Leader) implemented by different organizations, including UN Agencies: UN Women/UNIFEM, UNDP, UNFPA, UNICEF, UNODC, ILO, OHCHR, and World Bank.

He holds a Master degree in Public Administration and is fluent in Romanian, Russian and English.